Perry County Greenways, Parks, Recreation, and Open Space Plan

2011

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Perry County Greenways, Parks, Recreation, and Open Space Plan

Adopted

August 15, 2011

This Plan has been partially funded by the Pennsylvania Department of Conservation and Natural Resources, and the Department of Community and Economic Development's Land Use Planning and Technical Assistance Program

COUNTY OF PERRY

Perry County Veterans Memorial Building
25 West Main Street
P.O. Box 37
New Bloomfield, PA 17068

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COUNTY OF PERRY
Commonwealth of Pennsylvania

RESOLUTION
No. 2011 – 13

A RESOLUTION OF THE BOARD OF COMMISSIONERS OF THE COUNTY OF PERRY, COMMONWEALTH OF PENNSYLVANIA, APPROVING THE PERRY COUNTY GREENWAYS, PARKS, RECREATION AND OPEN SPACE PLAN AS AN AMENDMENT TO THE 2007 UPDATE TO THE PERRY COUNTY COMPREHENSIVE PLAN.

WHEREAS, the Perry County Perry Planning Commission has been enacted to serve in the official capacity as the planning agency for Perry County; and

WHEREAS, the Tri-County Regional Planning Commission continues to provide staffing support to the Perry County Planning Commission; and

WHEREAS, the Pennsylvania Municipalities Planning Code (Act of 1968, P.L. 805, No. 247, as reenacted and amended) empowers counties to adopt comprehensive plans; and

WHEREAS, the Perry County Planning Commission has assisted in the preparation and recommends approval of the Plan to the Perry County Board of Commissioners; and

WHEREAS, Perry County benefited financially from a Pennsylvania Department of Community and Economic Development Land Use Planning and Technical Assistance Grant, a Pennsylvania Department of Natural Resources Community Conservation Partnerships Program Grant, and a USDA Community Development Block Grant to complete the Plan and perform outreach; and

WHEREAS, the Perry County Commissioners recognize the importance of coordinating planning consistency at the various levels of government; and

WHEREAS, the Plan intends to further the County Comprehensive Plan as it pertains to land use planning, community facilities and service, and natural resource protection; and

WHEREAS, the Perry County Planning Commission conducted three separate public education/outreach meetings throughout the County, and distributed and posted the Plan on the County website to increase public involvement; and

WHEREAS, the Perry County Commissioners held the required public hearing in accordance with the Pennsylvania Municipalities Planning Code (Act of 1968, P.L. 805, No. 247, as reenacted and amended).

NOW, THEREFORE, BE IT RESOLVED, by the Perry County Board of Commissioners hereby approve the Perry County Greenways, Parks, Recreation and Open Space Plan as an amendment to the Perry County Comprehensive Plan and direct the following action be taken to implement the same.

1. The Perry County Planning Commission staff is directed to file the Perry County Greenways, Parks, Recreation and Open Space Plan with the Governor's Center for Local Government Services with the Pennsylvania Department of Community and Economic Development and the Perry County Department of Conservation and Natural Resources.

2. The Perry County Planning Commission and planning staff shall take such additional action to implement this Plan as may reasonably be necessary.

Adopted this 15th day of August, 2011

COUNTY OF PERRY
COMMONWEALTH OF PENNSYLVANIA

Brenda K. Benner, Chairman

Stephen C Naylor, Vice-Chairman

John J. Amsler, Secretary

ATTEST:

Kathy Burkholder, Chief Clerk

[SEAL]

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Perry County Greenways, Parks, Recreation, and Open Space Plan

The Foundation

The mission of Perry County government is to promote the health, safety and welfare of all Perry County citizens. We are committed to sound land use planning, working with public and private sector partners to preserve our rural character, conserve our agricultural and natural resources, establish a thriving economy, and provide the highest quality public recreation opportunities possible in a fiscally responsible manner.

The Foundation

Introduction

Perry County's geographic location in the Ridge and Valley Province has resulted in a varied topography that is characterized by mountain ridges, undulating hills, and rich, fertile valleys. This variation has also created a diverse habitat for many species of flora and fauna. The *Perry County Natural Areas Inventory* and Chapter III, Natural Resources of the *Perry County Comprehensive Plan* identify several important natural resources and critical habitat areas in the county. These features will be used to build the foundation upon which to base recommendations for open space protection and natural resources conservation.

Natural Resources

Geology

Perry County is located in the Susquehanna Lowland and the Appalachian Mountain Section of the Ridge and Valley Province. The Susquehanna Lowland Section includes the Susquehanna River Valley and low to moderately high linear ridges and linear valleys. The majority of the County is included in the Susquehanna Lowland Section; this includes the interior portion of the County north of Blue Mountain, east of Bowers Mountain and Skinner Ridge, and south of Conococheague Mountain and Tuscarora Mountain. Outstanding geologic features in the County that are included in the Susquehanna Lowland Section include Warm Springs near Landisburg and Big Spring State Park. Fowlers Hollow and Little Buffalo State Parks are located in the Susquehanna Lowland Section. Local relief in this section is less than that found in the bordering Appalachian Mountain Section, but this section was formed in the same way. The rocks were compressed toward the northwest by pressure from the southeast. This pressure folded the rocks into long linear folds, and erosion of the folded rocks created the ridges and valleys. Harder rocks, mainly sandstones, eroded more slowly and formed the ridges, while the softer rocks, such as shales and siltstones, eroded more rapidly to form the valleys.

The far western portion of the County and the mountain ridges that form its northern and southern borders are located in the Appalachian Mountain Section of the Ridge and Valley Province. The Appalachian Mountain Section consists of numerous long, narrow mountain ridges separated by narrow to wide valleys. The tops of the ridges are always several hundred feet higher than the adjacent valley. Very tough sandstones occur at the crests of the ridges and relatively soft shales and siltstones comprise most of the valleys. Blue Mountain, Tuscarora Mountain, and Conococheague Mountain are located in the Appalachian Mountain Section. Outstanding scenic geological features include all of the historical mountain gaps including each

of the Susquehanna water gaps, Gibson's Rock, Second Mountain, Watts Mountain, Big Knob, and Hawks Rock.

Karst topographical features are common in many areas of the Appalachian Mountain Section and Susquehanna Lowland Section. In addition to sinkhole and foundation stability concerns in developed areas, karst features also increase the potential for groundwater contamination due to the high solubility of the rock. Problems are compounded in places where development has occurred without regard for predevelopment hydrological conditions, leading to the concentration of water in one particular location. As such, the *Perry County Greenways, Parks, Recreation, and Open Space Plan* will look to conserve areas of limestone and dolomite as open space in an effort to prevent additional sinkhole and groundwater contamination occurrences. The Geology of Perry County is graphically shown on **Comprehensive Plan Map 3-3.**

Water Resources

Chapter III provides a detailed discussion on groundwater resources and their role as a drinking water source. Surface water is intricately connected to groundwater. The two "feed" one another, and also have the potential to contaminate one another. Run-off and ground-based pollutants can percolate into the water table, degrading groundwater. Contaminated groundwater, emerging from springs, wells, and marshes can pose threats to surface water.

Water resources are a critical component in a system of green infrastructure. They provide habitat for fish and other water creatures, and provide corridors for wildlife migration. In addition to providing a drinking water source, surface water features also provide opportunities for recreation, conservation greenways, and trails. Protecting water resources and associated stream bank habitats and floodplains will ensure critical wetland areas are preserved and will help to mitigate flooding downstream.

The *Greenways, Parks, Recreation, and Open Space Plan* focuses on surface water features. The Pennsylvania Department of Environmental Protection (PA DEP) defines surface water as "water on the surface of the earth, including water in a perennial or intermittent watercourse, lake, reservoir, pond, spring, wetland, estuary, swamp or marsh, or diffused surface water, whether such body of water is natural or artificial. The term does not include re-circulated processed water or wastewater stored in an off-stream impoundment, pond, tank or other device unless such water or wastewater is withdrawn and used by a person other than the person who initially withdrew the water from a water resource or obtained such water from a public water supply agency."

The Susquehanna River is the most prominent surface water feature in the county. The Juniata River is a major tributary that joins the Susquehanna River at the eastern County line, north of Duncannon Borough. Other prominent surface water features include Shermans Creek, Buffalo Creek, Cocolamus Creek, and Holman Lake in Little Buffalo State Park.

Chapter 93 of the Pennsylvania Code provides stream classifications which include Trout Stocking Fisheries (TSF), Cold Water Fisheries (CWF), Warm Water Fishes (WWF), Migratory Fishes (MF), High Quality Waters (HQ), and Exceptional Value Waters (EV). TSF, CWF, and WWF classifications are based on maintenance and propagation of the fish species, and the flora and fauna which are native to that habitat. MF refers to the passage, maintenance and propagation of fish which move to or from flowing waters to complete their life cycle in other waters. The Special Protection waters, HQ and EV classifications are to be maintained and protected based on the chemical and biological water quality standards established for these classifications. HQ and EV waters are surface waters having quality which exceeds levels necessary to support propagation of fish, shellfish, and wildlife and recreation in and on the water. The difference between the two is EV waters are to be protected at their existing water quality because they have outstanding recreational or ecological values. HQ waters are also to be protected, but their water quality can be lowered if a discharge is a result of necessary social and economic development and all in-stream uses are protected. EV classification mandates a higher level of protection since the HQ classification provides for anti-degradation based upon specific criteria.

Table 1-1 displays the stream classifications for watercourses in Perry County. Major rivers and streams in Perry County are graphically shown on **Comprehensive Plan Map 3-1.**

TABLE 1-1
PROTECTED STATUS OF STREAMS

Stream	Zone	Water Uses Protected
Susquehanna River	Main Stem, West Branch Susquehanna River to Juniata River	WWF, MF
Unnamed Tributaries to Susquehanna River	Basins, West Branch Susquehanna River to Juniata River	WWF, MF
Boyers Run	Basins	WWF, MF
Bargers Run	Basin	WWF, MF
Hunters Run	Basin	WWF, MF

Stream	Zone	Water Uses Protected
Bucks Run	Basin	WWF, MF
Buffalo Creek	Basin	WWF, MF
Juniata River	Main Stem, Confluence of Frankstown Branch and Little Juniata River to Mouth	WWF, MF
Unnamed Tributaries to Juniata River	Basins, Kishacoquillas Creek to Little Buffalo Creek	WWF, MF
Raccoon Creek	Basin	CWF, MF
Cocolamus Creek	Basin	TSF, MF
Reiders Run	Basin	CWF, MF
Wildcat Run	Basin	CWF, MF
Buffalo Creek	Basin	HQ-CWF, MF
Little Buffalo Creek	Basin, Source to State Park Dam	HQ-CWF, MF
Little Buffalo Creek	Basin, State Park Dam to Mouth	CWF, MF
Unnamed Tributaries to Juniata River	Basins, Little Buffalo Creek to Mouth	WWF, MF
Bailey Run	Basin	CWF, MF
Howe Run	Basin	WWF, MF
Board Run	Basin	WWF, MF
White Run	Basin	WWF, MF
Losh Run	Basin	WWF, MF
Unnamed Tributaries to Susquehanna River	Basins, Juniata River to Muddy Run	WWF, MF
Little Juniata Creek	Basin	CWF, MF
Shermans Creek	Basin, Source to Cisna Run Village	HQ-CWF, MF
Shermans Creek	Main Stem, Cisna Run Village to Mouth	WWF, MF
Unnamed Tributaries to Shermans Creek	Basins, Cisna Run Village to Mouth	WWF, MF
Bixler Run	Basin	CWF, MF
Muddy Run	Basin	WWF, MF
Laurel Run	Basin, Source to South Branch Laurel Run	EV, MF
South Branch Laurel Run	Basin	HQ-CWF, MF
Laurel Run	Basin, South Branch to T339	HQ-CWF, MF
Laurel Run	Basin, T339 to Mouth	CWF, MF
Montour Creek	Basin	CWF, MF
Baker Creek	Basin	CWF, MF

Stream	Zone	Water Uses Protected
McCabe Run	Basin	CWF, MF
Green Valley Run	Basin	CWF, MF
Perry Furnace Run	Basin	CWF, MF
Pisgah Run	Basin	WWF, MF
Fishing Run	Basin	WWF, MF
Dark Run	Basin	CWF, MF
Cove Creek	Basin	CWF, MF
Fishing Creek (West)	Basin	CWF, MF
Horse Valley Run	Basin	HQ-CWF, MF

SOURCE: Pennsylvania Code, Chapter 93

In addition to protecting water resources, it is important to protect stream banks and areas of vegetation alongside streams and watercourses. This can be accomplished through the preservation or planting of riparian buffers. Riparian buffers mitigate floods, recharge groundwater, prevent erosion and sedimentation of the stream, trap pollutants within plant roots, and improve aquatic and terrestrial species habitat.

Riparian buffer plants slow runoff from precipitation and allow it to infiltrate into the soil. This settles out sediment, nutrients, and pollution before they reach the stream. Forested buffers have the greatest filtration capacity. The trees found in forested buffers also help to regulate the water temperature of a stream by providing shade. The quality of the riparian buffer and its wildlife habitat increases as the size of the buffer increases.

Floodplains - Floodplains are defined by the severity of storm needed to flood an area. The most common measure of floodplain is the 100-year floodplain. A 100-year flood or 100-year floodplain describes an event or an area subject to a 1% probability of a certain size flood occurring in any given year.[1] Adequate floodplain management is crucial to municipalities that have extensive floodplain areas. Preserving floodplain areas from development disturbances minimizes potential damages to property and risk of injury due to extensive flooding. Allowing the floodplain areas to remain in their natural state will also minimize any major changes to the balance of the hydrologic system and provide a protective riparian buffer, thereby reducing pollutant levels which may reach the waterway. The unplanned encroachment of structures and land filling activities in floodplain areas have the potential of reducing the floodplain land area and water carrying capacity, thus increasing water heights, velocities, and flood hazards in areas beyond these encroachments. Incorporating conservation areas in the landscape along watercourses will be effective in preserving floodplain areas. A community's agreement to adopt and enforce floodplain management ordinances, particularly with respect to new construction, is an important element in making flood insurance available to home and businesses owners. Additionally, communities can mitigate risk by reclaiming floodplains as older homes deteriorate or are destroyed by flooding. **Comprehensive Plan Map 3-1** shows the 100-year floodplains in Perry County.

[1] Organization of American States, Department of Sustainable Development

Wetlands - As defined by the Pennsylvania Department of Environmental Protection (DEP), Environmental Protection Agency (EPA), and the US Army Corps of Engineers, wetlands are those areas which are inundated or saturated by surface or groundwater at a frequency and duration to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas which possess three essential characteristics: (1) hydrophytic vegetation, (2) hydric soils, and (3) wetland hydrology.

Wetlands have become recognized as uniquely important components of the landscape by scientists, engineers, public interest groups, and governmental agencies. Their importance lies both on the traditional values of wetlands as areas of fish and wildlife protection as well as in newly found values of wetlands as areas for stormwater management. Wetlands are a critical component of the following:

- Fish and Wildlife Habitat
- Water Quality Maintenance
- Pollution Filter
- Sedimentation Removal
- Oxygen Production
- Nutrient Recycling
- Aquatic Productivity
- Open Space Preservation
- Microclimate Regulation
- World Climate Regulation
- Flood Control
- Energy Source Production (peat)
- Recreational Land Preservation
- Chemical and Nutrient Absorption

Wetlands are further discussed in Chapter III of the *Perry County Comprehensive Plan*. The locations of federally recognized wetlands in Perry County are shown on **Comprehensive Plan Map 3-6**.

Woodlands

Forested areas of Pennsylvania provide multiple benefits to the citizens of the Commonwealth. These include:

- Improving air quality
- Improving water quality
- Providing habitat for a variety of plant and animal species
- Providing recreation and scenic opportunities
- Supporting a dynamic forest products industry that supports many rural communities and is an economic driving force in the Commonwealth.
- Offering protection from floods and erosion

Chapter III of the *Perry County Comprehensive Plan* provides an in-depth discussion of woodland resources in the County and the relationship between forests and water resources. This plan will look to protect woodland areas in the county, especially those located on steep slopes or along streams.

Wildlife

The watercourses and woodlands in Perry County provide habitat for an abundance of wildlife. Chapter III of the *Perry County Comprehensive Plan* notes that there are a variety of non-game species of birds, amphibians, reptiles, and small mammals in the county. Game species include white-tailed deer, gray squirrel, cottontail rabbit, turkey, grouse, ring-neck pheasant, woodcock, mourning dove, and various waterfowl. Red and gray fox, mink, muskrat, raccoon, weasel, opossum, bear, coyote, and beaver are also found in the county.

The Perry County Natural Areas Inventory identifies several animals of special concern. These include:

- Upland sandpiper
- A cave amphipod
- Bog turtle
- Potomac sculpin
- Bald eagle
- Leonard’s skipper
- Yellow lampmussle
- Allegheny woodrat
- Yellow-crowned night-heron
- Black-crowned night-heron
- Fly-poison borer moth
- Regal fritillary
- A cave isopod

- Barn owl
- Rainbow mussel

In addition to offering nesting sites and habitats for various species of wildlife, Perry County is also located along a major flyway used by migrating raptors. Waggoner's Gap and the Tuscarora Ridge are both listed as Important Bird Areas (IBAs) by the Pennsylvania Audubon Society.

Natural Areas Inventory

The *Natural Areas Inventory of Perry County* was completed by the Pennsylvania Science Office of the Nature Conservancy in 2000 and updated in 2005. The report and map contain information on the locations of threatened and endangered species and the highest quality natural areas in the county. Information contained in the *Natural Areas Inventory* is summarized in Chapter III of the *Perry County Comprehensive Plan* and will be important to consider when developing recommendations for open space preservation. **Comprehensive Plan Map 3-7** displays the locations of priority sites listed in the *Natural Areas Inventory*.

Natural and Wild Areas

PADCNR has designated four Natural and Wild Areas within the Tuscarora State forest in Perry County. These sites contain exemplary natural features and provide habitat for unique plant species, and are also open to the public for interpretation and passive recreation. Information in this section is referenced from PADCNR and the Perry County Natural Areas Inventory.

Hemlocks Natural Area - The Hemlocks Natural Area is situated in the Tuscarora State Forest Lands which is partially located in Toboyne Township along Hemlock Road near Big Spring State Park, and consists of 120 acres of virgin hemlock in a narrow ravine about one and a half miles long. Three miles of trails traverse the area on each side of Patterson Run. The trailhead parking area contains a picnic table for public use. More importantly, this area is recognized as a National Landmark. In recent years most of the virgin hemlocks have succumbed to the Wooly Adelgid.

Hoverter and Sholl Box Huckleberry Natural Area - This site is an isolated ten acre tract in Centre Township near New Bloomfield that contains a rare colony of Box Huckleberry, a single plant estimated to be 1,300 years old. There is an interpretive trail at the site. The Box Huckleberry is nationally recognized as an endangered species.

Frank E. Masland, Jr. Natural Area - This site encompasses 1,270 acres that surround a two-mile section of North Branch Laurel Run. It is a good example of old, second-growth forest. Several access points along the outer fringe lead to a primitive trail system.

Tuscarora Wild Area - The Tuscarora Wild Area is located on a 5,328 acre tract on the eastern end of Tuscarora Mountain. The timber within the Tuscarora Wild Area was cut between 1902 and 1917 removed by a self-acting incline and logging railroad. The Commonwealth purchased

these lands in 1964, and today there is little evidence of man-made disturbance. Primitive backpack camping is permitted.

Important Bird Areas

Pennsylvania Audubon established the Important Bird Area (IBA) program to help reverse declining trends in bird populations in the state. An IBA is a site that is part of a global network of places recognized for their outstanding value to bird conservation. The Pennsylvania Ornithological Technical Committee evaluates nominated sites to determine if they meet the objective criteria to classify them as an IBA.

Two IBAs are located partially within Perry County, the Kittatinny Ridge IBA and the Tuscarora Ridge. The Tuscarora Ridge IBA encompasses the corridor from Washington County, Maryland to the Juniata River. It follows the Tuscarora Ridge along the Fulton-Franklin, Huntingdon-Franklin, and Juniata-Perry Counties borders. The Tuscarora Ridge is part of a system of ridges that acts as a major migratory funnel for raptors. Seventeen species are regularly observed.

The Kittatinny Ridge, also known as Blue Mountain, is a long mountain ridge that winds 185 miles through eastern and central Pennsylvania to the Maryland line. The Ridge is a globally-significant fall migration flyway used annually by tens of thousands of raptors and vultures, and millions of songbirds, and has been designated by Audubon Pennsylvania as the state's largest IBA. The many rock outcroppings along the ridge also make it an excellent place to watch migrating hawks, eagles, and vultures.

Waggoner's Gap Hawk Watch is located on SR 74 on the Cumberland/Perry County line, and has been owned and operated by Audubon Pennsylvania since 2001. Raptor migration data have been collected at Waggoner's Gap since the 1950s. The rock outcropping is an ideal place to view several migrating bird species including red-tailed hawk, broad-winged hawk, red-shouldered hawk, rough-legged hawk, bald eagle, golden eagle, American kestrel, Merlin, peregrine falcon, turkey vulture, black vulture, northern harrier, osprey, sharp-shinned hawk, cooper's hawk, and northern goshawk . The Cliff Jones Field Station initiative includes improvements to the site on the east and west sides of SR 74 included handicapped-accessible viewing areas, trail improvements and interpretive signs, creation of an outdoor classroom and picnic glen, and enhanced education and outreach.[2]

[2] Audubon Pennsylvania. http://pa.audubon.org

The Foundation

Open Space and Agricultural Resources

The term "open space" can have a variety of connotations. This is evident in the definition of open space that is presented in the introductory section of the *Greenways, Parks, Recreation, and Open Space Plan*: Open areas of land, whether protected or unprotected, public or private in nature, and undeveloped or actively used for farming, forestry, or other horticultural purposes. Open space can include stream valleys, forests and woodlands, wetlands, conservation lands, ridge tops, parks, and fields, among other pieces of the landscape.

In a rural setting, open space can be thought of as the mountains and ridgetops in the County that are largely undeveloped or wooded. These same ridges may be included in publicly owned land such as those within the Tuscarora State Forest or in one of the state parks in the county. In an agricultural setting, open space may be thought of as areas that are being actively farmed, rather than being used for residential development. These private farms may be protected through an agricultural easement, or they may be included in some sort of an agricultural preservation program such as an agricultural security area or clean and green. It should be noted, however, that the latter two programs, although supportive of agriculture, do not ensure permanent protection of the land. Natural habitats including streams, riparian buffers, and conservation areas are also representative of open space. These areas may be protected by a permanent easement, owned by a conservation group, or they may be vulnerable to development pressures. Open space, although not as vast, is also present in a more developed setting. In the boroughs and villages of the county, open space may be represented by municipal parkland, a natural public gathering area, or a trail to a school or community resource. Open space in a more urban setting, along with other forms of community greening, such as street trees and plantings, help to improve environmental conditions and aesthetics in the community.

Protected Open Space

Each of the features discussed above represent a component of the open space network of Perry County. Protected open space includes tracts of open space that are publicly owned, such as state forest land, state parks, state game lands, and county and municipal parks. Protected open space also includes agricultural land protected by an agricultural easement, and lands owned by a private conservation organization or homeowners association. These lands have been protected from development and will remain as open space in perpetuity. In total, Perry County contains 354,347 acres and of that 69,698 acres or 19% of the County is in protected open space. Protected Open Space areas are graphically shown on **Foundation Map 2**.

Public Parkland/Facilities – Public parkland and public facilities are further discussed in the section dedicated to parkland and recreational facilities and include state forests, state parks, state game lands, and county and municipal parks. Approximately 63,160 acres of land are included in public parkland and facilities in Perry County.

Agricultural Easements – The Agricultural Conservation Easement Purchase Program was developed to strengthen Pennsylvania's agricultural economy and to protect prime farmland through the purchase of agricultural conservation easements, i.e. development rights, on prime agricultural land from willing land owners with the use of federal, state, county, and local funds. The program is administered by the State Agricultural Land Preservation Board and the Pennsylvania Department of Agriculture, Bureau of Farmland Preservation. The Perry County Conservation District administers Perry County's Farmland Preservation Program.
The program is voluntary and there are several requirements that must be met to participate in the program including a minimum size of 50 acres and enrollment in an Agricultural Security Area. The farm is then given a numerical score through a land evaluation and site assessment among other considerations, and is ranked against other eligible farms. The numerical score determines which properties will be granted easements, based on available funds.

Farmers that enroll their land in the program receive a stipend for agreeing to place certain restrictions upon the land to maintain and permanently preserve high quality, functional farmland. The land continues to be the farmer's private property and the farmer retains all privileges of land ownership, except the ability to sell the land for non-agricultural development or to develop the land for non-agricultural purposes. An agricultural conservation easement is permanent and transferable; if the landowner sells the property, the new landowner is subject to the same restrictions and must continue to use the property exclusively for agriculture. Through 2010, the County has preserved 7,125 acres on 49 farms. These properties are shown on **Comprehensive Plan Map 3-8**.[3]

Conservancy Lands – Land may also be protected through the efforts of a conservancy or a private homeowners association. The Central Pennsylvania Conservancy (CPC) works in Perry County and seven other mid-state counties including Cumberland, Dauphin, Franklin, Huntingdon, Juniata, Mifflin, and Snyder Counties. The mission of the CPC is, "to conserve natural resources and open space for the benefit of current and future generations through the acquisition and protection of land in the central Pennsylvania region." CPC is focused on the protection of the Kittatinny Ridge (Blue Mountain), agricultural preservation, watershed conservation and riparian protection, sustainable development, and culturally important areas with historical or recreational significance. As of December 2009, the CPC has protected approximately 1,038.31 acres of land in Perry County through conservation easements. This figure does not include land that has been protected through an agricultural easement. The Reineman Wildlife Sanctuary was created by a trust under the will of Mrs. Florence W. Erdman

[3] Farmland Preservation Program data retrieved from the Perry County Conservation District website on 12/02/2009. www.perrycd.org

in memory of her mother. The Sanctuary was established for Dickinson College in 1966, and dedicated on September 30, 1971.

This 3,037-acre sanctuary, located in Green Valley, Perry County, was to be used solely for field studies in botany, biology, and geology, as well as the conservation and preservation of wildlife. Recreation such as hunting, fishing, or trapping is prohibited. The trustees, in exchange for supervision and educational use by the College, would pay all capital costs and program funding. These properties are shown on **Comprehensive Plan Map 3-8**.

Unprotected Open Space

Many of Perry County's open space resources are not protected, and are thus vulnerable to development pressures. These areas may be wooded, agricultural, meadow lands, or riparian, and although they currently contribute to the network of open space in the county, there are no protections in place to ensure that they will continue to remain as open space. It should also be recognized that as the population of Perry County increases, some of these areas will need to be used for new residential, commercial, or industrial development. As such, it is important to analyze and prioritize sites for open space protection. Areas of unprotected open space are shown on **Comprehensive Plan Map 6-1** and may include the following:

The Susquehanna Water Gap - The Susquehanna Water Gap is a cluster of "gaps" where the Susquehanna River has carved through the last few ridges of the Appalachian Region, including Blue Mountain and Cove Mountain in Perry County, and Peter's Mountain, Stony Mountain, Second Mountain, and Blue Mountain in Dauphin County. The Susquehanna Water Gap is part of the Kittatinny Ridge Greenway and has a variety of natural and recreational assets including scenic beauty, hawk migration, bird watching, canoeing, and hiking. In addition to providing unique habitats, the forested ridges also play a role in recharging private and public water supplies in the valley.

Although natural and recreational benefits in this area are plentiful, the area remains relatively unprotected. As development extends outward from Harrisburg, the mountain slopes in Penn Township and Marysville Borough especially are faced with increased pressures for development. As Perry County moves forward with this plan it will be imperative to consider unique natural resources and partner with municipalities to appropriately plan for their protection.

Additional Unprotected Natural Areas – Unique natural areas include woodlands, ridge tops, water resources, floodplains, wetlands, and priority sites identified in the *Natural Areas Inventory of Perry County*, that are not currently protected. Unprotected natural areas also include linear features that may ultimately be designated as a greenway or for trail use. Due to their unique conditions and sensitive habitats, these areas should be considered for ultimate preservation of open space.

Unprotected Agricultural Land – This study recognizes agricultural activity, such as crop farming, as a legitimate use of land that effectively removes it from development consideration, and contributes to the open space network and/or the perception of open space. Agricultural land owners may enroll their land in an Agricultural Security Area (ASAs), or in Clean and Green, which both support agriculture. The Clean and Green program offers the property owner certain tax incentives for not developing the property, but neither of these programs permanently protect the land. ASAs are further discussed in in Chapter III of the *Perry County Comprehensive Plan* and are graphically shown on **Comprehensive Plan Map 3-8**. Moving forward, it will be important for Perry County to evaluate the location of agricultural land relative to other components of the open space network, along with soil properties to determine priority areas for conservation.

Forests and Woodlands – Prior to clearing by European settlers, most of Perry County was covered by forests. Today most of the forested areas are concentrated in the slopes and ridges of the county, and along its streams and creeks. The main forest cover type is mixed oak-hickory stands consisting mainly of white oak, red oak, hickory, black oak, and chestnut oak. A portion of the Tuscarora State Forest is located in western Perry County and was formed as a direct result of the depletion of the forests that took place during the mid to late 19th Century. In total, the forest is comprised of 90,512 acres and is open to hunting, fishing, and general outdoor recreation. Detailed forest resource plans have been developed for the Tuscarora State Forest. The current plan sets objectives for sound multiple-use forest management which includes the maximum sustained yield of high quality timber products; protection of watersheds for the maximum yield of potable water; the exploration and the wise development of mineral resources; and providing the types of recreational opportunities available only from large tracts of forest land.

The concept of multiple-use has been an increasing factor in the management of State Forest land. There are three municipal watersheds located wholly or in part on the Tuscarora State Forest; they use to supply water to Shippensburg, Mount Union, Mifflin and Mifflintown via the Gunter Valley Reservoir; however, the reservoir area has been converted to a recreational destination in Franklin County. In addition, a small emergency water supply for Lewistown is located on Minehart Run. Timber management is also an important activity. The sale of timber products from the Tuscarora State Forest returns money to the Commonwealth's general fund, while providing a stable resource base for the forest products industry of the area. The annual allowable cut for the Tuscarora State Forest is 3.6 million board feet of sawtimber and 15,700 cords of pulpwood.

Environmentally, a forested or woodland area is important for stormwater and erosion control, wildlife habitat, groundwater purification, and provides thermal benefits. Socially, these areas provide visual breaks, contribute to the retention of the county's rural character, and contribute to one's inner connection with nature. Commercially, these areas can be timbered and increase the value of property. It is clearly obvious that forested and woodland areas play just as an important role in the lives of county residents as does its agricultural areas.

Conclusions – Strengths and Challenges

Strengths:

- Perry County contains an abundance of natural resources and plant and animal species of special concern. The topographic conditions in the County result in a variety of sensitive habitats that support species diversity. The woodlands, ridge tops, streams, wetlands, fertile valleys, and agricultural resources that thrive in Perry County provide nesting and migration areas for wildlife and growing areas for plant life to thrive.
- Although Perry County is close to Harrisburg, physical features of the landscape, including the Susquehanna River and Blue Mountain, have protected the County from the sprawling development patterns that have rapidly extended into Cumberland and Dauphin Counties. This has resulted in a relatively low density population and vast areas of open space.
- The Perry County Conservation District, which administers the Farmland Preservation Program, and the Central Pennsylvania Conservancy are active in the County and recognize the importance of protecting unique natural areas, farmland, and open space. To date, 8,163 acres of land have been protected through agricultural and conservation easements.

Challenges:

- While Perry County has an abundance of open space resources currently, many of these resources aren't protected. This includes features such as the Susquehanna Water Gap, and significant open areas in the more rural parts of the County that are owned by private landowners. While Perry County residents appreciate the rural nature and scenic beauty of the community, they do not have the resources available to ensure that these resources are conserved for generations to come.

Greenways and Trails

Introduction

In 1998, then Governor Tom Ridge called for the state to research linear corridors of open space and the potential establishment of greenways throughout Pennsylvania. This vision culminated in the publication: *Pennsylvania Greenways: An Action Plan for Creating Connections*. This plan was designed to advance a Pennsylvania greenways partnership program, and was developed by DCNR in conjunction with the Department of Environmental Protection (DEP), the Department of Transportation (PennDOT), and the Pennsylvania Greenways Partnership Commission. The plan defines a greenway as:

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

The definition of “greenway” contained in the introductory section of this plan is derived directly from the above stated definition. The system of green infrastructure in Perry County can be thought of as an interconnected system of hubs and spokes. The hubs are represented by significant natural areas in the County including open space, woodlands, parks, water resources, and sites contained in the *Natural Areas Inventory*. Hubs can also be destinations for human activity such as population and commerce centers, and historic or cultural sites. Greenways can be thought of as the spokes that connect the hubs and complete the system.

Greenways can serve many purposes and provide many ecological, social, and economic benefits. Greenways can take the form of conservation greenways which provide habitat or migration corridors for wildlife and plant species; these areas should be earmarked for preservation or conservation based on their level of significance and quality as a natural resource, and may not be suitable for human use. In other cases, greenways may be used very actively by humans, and their importance as a natural corridor may be secondary to their

functioning for passive recreation or alternative transportation. Recreational greenways are often thought of as some type of "trail", but it should be noted that greenways that function for more natural purposes can have recreational components without an actual trail being present. Where a defined trail is present, the type and purpose of the trail, as well as the type of user, can vary significantly. Trails are usually described by the type of user, such as hiking trails or equestrian trails. A trail's level of use depends on the amenities offered along the trail (availability of fitness stations, picnic areas, parks, trash receptacles, lodging, supplies stores, etc.), its length, the proximity of population centers, access points, the terrain it passes through, and the trail surface. The many benefits of greenways and trails are listed in the introductory section of the *Greenways, Parks, Recreation, and Open Space Plan*.

The establishment and recognition of greenways throughout Perry County will greatly contribute to the quality of life for all Perry County residents as well as visitors. Some of the envisioned benefits greenways planning will yield are:

- Greenways will further Perry County's sense of place.
- Greenways will support the retention of Perry County's scenic beauty.
- Greenways will protect Perry County's water resources. Their establishment and protection will aid in buffering non-point sources of pollution as well as protect critical recharge areas.
- Greenways will establish a means of protecting and managing wildlife in Perry County, as well as species habitat, such as forests and other ecosystems.
- Greenways can provide recreational opportunities in Perry County for those of all ages and abilities.
- Greenways can provide transportation alternatives, and as such reduce traffic congestion.
- Greenways will offer an added positive contribution to Perry County's economic climate.
- Greenways are a key component in Perry County's strategy to foster health and wellness.
- Greenways offer a sensible solution to protecting human health, safety, and general welfare in Perry County.
- Greenways will lay the foundation for cooperation in Perry County from its citizens

Greenways and Trails

Although conceptually the location of a greenway corridor may seem logical and feasible, the actual placement and designation of the greenway, its degree of protection, and its permitted level of public use may be impacted by several factors. These factors include the property owner or owners (private owners vs. publicly owned vs. owned by a conservancy or not-for-profit organization), existing protection (state/federal regulations, easements), and local municipal planning and zoning.

Property ownership is often a large hurdle to surmount when designating greenways and developing trails. Residents who value and support trail development may think differently when a trail is proposed on their property. Reasons for the animosity include concerns over liability,

and loss of privacy and private property rights. When evaluating the location of greenways and trails, it is important to identify existing property owners and involve them in these discussions from the outset. This will encourage buy-in to the project's concept and open the door for acquisition or land donation discussions if the trail is part of a larger initiative. When land is owned by a conservancy or not-for-profit organization, or an easement has been placed on the property, certain restrictions may exist on how that property may be used. For example, land that has been preserved for agriculture may not be able to be used for human recreation purposes. It is important to understand the restrictions that are placed on such properties when determining greenway and trail locations.

The existing level of protection may impact the proposed use of the greenway or trail. For example, wetlands and species of special concern are protected by state and federal regulations. Where these and other features are present, human use may be limited. Conversely, linear corridors that are part of a larger greenway but do not contain these protected features may be more vulnerable to development and should be considered priorities for protection. Losing these segments will impact the continuity of the larger greenway.

Municipal planning and zoning can also influence greenway and trail development. Municipal officials may place certain restrictions on how land may be developed that contains certain natural features such as floodplains, steep slopes, and wetlands, through a conservation district or conservation overlay in their zoning ordinance and accompanying regulations. Municipal officials also have the opportunity to designate the location of trails in a comprehensive plan or on an official map.

A Closer Look at Greenways

PADCNR has designated five mega-greenways in Pennsylvania that are 100 miles or more in length, pass through multiple counties and regions, and are recognized in the state plan. Perry County is fortunate in that it has three state recognized mega-greenways that traverse the county. These greenways provide opportunities for open space conservation, recreation, and ecological systems management, as well as economic development and tourism. It will be important for Perry County to develop collaborative partnerships with the Commonwealth, local municipalities in which the greenways are located, and other public, private, and non-profit groups and organizations to ensure proper management and protection of these valued resources. Through the development of this plan, Perry County will look to develop a network of regional and local greenways that tie into the designated mega-greenways and form an integrated green infrastructure network. Greenways and Trails are shown on **Plan Map 1.**

Kittatinny Ridge Greenway - The Kittatinny Ridge Greenway follows the Kittatinny Ridge, also known locally as Blue Mountain, for approximately 53 miles along Perry County's boundary with Cumberland County. The greenway then extends south into Maryland, crossing Franklin and Fulton Counties; and northeast to New Jersey, crossing Dauphin, Lebanon, Schuylkill, Berks, Carbon, Leigh, Northampton, and Monroe Counties. In Perry County, The Kittatinny Ridge Greenway traverses Carroll, Jackson, Rye, Southwest Madison, Spring, Toboyne, and

Tyrone Townships and Marysville Borough. As noted previously, Waggoner's Gap is located along this greenway, and the greenway has also been designated as an Important Bird Area, due to its significance as a major flyway for migrating raptors, vultures, and songbirds.

Pittsburgh to Harrisburg Mainline Canal Greenway - The Pittsburgh to Harrisburg Mainline Canal Greenway is a 320-mile long, 2-mile wide corridor that follows the path of the historic Pennsylvania Mainline Canal from Pittsburgh to Harrisburg. It traverses Perry County via the Juniata River in the northeastern part of the county. The Pittsburgh to Harrisburg Mainline Canal Greenway runs concurrent with the Juniata River Water Trail; in Perry County the two run for 18 miles to the Juniata River's confluence with the Susquehanna River. From that point, it shares its designation with the Susquehanna Greenway for an additional 10 miles to the Perry-Cumberland County Boundary line. In total, this greenway travels approximately 28 miles through Perry County in parts of Buffalo, Greenwood, Howe, Rye, Miller, Oliver, Penn, Tuscarora, and Wheatfield Townships, and Duncannon, Marysville, Millerstown, and Newport Boroughs.

Susquehanna Greenway - The Susquehanna Greenway follows the Susquehanna River approximately 17 miles to contact with Reed Township, Dauphin County. The Susquehanna Greenway reemerges in the County at the confluence with the Juniata River. From there it picks up for an additional 10 miles south to the Perry - Cumberland County boundary line. Combined, the greenway runs nearly 27 miles through the county. The Perry County municipalities within this greenway corridor include Buffalo, Liverpool, Penn, and Watts Townships, and Duncannon, Liverpool, Marysville, and New Buffalo Boroughs. The Susquehanna Water Gap and Susquehanna Water Trail are also within the greenway.

Building Our Greenway Connections with Our Neighbors

As of the date this plan was undertaken, all of Perry County's surrounding counties have adopted greenways plans. The dates associated with these plans range from 2006 - 2009

Cumberland County

In April 2006, Cumberland County coordinated the preparation of Land Partnerships a Countywide Strategy for Open Space Preservation and Smart Growth. With the adoption of this plan County recognition of two of Pennsylvania's "Mega" Greenways will be shared with this neighbor county. They include the Kittatinny Ridge Greenway and the Susquehanna Greenway. Another greenway considered from Cumberland County's plan is the one buffering the Appalachian Trail.

Within Cumberland County's plan the Kittatiny Ridge was highlighted as a continuous greenway the entire length of the northern and common shared border with Perry County. This plan serves to recognize this feature by mirroring Cumberland County's vision.

The Susquehanna Greenway covers the entire eastern end of Cumberland County. Perry County's plan will repeat the same to form a northern extension.

As previously mentioned, the Appalachian Trail has been assigned a greenway designation in Cumberland County. As with the Susquehanna Greenway, this plan intends to extend greenway focus along the trail running north.

Dauphin County

In April 2009, Dauphin County completed the Dauphin County, Parks, Recreation, Open Space and Greenways Study. As with Cumberland County, Perry County will share two "Mega" Greenways with Dauphin County. They are also the Kittatiny Ridge Greenway and the Susquehanna Greenway. Like Cumberland County, the Appalachian Trail was also considered for the purpose of greenway designation.

In Dauphin County's plan the Kittatinny Ridge was highlighted as the Darlington Trail Greenway and does not continue to its eastern boundary for termination. The greenway intersects the Susquehanna Greenway.

The Susquehanna Greenway covers nearly all of the entire western side of Dauphin County. Perry County's plan will reflect recognition on the County's eastern side. The only exception to this arrangement is the area occupied by Reed Township, Dauphin County, which is on the western shore.

As previously mentioned, the Appalachian Trail has been assigned a greenway designation in Cumberland County. As with the Susquehanna Greenway, this plan intends to extend greenway focus along the trail running north.

Franklin County

According to the Greenways Plan for Franklin County, over 80% of the Franklin-Perry border is shaded green on the map suggesting greenway consideration and substantially compatible land use at this shared boundary line. The Horse Valley, the only other observable anomaly is a pie slice-shaped area just north of SR 274. The Plan also reveals efforts to identify existing trail linkages with Perry County. Both the Tuscarora Recreation Greenway and an Iron Horse to Tuscarora Greenway are mentioned.

Juniata County

In December 2009, Juniata concluded its joint planning process with Mifflin County. The resulting document was entitled Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan. From the Plan, Juniata County and Perry County will share the Pittsburgh to Harrisburg Mainline Canal Greenway as a Pennsylvania "Mega" Greenway.

The *Pittsburgh to Harrisburg* Main Line Canal Greenway covers nearly all of the entire western side of Dauphin County. Perry County's plan will replicate this on its eastern side. The only exception to this arrangement is that of Reed Township.

Within Juniata County's portion of its joint plan, the Backlog Mountain/Shade Mountain Greenway was highlighted as a continuous greenway the entire length of the southern and common shared border with Perry County. This plan serves to recognize this feature by shadowing Juniata County's pursuit.

Trails

Creating Connections, developed by the Pennsylvania Greenways Partnership in 1998, lists and describes the following types of trails:

- *Hiking Trails* – Hiking trails are often located in wooded or wilderness areas, are at least several miles in length, and may be only a narrow footpath with minor improvements to the trail bed. Hiking trails vary in their ease of navigation and terrain.
- *Nature Trails* – Nature trails are usually shorter trails of a mile or two in length and are likely to form complete loops. They often have interpretive signs, observatory areas, or indoor or outdoor learning centers associated with them.
- *Hike-and-Bike Trails* – Hike and bike trails exclude motorized vehicles, with the exception of maintenance and emergency vehicles. Flatter, wider trails with improved surfaces appeal to a wider audience of pedestrians, mountain bikers, horseback riders, and cross-country skiers.
- *Multi-use Trails* – Multi-use trails may allow multi-uses including equine and motorized conveyances and, in general, provisions are made to separate motorized vehicles, non-motorized conveyances, and pedestrians. This separation may be accomplished through the designation of different lanes for different types or users, or through the establishment of parallel trails at different grades.
- *Exercise Trails* – Exercise trails are close to population centers and may attract joggers, runners, and walkers. They may also incorporate elements of a fitness course.
- *Bike Paths* – Bike paths are separate paths designed for bicycles only.
- *Bike Routes* – Bike routes are usually identified routes that utilize the existing roadway network that indicate to bicyclists that these routes are preferred over other routes. Bike routes can utilize existing shoulders, incorporate share-the-road signage, have a separate, designated bicycle lane, or provide a paved, parallel trail for bicyclists off of the main road.
- *Rail Trails* – Rail trails utilize inactive railroad corridors and railroad rights-of-way for greenways and trail development. The once-extensive railroad network in Pennsylvania has resulted in numerous opportunities for multi-use trail development. In some cases, a trail can coexists with an active rail line; the trail and the rail line run parallel to each other either grade separated or at-grade.
- *Tow paths* – Tow paths were once used by mules to pull canal boats. Although not as vast as the system of railways, canals were once an integral component of Pennsylvania's transportation network.

- *Snowmobile and ATV Trails* – Snowmobile and ATV trails are increasing in popularity in Pennsylvania and the state has developed several resources for riders including trail maps and legislation pamphlets for riders. Currently, there are no ATV trails in Perry County.
- *Utility Corridors* – Utility corridors can offer opportunities for trail development similar to railroad rights-of-way.

Trails in Perry County may fall into one or more of these specific trail types. This plan looks at trails in terms of their geographic level of significance. The following trails are located in Perry County. These features are shown on **Plan Map 1**.

National Hiking Trails

Appalachian National Scenic Trail - The Appalachian National Scenic Trail is a continuous, marked footpath extending along the Appalachian Mountain system for more than 2,100 miles between Katahdin in Maine and Springer Mountain in Georgia. The National Trails System Act authorized new, broader agreements among federal agencies, states, and non-federal entities to manage the trails. The Appalachian Trail Conservancy and Appalachian Trail Park Office, in partnership with the United States Department of Agriculture Forest Service, and numerous volunteer organizations, share responsibility for general trail management and operations; resource management; facilities and use management; information, interpretation, education, and outreach; and technical program support. The Appalachian National Scenic Trail enters Perry County from the south at the Darlington Shelter in Rye Township and travels northeast through Rye and Penn Townships, and Duncannon Borough, where it crosses the Susquehanna River into Dauphin County via the Clarks Ferry Bridge. The total length of the Appalachian Trail in Perry County is 12 miles.[4] Of the three municipalities that the trail passes through in Perry County, Duncannon Borough provides hikers with such amenities as mail pick-up and drop off, and food and lodging; thereby, making Duncannon Borough is the quaint essential Appalachian Trail town.

The Apple Tree Alley Walk is a demonstration project of the Susquehanna Greenway Partnership. This is one of the first projects to be undertaken to implement the Susquehanna Greenway in Pennsylvania. The trail would extend along Apple Tree Alley from Fritz Street to Noye Park. The trail follows the path of an abandoned rail line and other municipal streets and rights-of-way. The trail will provide a pathway through the Borough for use by pedestrians, including through hikers on the Appalachian National Scenic Trail. The trail will allow hikers to experience Duncannon's riverfront history and will provide access to local businesses including those concentrated in the historic Duncannon Square.

[4] The Appalachian Trail Conservancy. www.appalachiantrail.org.

On June 11th 2008, then Governor Rendell signed House Bill 1281 amending the Appalachian Trail Act of 1978. HB 1281 is now known as Act 24 of 2008 and became effective on August 10th, 2008. The amended act now requires municipalities within which the Appalachian Trail passes to adopt and enforce zoning ordinances that preserve the "natural, scenic, historic and esthetic values of the trail and to conserve and maintain it as public resource". Fortunately, Rye Township, Penn Township, and Duncannon Borough have all adopted a zoning ordinance, which will be required to be updated to be in compliance with Act 24.

State Recognized Hiking and Land-Based Trails

Tuscarora Trail - The Tuscarora Trail was originally created as a new route for the Appalachian Trail. It branches off of the Appalachian Trail at Deans Gap at the Cumberland-Perry County line, and follows the Blue Mountain ridge top southwesterly to Maryland, where it connects to the Big Blue Trail before joining the Appalachian Trail again in Shenandoah National Park. The trail is over 250 miles, with 110 miles in Pennsylvania. Approximately 30 miles are located in Perry County. Sections of the trail are maintained by the Potomac Appalachian Trail Club – North Chapter.

Darlington Trail - The Darlington Trail runs for 7.74 miles from the Appalachian and Tuscarora Trail junction at the western end, to Tower Road at the eastern end. The trail is located within State Game Lands #170 and maintained by the Susquehanna Appalachian Trail Club. Parking areas are located along Lamb's Gap Road, Miller's Gap Road, and Tower Road. Expansion of the trail to Marysville Borough is planned upon completion of the Rockville Estates subdivision on Marysville Borough.

Iron Horse Trail - The Iron Horse Trail is located in the Tuscarora State Forest and consists of a 10-mile loop between Big Spring State Park and the Eby Cemetery along SR 274. The trail follows the grade of the Perry Lumber Company and the Path Valley Railroads.

Little Buffalo State Park Trails

Little Buffalo State Park has approximately 8 miles of hiking trails that include:

- Little Buffalo Creek Trail – located at the west end of the park, this one mile trail offers hikers the beauty and sounds of water and good opportunities for seeing wildlife.
- Exercise Trail – a 1.2 mile loop trail with 18 permanent stations.
- Blue Ball Trail – a paved, ADA accessible .25 mile trail that runs from the East Picnic Area to the Blue Ball Tavern.
- Fisherman's Trail – a 1 mile, easy hiking trail that wanders through a mature hemlock forest. A vista overlooking the lake and dam is located at the east end of the trail.

- Mill Race Trail – this trail can be accessed by Shoaff's Mill and by the environmental interpretive center. It follows Furnace Run and the mill race for .5 miles.
- Middle Ridge Trail – a 2.5 mile difficult trail that runs from the Exercise Trail to the west end of the park. It offers many short, steep climbs while traveling through a variety of habitats.
- Buffalo Ridge Trail – a 1.5 mile difficult trail that runs from the East Picnic Area to the Newport and Sherman's Valley Railroad Trace and offers glimpses of the industrial history of the area.

Newport and Shermans Valley Railroad Trace - Included in the seven-mile network of trails in Little Buffalo State Park are two small sections of rail-trail. Together they are called the Newport and Sherman's Valley Railroad Trace. Highlights alongside the trace include a covered bridge over Furnace Run, Shoaff's Grist Mill, and an original rail car.

Fowler's Hollow State Park Trails - Alfarata and Beaston Trails, which are extensive trails in the Tuscarora State Forest, meet in Fowler's Hollow State Park. There are 6 miles of trails within the park and this area is a trailhead for a variety of hiking trails within the Tuscarora State Forest. The Tuscarora Big Blue Trail and Perry Lumber Trail are located nearby.

Big Spring State Park Trails - Big Spring State Park contains a 1 mile loop trail and serves as the trail head for the Tunnel Trail. This trail leads to a partially completed railroad tunnel. Historic interpretation is provided at the trail head. The park also provides access to the Iron Horse Trail.

Tuscarora State Forest Trails - In addition to the Tunnel Trail, Tuscarora Trail, and Iron Horse Trail, an additional 167 miles of short, local hiking trails are located throughout the Tuscarora State Forest. The majority of these trails have signs at the starting and terminal points. Most of the trail maintenance is done by volunteers.

In addition to hiking trails, the Tuscarora State Forest offers a snowmobile trail system of more than 100 miles that provides excellent snowmobiling during snowy winter months. A cross-country ski area is located in Fowler's Hollow that follows 11 miles of trails and old railroad grades.

A Closer Look at Water Trails

In addition to the hiking and land based trails described above, Perry County also contains two state-recognized water trails that provide opportunities for water based recreation. The Pennsylvania Fish and Boat Commission (PFBC) define water trails as boat routes suitable for canoes, kayaks, and small motorized watercraft. Like conventional trails, water trails are recreational corridors between specific locations. Water trails are comprised of access points, boat launches, day use sites and potential overnight camping area, enabling the water trail to be used for single day and multiple day trips. Water trails also provide connections to history, ecology, geology, heritage, and wildlife. PFBC is the sole agency to designate official water trails; however, individual trails and trail corridors are conceived and maintained by a network of

volunteers, property owners, civic groups, and associations. Water trails are a special type of greenway and offer various benefits to local communities and Perry County including enhancing opportunities for tourism and economic development, providing recreational amenities, and encouraging restoration and conservation through proper stewardship of the resource. All designated water trails abide by "leave no trace" principles.

Susquehanna River Water Trail - The Middle Susquehanna River Water Trail is located along 51 miles of the Susquehanna River between Sunbury and Harrisburg. In 2008, the Middle and Lower Sections of the Susquehanna River Greenway and Water Trail were designated as a National Recreation Trail. The Susquehanna River Trail Association manages the Middle Section of the water trail. Official access points are located in Duncannon and Marysville in Perry County. In addition to the official access points, there are other access points to the Susquehanna River, such as Pennsylvania Fish and Boat Access areas, private campgrounds, and other privately owned properties that provide access to the river.

The Susquehanna River offers numerous recreational opportunities; however, access to the river along the Perry County shore is limited by U.S. 11/15 and the Norfolk Southern rail line. Additionally, seasonal variations in water depth limit the river's capacity as a recreational resource.

Juniata River Water Trail – Lower Section - The Lower Section of the Juniata River Water Trail travels through Perry County from the Juniata County boundary to the river's confluence with the Susquehanna River. The ability to paddle the river varies throughout the year based on water flow. There are also many cobble bars on the river than may ground a boat if the water is too low, and there are also several "pools" that may retain adequate water year round. The following access points to the Juniata River Water Trail are located in Perry County:

- Millerstown – Primitive access at Millerstown Community Park that includes parking and carry-in canoe access.
- Greenwood Township – PFBC surfaced ramp access.
- Newport – Primitive access.
- Howe Township Park – Primitive access.
- Green Valley – Surfaced ramp access in campground.

Artisan Trail - The Perry County Council of the Arts (PCCA) is an active participant in the RT 15 Byway of the Arts. The Byway of the Arts serves to provide linear connection to arts-related places in relatively close proximity to the RT 15 corridor. In Perry County there are presently four identified destinations for the traveling public to visit along the trail.

In 2010, a dual exhibit of area artisan works was held at the PCCA Gallery and the Landis House both in Newport. Aside from this pair of PCCA properties, a few Perry County businesses also participate. These include places like Hunters Valley Winery and Expresso Yourself Café.

Bicycle Routes

- *Bicycle PA Route J*: US Traffic Route 11/15 from Reed Township, Dauphin County north to the Perry County - Juniata County boundary line. This is the only bicycle route for Perry County presently recognized by the Commonwealth of Pennsylvania in its current Bicycle Pedestrian Plan.

- *Shermans Creek Ride*: One of the most scenic and amenable bike rides in south-central Pennsylvania is found along Shermans Creek near Dellville. Although not established as a formal bikeway, the route offers nearly ideal riding conditions for bicycle enthusiasts. The total distance if the ride is about 8 miles.

Heritage Trails – The self-guided tour of Perry County takes you through some of the most beautiful scenery in Pennsylvania. The entire tours covers approximately 200 miles and it starts and ends at Amity Hall. Along the way the tour points out historical sites and buildings of Perry County[5]. The Perry County Historical Society has developed the self-guided tour trial and it is fully described in the A Self-Guided Driving Tour of Perry County book.

Covered Bridges Trail - Perry County has fourteen covered bridges located throughout the county. These bridges offer a glimpse of the past and are of great historic and economic value to the County. A detailed description and location of the County's covered bridges can be found in a book titled Perry County, PA Covered Bridges Trail.

Potential Considerations for Trail Linkage

In addition to the greenways and trails discussed above, there are other types of linear connections within Pennsylvania that warrant discussion in this section. These linear corridors may or may not be part of a larger greenway or trail corridor. This includes PA scenic byways, connections within developed areas, and Heritage Corridors.

Pennsylvania Byways - Pennsylvania Byways are routes designated by PennDOT at the request of local communities that seek to highlight six qualities of a route: cultural, historical, recreational, archaeological, scenic, and natural qualities. The Pennsylvania Byways program parallels the Federal Highway Administration's National Scenic Byways Program, and a route must first be a Pennsylvania Byway before it will qualify for designation in the national program. After a route has been designated by the state, there are several opportunities to promote the

[5] Historical Society of Perry County

route and recognize the route, including placement on the PA Department of Community and Economic Development's tourism website, the Pennsylvania Travel Guide, and the Transportation and Tourism Map of Pennsylvania. None of the routes in Perry County are currently designated as a Pennsylvania Scenic Byway.

Connecting Boroughs and Developed Communities - For the most part, the population of Perry County is concentrated in small developed clusters, in boroughs and villages throughout the county. This development patterns offers an opportunity to develop pedestrian level connections consisting of sidewalks, and walking and biking trails. These connections can occur between developed areas and parks, public building and facilities, downtowns or public gathering places such as a town square, and between boroughs and surrounding townships. Examples of these interconnections exist throughout the county; however, there needs to be a concerted effort between elected officials, property owners, developers, and other organizations to ensure these connections are identified and developed. The municipalities in the southeastern part of the County are experiencing the greatest development pressures and are at the most risk to lose the ability to make these connections as land is developed.

State Heritage Areas - Pennsylvania State Heritage Areas are large geographic regions or corridors that span two or more counties and contain a multitude of historic, recreational, natural, and scenic resources of state and national significance that collectively exemplify the heritage of Pennsylvania. Perry County is not currently included in a State Heritage Area.

Conclusions – Strengths, Challenges, and Opportunities

Strengths:

- Perry County is fortunate in that it has several greenway and trail resources of state and national significance. Three of the five state recognized mega-greenways traverse the county, and trail resources include the Appalachian Trail and a number of trails on state-owned land. These resources provide opportunities for natural resources conservation and recreation. Coincidental with the greenways are the two officially designated water trails. The Susquehanna and Juniata Water Trails provide residents with opportunities for water based recreation.
- Perry County is fortunate in that it has a strong community spirit and a strong commitment to protect its manmade and natural resources. In order to maintain the manmade resources there are numerous Trail Clubs that spend untold number of hours maintaining the trails in the County.
- Perry County has many amenities, including major rivers, open space, beautiful landscapes, and small town charm to name a few, which can be enjoyed by residents and non-residents of the county.
- The main population centers of the County are its boroughs, some of which were former river towns. These towns are well connected by exiting roads, but more importantly, several of these towns are connected by undeveloped greenways and trails. These

undeveloped greenways and trails will serve as the future connections that will encourage physical activity, community interaction, and tourism.

Challenges:

- Although the state-recognized greenways serve as a strong foundation upon which to build the system of regional and local greenways in Perry County, the county and its public and private partners may encounter challenges with designating and conserving greenways in other areas of the County due to private landowners.
- Lack of municipal regulations presents challenges for conserving sensitive natural resources and open space.
- Although the Susquehanna River contains great potential for recreational use, access to the river from Perry County is inhibited by U.S. 11/15 and the Norfolk-Southern rail corridor.
- Allying fear of civil lawsuits for trail access.
- Funding.
- Preventing further fragmentation of properties through subdivision.

Opportunities:

- Perry County's foundation of state designated trails and greenways will assist the County in developing a cohesive network of green infrastructure in the county. There is an opportunity for the County to build upon this foundation by connecting other greenway corridors to these established routes, linking key hubs and destinations.
- It will be important for Perry County to consider its population centers when planning for greenways, trails, and linear connections. Green infrastructure in urban settings can increase the quality of life of the community and increase community sustainability. There are opportunities for the County to work with municipalities to increase safe pedestrian and bicycle routes within the boroughs and developed areas of the county. In doing so, the County will help to link people with destinations such as schools, parks and community facilities, and places of employment, offering opportunities for alternative transportation and increasing community health and wellness.

Summary Conclusion

With its greenway and trail amenities, Perry County has the advantage of increasing its attractiveness as a tourism destination.

There are several human introduced features to be considered for further trail development. The following is a basic list for consideration.

Utility Corridors - Numerous utility corridors crisscross Perry County's landscape. The interconnected regional transmission lines require retention of wide swaths of right-of-way. In

some cases these right-of-way widths even exceed two hundred feet. Periodically these areas are groomed to keep vegetation, particularly trees from maturing to the point where they could become a detriment to service.

Many of these areas have been deforested with little to no attention to environmental sensitivity, or for that matter aesthetics. For instance, Cove Mountain in Penn Township displays the prevalent scar of a clear-cut area serving the needs of one such right-of-way. This blemish to this unique Appalachian geologic formation is quite observable especially from the US 22/322 corridor in Dauphin County.

Dirt and/or Gravel Roads - Within the Tuscarora State Forest there are many miles of dirt and/or gravel roads. Because of their distances, these roads offer multiple serving uses. Visitors should find ample parking opportunities at numerous locations throughout the Tuscarora State Forest.

Rail Corridors - Railroad corridors offer long typically gradual distances of trail possibilities. In Perry County there is one active railroad. The railroad is the Norfolk-Southern Railroad. While this railroad is currently active, the feasibility of placing a trail within the corridor seems far too remote. However farfetched the thought may be, Perry County will not place itself in such a position to lose this possibility.

In its day, the Shermans Valley Railroad line was a tremendous linear feature. As a small service line, the economic viability of the railroad became too much for business to continue. The result was the discontinuation of operations and subsequent abandonment of the railroad right-of-way. Had the right-of-way along the line remained intact it could have served to establish a multi-purpose trail linking the County's village centers to the County's western-southwestern recreation areas. Instead, this land area has since been subdivided and distributed to interested landowners.

Towpaths -Remnants of the towpaths associated with the Juniata Division of the Pennsylvania Main Line Canal system are highly visible. The development of this transportation ran from 1832 to 1888 according to information posted on the Pennsylvania Canal Society's website. However, the downside is many of these lands have been subdivided and subsequently altered from their initial appearance. Getting a stretch of property owners to agree on a semipublic use of their land is also a tough sell.
In Greenwood Township and Millerstown Borough, the community has embraced the potential connection of the canal's towpath as a linkage for Millerstown Borough and the Millerstown Area Community Park.

The proximity of these towpaths to the river and the elevated vantage point each offers heightens their intrinsic value. Each segment of the former canal system has a high potential recreational yield value and should not be overlooked.

School District Cross Country Trails - Four of the five school districts serving Perry County have cross country trails within the county. Without a name, their identity and locations are

typically unknown to the majority of the public not following the sport. For one district, use of these lands after normal school hours is not allowed.

Logging Roads and Fire Breaks - With the amount of public and private forest land in Perry County, there are many opportunities to take advantage of remnant paths of lumber extraction. These connected clearings in some places have the potential to provide great trails where proper thought and design went into their creation.

As with logging roads, fire breaks, and towpaths, property fragmentation by way of subdivision decreases chances of successfully coordinating such projects.

Parkland and Recreation facilities

Introduction

Perry County residents consider the great outdoors and easy access to natural areas as a key attribute of the county. The county's state parks, state forest lands, state game lands, and the Juniata and Susquehanna Rivers play important roles in providing recreation opportunities for citizens and visitors. Hiking, horseback riding, hunting, fishing, camping, and other outdoor pursuits are high on the list of activities residents enjoy. Natural areas are complemented by municipal parks that provide close to home recreation opportunities and facilities for competitive play, community events, and socializing with friends and family.

Recreation and enjoying the great outdoors are key elements of the quality of life offered in Perry County. Parks and recreation facilities contribute to the local economy through expenditures associated with recreation outing and activities and are often a cornerstone of community revitalization plans. Recreation contributes to our physical health and wellness and the ease of access to recreation facilities relates use patterns. As seen in many parks in Perry County, parkland can protect natural resources and scenic areas while providing areas for appreciation of these resources.

Perry County contains over 67,000 acres of lands permanently protect by the Commonwealth and available for recreation. Additionally, there are municipal parks, recreation facilities owned by community organizations, and schools providing recreation facilities for public use. Private organizations such as sportsmen's clubs and campgrounds contribute to the recreation opportunities available in Perry County.

The Park and Recreation Facilities section provides a benchmark of existing recreation conditions in Perry County in 2010 and evaluates how recreation needs are being met and where the gaps in service exist. Existing parks and recreation sites are inventoried and evaluated for their ability to meet the recreation needs of County residents and opportunities for expanding recreation opportunities. The profile considers trends in recreation participation and explores needs and opportunities for expansion of recreational facilities and services. On-site investigation, contacts with municipalities, research, and input from citizens through the public

participation process provided insights into local recreation in Perry County and the findings and conclusions presented here.

Inventory of Park and Recreation Land

Different types of park and recreation lands serve different recreational purposes. Municipal neighborhood and community parks typically serve the active, close-to-home recreation needs of nearby citizens. Municipal parks host scheduled organized programs such as summer playground programs, organized competitive leagues, and special events. Visitors tend to spend under an hour to several hours for scheduled events and activities in municipal parks. County and regional parks provide larger sites for resource-based recreation; preservation of natural, cultural, and historic resources; and enjoyment of scenic resources. County and regional parks can also include regionally significant facilities such as a swimming pool, amphitheater, environmental education center, and skating rink. Half-day to full day visits are typical for these park depending on the facilities. State and federal agencies typically establish recreation lands where recreation is compatible with resource conservation policies with appropriate public use for recreation and enjoying the natural setting. State lands are destinations for day-long excursions or multiple day visits including overnight stays.

Table 1-2 presents a typical Park and Recreation Land Classification System. It shows the range of park types, their benefits, appropriate facilities, and the maintenance levels appropriate for the type of park and resources available. **Tables 1-3 through 1-9** inventory public recreation lands in Perry County, as well as, school properties, and quasi-public and other protected recreation lands. **Foundation Map 1** illustrates the locations of these park and recreation lands in Perry County.

Recreation in Perry County and other rural areas does not readily align with the typical classification system. While many communities have community parks there is no hierarchy established with multiple parks serving a community ranging from mini to regional parks. The boroughs have traditionally provided parks for use by residents of the borough and surrounding communities. The majority of these borough parks are less than five acres in size and developed with multiple recreation facilities, often in close proximity to each other. As communities have grown, many townships have developed parks to supplement recreation land found in the boroughs. While there are no municipal-based regional parks, Little Buffalo State Park serves as a regional park, offering many recreation opportunities and unique recreation facilities.

TABLE 1-2
TYPICAL PARK AND RECREATION LAND CLASSIFICATION SYSTEM

Type/Size/ Service Radius	Definition	Benefits	Appropriate Amenities	Maintenance Level
Mini Park *0-5 acres* *¼-mile service radius*	Smallest park type, addresses limited recreation need	▪ Provides close-to-home recreation	▪ Playground ▪ Benches, seating area	High level of maintenance associated with well-developed park and playground and reasonably high visitation.
Neighborhood Park *5-15 acres minimum* *½-mile service radius*	Focus of neighborhood; in walking/biking distance of visitors	▪ Provides access to basic recreation opportunities ▪ Contributes to neighborhood identity ▪ Establishes sense of community	▪ Play areas ▪ Ball fields ▪ Game Courts ▪ Picnic/Seating ▪ Pathways ▪ Community gardens	High level of maintenance associated with well-developed park and reasonably high visitation.
Community Park *25-50 acres, preferably 50-80 acres* *2-mile service radius*	Large park for active & passive recreation; serves residents municipality-wide. Accommodates large groups.	▪ Variety of recreation opportunities for all ages and interests ▪ Space for organized, large scale, high participation events ▪ Family destination ▪ Fitness and wellness opportunities	▪ Play areas ▪ Organized sports facilities ▪ Pavilions ▪ Permanent restrooms ▪ Lighting ▪ Amphitheaters ▪ Pools, Rinks ▪ Parking	Moderate level of maintenance associated with moderate level of development, budget restrictions, inability to perform higher levels of maintenance. Potential for park "friends" or adopt-a-park partners.
School/ Community Park *Variable*	Parkland adjoining a school used for both recreation and education.	▪ Combines two public entities for expanded year round recreation. ▪ Maximizes public resources ▪ Expands recreation opportunities	▪ Youth-oriented game courts and ball fields ▪ Play areas ▪ Seating ▪ Pathways ▪ Lighting ▪ Parking	Moderate level of maintenance associated with moderate level of development, budget restrictions. Potential for cooperative agreement with school.
Sports Complex *30+ acres; preferably 50-80 acres*	Consolidates sports fields and related facilities in a centralized location.	▪ Economy of scale ▪ Improved management ▪ Municipal showcase ▪ Attracts visitors who stimulate local economy	▪ Ball fields ▪ Lighting ▪ Spectator areas ▪ Restrooms, Concessions ▪ Landscaping ▪ Parking	State of the art maintenance applied to high quality facilities. Associated with high visitation; revenue generating facilities, tourism.
Special Use Facility *Variable*	Facility for a single purpose use.	▪ Provides special focus recreation opportunities ▪ Contributes to community identity	▪ Depends on purpose	High level of maintenance associated with well-developed park and reasonably high visitation.

Type/Size/ Service Radius	Definition	Benefits	Appropriate Amenities	Maintenance Level
Greenways and Trails *Variable*	Tie park areas and community together to form a contiguous park environment.	▪ Connects community ▪ Reduces auto dependency ▪ Improves air quality ▪ Contributes most desired recreation facility for people throughout their lifetime ▪ Attracts visitors	▪ Pathways – multipurpose ▪ Trailheads ▪ Support facilities ▪ Signage	Lowest level of maintenance. Focus on trailheads and trail safety.
Natural Resource Area/ Preserve	Natural areas for the protection and management of natural environment	▪ Protects resources ▪ Provides wildlife habitat ▪ Offers opportunities for environmental education	▪ Trails ▪ Signage ▪ Support facilities	Lower level of maintenance.

Federal Recreation Lands in Perry County - One federal land holding associated with the Appalachian National Scenic Trail contributes to recreation opportunities in Perry County. The Appalachian National Scenic Trail stretching from Maine to Georgia traverses the southeastern portion of the County. The trail spans from the Susquehanna River in Duncannon to the Perry/Cumberland County line between Deans Gap and Millers Gap. Hikers from the north enter the County on the Clarks Ferry Bridge and the first two miles of trail are on paved roads in the Borough of Duncannon. The trail climbs steeply up Cove Mountain and a view of the river is provided at Hawk Rock. The Thelma Marks shelter is located on Cove Mountain. The trail descends to the valley crossing Route 850 and Fishing Run, then climbing Little Mountain and Blue Mountain. The trail crosses the Darlington/Tuscarora Trail at the summit of Blue Mountain and the Darlington shelter is located near the intersection. Parking for the trail is available in Duncannon Borough, and on either side of Route 850 in the State Game Lands. The majority of the trail is on State Game Lands 170. Approximately 12 miles of the trail is located in Perry County and a majority of this segment is located on permanently protected State Game Lands.

TABLE 1-3
FEDERAL RECREATION LANDS IN PERRY COUNTY, 2009

Federal Recreation Lands	Acres in Perry County	Municipality	Comments
Appalachian National Scenic Trail	Approx. 12-mile length through Perry County (170 acres)	Duncannon Borough, Penn, and Rye Townships	Primitive hiking trail connects two portions of State Game Lands No. 170 in southeast Perry County.

State Recreation Lands in Perry County - There are three Pennsylvania State Parks and all or portions of eight State Game Lands, a portion of the Tuscarora State Forest, and multiple Pennsylvania Fish and Boat Commission access areas in Perry County. Taken together, these land holdings encompass over 67,000 acres and provide extensive opportunities for recreation in a natural setting. Table 1-4 identifies all of the State owned lands in Perry County.

State Parks – There are three state parks in Perry County: Little Buffalo, Fowlers Hollow, and Big Spring State Parks.

- Little Buffalo State Park is located in central Perry County. The park contains Holman Lake, an 88-acre lake with access for fishing, electric boating (two boat ramps), sailing, and paddling. The park is a popular fishing, boating, and camping location and visitors come from Perry County and beyond to enjoy these activities and visit its swimming pool and zero-depth spray ground. In addition to recreation facilities the park includes three historic structures, a stage and amphitheater for concerts and performances, and an extensive trail system. The trace of the Newport & Sherman's Valley Railroad is converted to a trail and a railroad car has been restored for visitor interpretation.

Programs and special events are held in the park throughout the year. The park is very popular and heavily used by Perry County residents with numerous walkers and anglers using the facilities almost every day. Approximately 300 acres of the park are open for hunting and the lake is heavily fished year-round.

- Fowler's Hollow State Park is located in the western portion of the County, contiguous on three sides to Tuscarora State Forest. The park is located in a narrow valley traversed by Fowler Hollow Run. The park offers opportunities for picnicking, fishing, camping, and trail activities. Trails extend from the park into the State Forest and are used for hiking, horseback riding, mountain biking, cross-country skiing, and snowmobiling.
- Big Spring State Park is located in the farthest western portion of the County, nearly surrounded by Tuscarora State Forest land. The park site includes picnic areas, hiking trails, and snowmobile trails. The Newport & Shermans Valley Railroad laid tracks through the park to link to the Path Valley Railroad in Franklin County. Their tunnel through Conococheague Mountain failed and the Newport and Sherman's Valley Railroad went out of business and today a trail leads to the old railroad tunnel. Shermans Creek flows through the park.

TABLE 1-4
STATE LANDS IN PERRY COUNTY, 2009

State Lands	Total Area (Acres)	Municipality	Comments
Little Buffalo State Park	830	Juniata and Centre Townships	Features 88 acre Holman Lake
Fowlers Hollow State Park	104	Toboyne Township	Adjacent to Tuscarora State Forest land.
Big Spring State Park	45	Toboyne Township	Adjacent to Tuscarora State Forest land.
State Game Lands Nos. 88, 170, 171, 230, 254, 256, 258, 281, and 290	17,129 total in nine areas	Northeast Madison, Saville, Penn, Rye, Tuscarora, Buffalo, Watts, Centre, Wheatfield, Liverpool, Miller, and Carroll Townships	*
Tuscarora State Forest	41,438	Northeast Madison, southeast Madison, Tyrone, Jackson, Toboyne, Saville, and Tuscarora Townships	*
PA Fish & Boat Commission Lands	*	Greenwood, Watts, and Buffalo Townships and Liverpool Borough	*

* - Data not provided

State Game Lands – There are nine State Game Lands located throughout the County. The Game Lands generally align with wooded ridge lines. The mission of the State Game Lands is to protect natural resource lands for wildlife habitat and resource-based recreation opportunities for outdoor enthusiasts. Recreation activities are permitted on State Game Lands on a limited basis. Hiking is permitted and horses and bicycles are permitted on designated routes during specific periods of the year (prohibited Monday-Saturday from the last Saturday in September to the third Saturday in January, and after one p.m. from the second Saturday in April to the last Saturday in May). Snowmobiles are also permitted on designated routes during specific periods of the year.

In addition to the land-based State Game Lands, three areas are associated with the Susquehanna River. State Game Lands Nos. 254, 258, and 290 include both mainland and river islands. Sweigarts Island, Clemson Island, and a portion of Haldeman Island are designated as wildlife propagation areas and entry or access is prohibited. There are river access areas with boat ramps on the mainland of State Game Lands No. 254 and No. 258.

State Forests – There is 41,438 acres of the Tuscarora State Forest in western and northern portions of the County. The mission of the Pennsylvania Bureau of Forestry is to ensure the long-term viability, productivity, and health of the Commonwealth's forests and to conserve native plants. The Bureau cares for state forests under sound ecosystem management to retain their wild character and maintain their bio-diversity while providing pure water, opportunities for low density recreation, habitats for forest plants and animals, sustained yields of quality timber, and environmentally sound use of mineral resources. The State Forests provide nature based recreation opportunities including hiking, fishing, camping, mountain biking, horseback riding, birding, and canoeing.

The Tuscarora State Forest in Perry County includes 120 miles of roads, Tuscarora Wild Area, Hemlock Natural Area, Frank E. Masland Jr. Natural Area, Hoverter and Sholl Box Huckleberry Natural Area, 40 miles of designated hiking trails, one picnic area, 110 miles of snowmobile trails, and six mapped scenic vistas. Additionally, there are nine designated parking areas for trail access and the Forest District No. 3 office located just west of the village of New Germantown.

PA Fish & Boat Commission Lands – There are four PA Fish & Boat Commission (PFBC) access areas on the river. Greenwood and Amity Hall access areas provide parking, shore fishing, and ramps to access the Juniata River. In addition to the two State Game Land river access areas noted above the PFBC owns the Montgomery Ferry and Liverpool access areas to the Susquehanna River which provide shore fishing, parking, and boat ramps.

Municipal Parks in Perry County - Eighteen of the 30 municipalities of Perry County have one or more municipal parks. The parks range in size from large community parks like Wagner Community Park (282 acres) to traditional community parks such as Penn Township Park (12.46 acres) to smaller neighborhood parks like Wayne W. Weibley Memorial Baseball Field in Ickesburg at (2.2 acres) or river access areas like the Heritage Park River Access (1.56 acres) in Marysville Borough. The inventory of municipal parks is shown in Table 1-5. Municipalities in Perry County provide nearly 490 acres of park land within 22 parks. This park land includes approximately 463 acres of active recreation land and 26 acres of natural area park land. Municipally owned park land is supplemented by parks owned and operated by community organizations. Organizations like the Marysville Lions' Club, Rye Township Community Association, and others provide parks that have long served local communities. These quasi-public parks are an important part of the mix of recreation opportunities in Perry County but they are not permanently protected and their future as recreation sites is not secure.

TABLE 1-5
MUNICIPAL PARKS IN PERRY COUNTY

Municipality	Municipal Parks - Active (acres)	Municipal Parks - Natural Resource Area / Other (acres)	Private Parks (acres)	Total Area (Acres)
Blain Borough	*	*	Blain Area Park (1.7) Blain Picnic Grounds (35)	1.7
Bloomfield Borough	Bloomfield Borough Playground (5.47)	*	Lion's Club Park (2.63)	8.1
Buffalo Township	*	*	*	*
Carroll Township	Carroll Township Park (Burn Hill Park) (15.38)	Community Center (3.51)		18.89
Centre Township	*	*	*	*
Duncannon Borough	Duncannon Area Park (Cooper Field) (4.89)	Noye Park (9.77)	*	18.66

Municipality	Municipal Parks - Active (acres)	Municipal Parks - Natural Resource Area / Other (acres)	Private Parks (acres)	Total Area (Acres)
	Midget Field (4)			
Greenwood Township	Millerstown Area Community Park (40.67)	*	*	40.67
Howe Township	*	Howe Township Park (4.5)	*	4.5
Jackson Township	*	*	*	*
Juniata Township	*	*	*	*
Landisburg Borough	Mark Henry Memorial Field (10.5)	*	*	10.5
Liverpool Borough	Liverpool Borough Park (4)	*	*	4
Liverpool Township	*	*	*	*
Marysville Borough	Marysville Pool (2) Schrander Park (*)	Heritage Park River Access (1.56)	Marysville Lions Club Park (35.76)	39.32
Miller Township	*	*	*	*
Millerstown Borough	Millerstown Borough Park (37)	*	*	37
New Buffalo Borough		*	*	*
Newport Borough	Veteran's Memorial Park (5.31)	*	*	5.31
Northeast Madison Township		*	*	*
Oliver Township	Oliver Township Park (4.76)	*	*	4.76
Penn Township	Penn Township Park (12.46)	*	Perry County Recreation Association (79.77)	92.23
Rye Township	*	Jim Weaver Nature Park (4.24)	Rye Township Community Park (8.4)	12.64
Saville Township	Wayne W. Weibley Memorial Youth Baseball Field (2.2)	*	Ickesburg Lions Club Park (4.59)	6.79
Southwest Madison Township	*	*	*	*
Spring Township	*	*	*	*
Toboyne Township	*	Toboyne Sportsmen Park (3)	*	*
Tuscarora Township	*	*	*	*
Tyrone Township	Loysville Community Park (17)	*	*	17
Watts Township	Watts/Buffalo Community Park (13.64)	*	*	13.64

Municipality	Municipal Parks - Active (acres)	Municipal Parks - Natural Resource Area / Other (acres)	Private Parks (acres)	Total Area (Acres)
Wheatfield Township	Wagner Community Park (282)	*	*	282
Total Park Acres	**461.28**	**26.58**	**132.85**	**620.71**

* - Data not provided or no park(s) exist

The municipal parks generally serve youth with playgrounds and athletic fields for competitive play. Many of the parks have basketball and/or tennis courts. At least one pavilion is typically provided with picnic tables for family and group gatherings. Trails are provided in some of the municipal parks but many do not have the acreage to develop extensive walking paths. Marysville Lions Park is an example of a park with a popular trail that extends along Fishing Creek and provides opportunities for walking and jogging and access for anglers.

Common issues in several of the parks include outdated equipment that does not meet the latest safety standards, the need to provide accessible routes and parking spaces for persons with disabilities as required by the American's with Disabilities Act, and function and spatial concerns with facilities located in close proximity. Additionally, opportunities exist to enhance the public parks to make them more inviting to use with convenience facilities such as benches and picnic areas and aesthetic improvements such as colorful landscaping and shade trees.

Five of the parks listed above have swimming pools located in Marysville Borough, Liverpool Borough, Bloomfield Borough, Millerstown Borough, and Penn Township (Perry County Recreation Association). These pools are all older facilities that are expensive to operate and primarily dependent on local volunteers for financial support. While most of these local swimming pools are struggling, a state-of-the art swimming pool and spray ground is located in Little Buffalo State Park. The pool features water slides and ramped entry of persons with disabilities and the spray ground includes many spray features for interactive play. The pool and spray ground are features that draw visitors to the park from throughout the County and beyond. The popularity of the Little Buffalo State Park pool presents a challenge to local pools operating with older facilities.

Indoor recreation in the County is limited and residents indicate that they travel to Juniata County to the Lion's Den or to Harrisburg and the west shore communities to use indoor recreation facilities. Penn Township and Carroll Township both offer community space for meetings, organized classes, and other uses. The Carroll Township Community Center is a converted church and the Penn Township municipal building has rooms available for indoor activities. Neither of these facilities has a gymnasium. PA Extreme, located in the Millerstown area, offers a competitive cheerleading program.

The Susquehanna and Juniata Rivers are recreation destinations for Perry County residents. Unfortunately, access to both rivers is restricted due to the location Routes 11/15, 322, and the Norfolk Southern Railroad. All three are major transportations corridors and run parallel to both

rivers. Routes 11/15 separate the Susquehanna River from the west shore communities of the County. The roadway is heavily traveled with multiple lanes and limited access throughout much of the County. The narrow strip of land between the roadway and river shore has been developed, in areas with both public and private recreation facilities. Marysville Borough has two public access areas, one in Schrander Park, the PFBC has two access points, the Game Commission has three access areas, and there are two private camp grounds that have access areas. The Norfolk-Southern active rail line separates the communities of the west shore of the Juniata River from the river and Route 322 is an obstacle to river access on the east shore, but to a somewhat lesser degree. Howe Township Park has the only public access area on the west shore of the Juniata River. Greenwood and Amity Hall PFBC access areas and a private campground serve the east shore of the Juniata River. Boating on the rivers is primarily with flat-bottom boats, canoes, and kayaks. There are opportunities for camping on Susquehanna River islands off of the Perry County shore.

Other Parks and Recreation Facilities in Perry County - Other parks and recreation facilities in Perry County include sportsmen's clubs, campgrounds, and a golf course. These facilities are important destinations that draw visitors to the County. The sportsmen's clubs expand upon the facilities offered by local municipalities.

There are seven sportsmen's clubs in Perry County. These clubs are private, membership based organizations that provide facilities and programs for their members. Typical facilities include clubhouse, shooting ranges, fish hatchery, archery ranges, and pavilions. Most clubs hold annual programs such as fishing derbies that are open to the general public or specific portions of the general public such as youth or persons with disabilities. Many of the clubs rent their facilities on a case by case basis to members.

TABLE 1-6
SPORTSMEN'S CLUBS IN PERRY COUNTY, 2009

Sportsmen's Clubs	Total Area (Acres)	Municipality	Facilities	Cooperating Nursery
New Bloomfield Sportsmen's Association	18	Centre Township	Clubhouse, pavilion, shooting range, trout hatchery	Yes
Duncannon Sportsman Club	122	Penn Township	*	Yes
Marysville Sportsman Club	13	Marysville Borough	Clubhouse, shooting range, archery range, pavilion	Yes
Blain Sportsmen Club	*	Jackson Township	Trout hatchery on Nursery Road	Yes
Susquehanna Valley Sportsmen Association	7	Liverpool Township	*	-
Ickesburg Sportsmen's Association	18	Saville Township	Clubhouse, shooting range, country-western shooting course, trout hatchery, 2 pavilions	Yes

Sportsmen's Clubs	Total Area (Acres)	Municipality	Facilities	Cooperating Nursery
Millerstown Sportsmen Association	*	*	*	Yes
Hunters Valley Sportsman Association	2	Liverpool Township	*	-
Ickesburg Sportsmen's Association	18	Saville Township	*	-
Marysville Sportsman Club	13	*	*	-
Perry County Archers Inc.	50	Centre Township	*	-
Perry County Sportsmen for Youth	*	Penn Township	*	-

* - Data not provided

There is only one golf course in Perry County.

TABLE 1-7
GOLF COURSES IN PERRY COUNTY, 2009

Golf Course	Total Area (Acres)	Municipality	Ownership
American Legion Country Club	58	Oliver Township	American Legion Post #177

There are numerous campgrounds in Perry County that are open to the public on a fee basis for overnight and extended visits. The majority of the campgrounds offer access to the Susquehanna River or Juniata River.

TABLE 1-8
CAMPGROUNDS IN PERRY COUNTY, 2009

Campground Facility	Total Area (Acres)	Municipality
Paradise Stream Family Campgrounds	*	Tyrone Township
Ferryboat Campsites	*	Buffalo Township
Lupfer's Grove and Campgrounds		Carroll Township
Hidden Valley Boys Scout Camp	55	Tyrone Township
Riverfront Campground	1,077	Penn Township
Longacre Farm	*	Oliver/Juniata Townships
Green Valley Campgrounds	1	Miller Township
Wildwood Family Campground	172	Toboyne
Free Spirit Recreation Center	183	Carroll Township
Dressler's Campsites	15	Liverpool Borough

Campground Facility	Total Area (Acres)	Municipality
Pittsman's Riverside Campground	8	Greenwood Township
Lake Heron Retreat	243	Liverpool Township
Paradise Stream Family Campground	156	Tyrone Township
Ferryboat Campsites	31	Buffalo Township

* - Data not provided

Public Schools in Perry County - The four public school districts in Perry County all have lands dedicated to recreation purposes. Typically, school acreage is not included in the assessment of public recreation lands, as the first priority for school facilities is school district-related activities whereby public access is often limited. However, school and campus land acreage can be significant and recreational facilities that are available even on a limited basis do supplement public recreation opportunities, especially in rural areas. **Comprehensive Plan Map 8-1** graphically shows the location of the school districts.

TABLE 1-9
SCHOOL RECREATION LAND IN PERRY COUNTY, 2009
PUBLIC SCHOOLS IN PERRY COUNTY

School Facility	Total Area (Acres)	Municipality
West Perry School District		
Blain Elementary School	11.34	Blain Borough
Carroll Elementary School	19.36	Carroll Township
New Bloomfield Elementary School	20.17	Bloomfield Borough
West Perry Junior High School and High School	89.36	Spring Township
Greenwood School District		
Greenwood Elementary School and High School	45.28	Millerstown Borough
Newport School District		
Newport Elementary School and Jr./Sr. High School	28.55	Newport Borough/Oliver Township
Susquenita School District		
Susquenita Elementary School, Middle School, and High School	197.44	Penn Township

Historic and Cultural Resources in Perry County

An inventory of historic, cultural, and scenic resources is located in Chapter II of the *Perry County Comprehensive Plan*.

Analysis of Parkland

Amount of Parkland - A population-based analysis is typically used to evaluate the amount of active public parkland. Passive parks, greenways and trails, and nature preserves are not evaluated using an acreage standard because their acreage is typically based on the area needed to conserve the resources and provide reasonable public access.

> Over the past 30 years, it has been the accepted practice within the recreation and park profession to adopt a uniform national land standard such as 10 acres per thousand.
>
> NRPA Park, Recreation, and Open Space Guidelines 1995

Perry County has no park and recreation land standard to define the amount of parkland desired to serve residents or guide parkland acquisition. The National Recreation and Park Association guidelines provide a minimum standard which has been widely used over the past three decades. Much has changed in recreation over this time period. A few of the changes that directly impact the amount of parkland needed to serve an area include the emergence of soccer as a mainstream youth sport; the significant rise in overall and female participation in competitive sports; the extended sports seasons with tournaments and dual seasons for popular sports like baseball, softball, and soccer; and the emergence of new sports like lacrosse. With consideration of these trends, a thirty year old standard seems outdated and insufficient to meet current needs and many communities elsewhere have targeted a standard of 15 acres or more of recreation land per thousand residents as a realistic standard. **Table 1-10** indicates the park acreage calculations that result from applying a 10 acres and 15 acre standard to Perry County's estimated and projected population.

TABLE 1-10
PARKLAND ACREAGE STANDARD ANALYSIS

Year	Perry County Population Projections	Parkland Required @ 10 Acre Standard	Parkland Required @ 15 Acre Standard
2005	50,582	506	759
2010	52,795	528	792
2020	55,784	558	837

How much parkland is needed in Perry County to meet the recreation needs of citizens today and into the future? Currently there is over 600 acres of parkland provided by municipalities and community organizations in the county. But consider that some of this acreage is in natural areas or not currently developed for recreation.

How people recreate in the county and where they go for recreation may be just as important as how much recreation land is available. In Perry County, as in most rural areas, the boroughs and the schools are the focus of active recreation activities and the state forest land, state game lands, and state parks are widely used for nature-based recreation activities. While many County residents enjoy convenient access to natural area and frequently use these protected lands for recreation, close-to-home recreation opportunities are critical for quality of life considerations. Municipal parks provide opportunities for fitness and wellness activities, places to gather with

families and friends, quiet areas for restoration and relaxation, areas of community activities and events, and facilities for organized sports. To meet these needs, recreation opportunities should be focused in the boroughs, at the schools, and in the townships with larger populations.

The public participation process for this plan included outreach to recreation program providers, municipalities, and recreation participants and many indicated a need for additional parkland to meet their recreation needs. Visits to some of the borough parks revealed that many of the facilities within the parks have been developed overtime with multiple facilities located within relatively small park sites. While maximizing the use of the available space is appropriate, many of the parks are too small to meet today's recreation needs. Additional parkland is needed in the areas of concentrated recreation use; the boroughs and larger townships. The schools should continue to provide access to school sites for public recreation activities.

Mandatory dedication of parkland is a mechanism that many municipalities throughout the Commonwealth use to ensure that future residents have adequate park and recreation opportunities. The mandatory dedication of parkland provision of the Pennsylvania Municipalities Planning Code (MPC) (Article V, Section 503(11)) provides municipalities the authority to require developers to dedicate public open space within proposed developments for public recreation purposes. If the developer and municipality agree, an alternative of constructed recreation facilities or fee could be accepted in lieu of land dedication. This provision of the MPC provides for the expansion of recreation opportunities as communities grow. Only two municipalities in Perry County have adopted a mandatory dedication ordinance.

Parkland and Recreation Facilities Conclusions – Strengths, Challenges, and Opportunities

The following conclusions relate to parkland and recreation facilities in Perry County. The conclusions consider the diverse resources of the county, the opportunities offered by existing recreation facilities, and trends affecting recreation county-wide and beyond.

- Perry County has many pieces of a comprehensive parks system: significant natural resources preserved through state parks, state game lands, and state forest lands, municipal parks, school sites, and parks provided by community organizations. Missing from the mix are multi-use trails. Although the Appalachian Trail traverses the eastern portion of the County, it is primitive hiking trail and not open to bicycle or equestrian use and not located to connect to population centers.

- Nature based recreation is plentiful with over 67,000 acres of state parks, game lands, and forests. Access to streams and the rivers is relatively convenient with multiple river access points and several municipal parks that provide access to streams for fishing.

- Additional parkland is needed in several of the boroughs to expand the recreation facility offering and enhance the safety, accessibility, and functional aspect of the park setting.

- Perry County is beginning to experience the growth that is transforming open space to development in other Pennsylvania counties. Even in the down-turned economy, applications for subdivisions remain steady. Proximity and convenient access to the Harrisburg and West Shore communities makes the County an attractive locale for housing in a more rural setting. Fortunately, opportunities for parkland acquisition and protection of land and corridors for recreation still exist. Decisive action is necessary to stay ahead of development to secure parkland for existing and future residents.

- Mandatory dedication of parkland is an effective means for municipalities to obtain parkland for future residents. Municipalities without a mandatory dedication ordinance should adopt an ordinance that requires the dedication of parkland, or a fee-in-lieu of land dedication, based on the fair market value of land. Municipalities with mandatory dedication ordinances should review them annually to determine if their fee-in-lieu requirements align with the fair market value of land.

- Parkland is not evenly distributed throughout the county. The State Forest lands are concentrated in the western portion of the County and the larger municipal parks and the Perry County Recreation Association land are primarily located in the southeastern municipalities.
- Much of the County is underserved by the existing parks. Residents of outlying areas must travel to participate in activities and enjoy traditional community park facilities.

- Safe access to public recreation areas via non-motorized trails and pathways is needed for those who do not or cannot drive, i.e. children, youth, disabled and seniors.

- Recreation facilities throughout the County should be updated and renovated to meet the requirements of the Americans with Disabilities Act (ADA). Trails and pathways should be located to provide accessible routes to facilities and to provide recreation opportunities for walkers and joggers.

- Playgrounds should be renovated to meet the guidelines of the Consumer Product Safety Commission (CPSC) guidelines for public playground safety. Equipment that does not meet these guidelines should be removed from parks and replaced with compliant equipment.

- Facilities should be developed to accommodate user needs and recreation trends, e.g. sports fields that do not overlap other facilities and facilities for non-traditional sports that have sustained popularity, such as skateboarding and in-line hockey.

- Provide facilities and lifetime recreation activity areas for the broad County population including youth, tots, teens, young adults, adults, seniors, and persons with disabilities.

- Access to indoor recreation facilities is limited.

Strengths:

- Perry County has extensive opportunities for outdoor recreation and easy access to the great outdoors is available to all who live in Perry County. The nearly 67,000 acres of conservation and park lands offer opportunities for a wide variety of outdoor activities from hunting and fishing to picnicking, nature study, and hiking. Traditional activities like participating in organized sports leagues and visiting playgrounds are accommodated close to home. Community organizations provide parks and recreation facilities in many communities, relieving the local municipality of the need to provide these facilities.

Challenges:

Although Perry County has many pieces of a comprehensive park system, key components are missing and there are significant challenges associated with providing close to home parks and recreation lands to serve residents. Consider the following:

- The County does not have a formalized county park system nor is a parks department recommended for Perry County. The county should promote cooperation and partnerships to advance recreation locally and provide technical assistance for park funding and ordinance provisions that enhance recreation opportunities.
- There are 11 municipalities without a park. Parks and recreation opportunities are essential elements of a high quality of life. Providing recreation opportunities for individual leisure pursuits, family gatherings, community celebrations, competitive sports, and playground programs are important aspects of creating and maintaining a sense of community and providing fitness and wellness benefits to citizens. Each borough should have a community park.
- Municipalities have limited financial resources for parkland acquisition, including matching funds for acquisition grants. Personnel resources for maintenance of parkland are equally challenged.
- Only two municipalities (need additional outreach to define number) in Perry County have mandatory dedication ordinances that provide for dedication of parkland from developers.
- Key recreation facilities are missing from the offerings in the county to include a park or nature center developed for environmental education, long distance recreation trails, indoor recreation facilities with gymnasium, and special use facilities such as skate parks.
- The boroughs have long provided the majority of parkland and recreation opportunities, serving as regional facilities. This informal regional approach to parks and recreation places excessive financial and personnel burden on these core providers.

Opportunities:

- The existing parks, school sites, and other public lands present opportunities to expand the offering of recreation facilities to county residents. Additional parkland has been

identified as a need, and opportunities exist to expand the parkland holdings through expansion of existing parks sites, partnerships with school districts, and collaborative efforts between municipalities and community organizations.

- Although Perry County has continued to have development during the recent downturn in the economy, it has not had the extensive development that has affected many other areas of the Commonwealth. This position provides opportunity for parkland acquisition and exploration of recreation opportunities that will provide broad recreation benefits to the citizens of the county.

Recreation and Tourism

Perry County offers unparalleled outdoor and nature based recreation opportunities. Scenic beauty and natural resources of Perry County lend themselves to a variety of enjoyable pursuits in the great outdoors. Hunting, fishing, hiking, biking, motorized sports vehicle use, swimming, boating, horseback riding, camping photography, wildlife watching, photography, picnicking, relaxation and rejuvenation through nature. These opportunities serve both the people who live here and those who visit here.

What is Recreation?

Recreation is the voluntary participation in any activity that contributes to the improvement of the general health and well-being of both the individual and society.

Recreation Systems

Recreation can take place in a variety of settings, both indoors and outdoors, provided by governmental, private, non-profit and/or commercial providers. For the purposes of this plan, the focus of recreation will be on outdoor recreation primarily at the County level and, secondarily, the potential for creating a countywide system of parks and recreation through partnerships with state recreation lands managers, school districts, municipalities and others throughout the county. Planning for municipal recreation systems individually needs to happen at the local and regional levels of government, potentially with the assistance of Perry County. The concept of providing "close-to-home recreation" through an innovative approach in tune with the resources of Perry County will be explored in the plan.

Just as recreation is important for the people who live here, it is important to those who visit the area. As a tool for economic development, tourism is a primary consideration in recreation planning in Perry County. For example, in 2008 visitors to the heritage areas of Pennsylvania generated $1.6 billion in direct and indirect sales. These sales were enough to support more than 31,500 jobs, which paid nearly $600 million in wages and salaries.

The total direct and indirect value-added to the community from the heritage tourism related activity, in the form of personal income to workers, profits and rents to businesses, and indirect

business taxes paid to government, was estimated to be $934 million in 2008[6]. While all areas of Pennsylvania vary in terms of resources and visitation, this study illustrates the potential for Perry County to benefit economically from tourism

Outdoor Recreation Trends

Monitoring outdoor recreation participation is an important aspect of recreation planning. Understanding what citizens are interested and participating in enables decision-makers to direct resources to the kinds of services and facilities that best serve the public. According to the Outdoor Foundation, participation in outdoor recreation is shifting with the changing economy, shifting demographics and evolving interests. One important finding of this most recent study was that while physical inactivity among youth continues to be an issue, this trend has decreased from the alarming rate of recent years. Important findings of this study are shown in **Table 1-11**.

TABLE 1-11
OUTDOOR RECREATION PARTICIPATION IN 2008

Outdoor Recreation Participation in 2008[7]	
Factor	**Trend**
Participation in Outdoor Recreation	49% of Americans ages six and older participated in outdoor recreation.
Most significant increases in outdoor recreation participation by activity over 2007	• Mountain Biking (10%) • Trail Running (15%) • Hiking (9%) • Camping (7%)
Most significant decrease in outdoor recreation participation	• Outdoor recreation participation by youth dropped by 6% over 2007 for a combined decrease of nearly 17 percent from 2005 through 2007.
Female Participation	Indoor fitness activities were most popular among women ages 21 to 25 and older.
Male Participation	Outdoor recreation activities were more popular than indoor fitness and team sports among all age groups up to age 66.
Overscheduled Youth	Youth ages 6 to 16 cited the lack of time as the chief reason they do not get outside more often. It appears that their time is overscheduled with structured activities.
Lack of Interest and Experience among Youth	For kids ages 6 to 17 that don't participate in outdoor activities, the chief barrier is a lack of interest — an ambivalence to the outdoors that is likely the result of a lack of outdoor experience and a surplus of competing priorities.
Family Influence on Outdoor Recreation Participation	Most youth are introduced to outdoor activities by parents, friends, family and relatives.
Outdoor Participation Varies by Ethnicity	Participation in outdoor activities is higher among

[6] Veverka, John. (2009) **Heritage Tourism Economic Impact Study**. Harrisburg: Pennsylvania Department of Conservation and Natural Resources.
[7] Outdoor Foundation (2009). **Outdoor Recreation Participation in America**. Outdoor Foundation: Boulder, CO. p 5.

Outdoor Recreation Participation in 2008[7]	
Factor	**Trend**
	Caucasians than any other ethnicity and lowest among African Americans in nearly all age groups. Hispanic participants and non-participants alike cite a lack of access to nearby places to participate in outdoor activities as a barrier to participation more often than other ethnicities.

Recreation as Public Health

The Center for Disease Control has stated that public park and recreation departments have a primary role in addressing this issue. They can provide attractive and safe places for people to walk, hike, bike, and enjoy other active pursuits.

Obesity and the lack of physical activity in the United States is at an all-time high.[8] According to the United States Surgeon General, physical inactivity among Americans is the number one public health issue.[9] A study released in July 2009 showed that obese Americans cost the country about $147 billion in weight-related medical bills in 2008, double what it was a decade ago. It now accounts for about 9.1% of medical spending. If Americans continue to pack on pounds, obesity will cost the USA about $344 billion in medical-related expenses by 2018, eating up about 21% of health-care spending, according to the first analysis to estimate the future medical costs of excess weight[10].

Despite the recognition that public recreation helps people to lead active healthy lifestyles, the demand for facilities is outpacing availability and the resources to develop and manage new ones. There is an ever-present danger that recreation opportunities for the public in the future may succumb to a large demand and/or tight budget constraints.

It will become increasingly important to find creative ways of bringing recreation opportunities and facilitating healthy active lifestyles of the citizens in the future.

Pennsylvania Recreation Plan 2009-2014

The PADCNR conducted a strong public participation process as the foundation for the *Pennsylvania Recreation Plan*. This included a statewide survey and focus groups held regionally throughout the Commonwealth. The findings apply to the *Perry County Recreation, Parks, Greenways, and Open Space Plan*. **Table 1-12** presents the recreation participation rates by the PADCNR planning region in which Perry County falls. **Note:** When the results for Perry County are available, these results may change to some degree.

[8] U.S. Center for Disease Control. (1999). CDC's Guidelines for School and Community Programs Promoting Lifelong Physical Activity. <Http://www.cdc.gov/nccdphp/dash/phactag.htm>.
[9] Surgeon General. (1996). Physical Activity and Health. Atlanta, GA: U.S. Public Health Service, National Center for Chronic Disease Prevention and Health Promotion. <Http://www.cdc.gov/nccdphp/sgr/npai.htm>.
[10] Hellmich, Nancy. USA Today. Rising Obesity will Cost U.S. health care $344 billion a year. November 9, 2009.

TABLE 1-12
HOUSEHOLD PARTICIPATION RATES
PERRY COUNTY PLANNING REGION OF PADCNR 2009

Activity	Participation Rate (%)
Walking	64%
Picnicking	44
Swimming	41
Driving for Pleasure	39
Wildlife Viewing	37
Visiting Historic Sites	36
Camping	31
Bicycling	29
Fishing	28
Hiking and Backpacking	26
Playground Use	26
Dog Walking	26
Hunting	24
Night Sky Viewing	24
Sledding/ Tubing	22
Birding/Birdwatching	21
Rifle/handgun shooting	20
Jogging	19
Nature Study	19
Golf	17
ATV Riding	15
Horseshoes	13
Basketball	13
Power Boating	12
Tubing	11
Skateboarding/Rollerblading	11
Archery	11
Baseball	11
Football	11
Volleyball	11
Downhill Skiing/Snowboarding	10
Fish Viewing	10
Horseback riding	9
Canoeing	9
Soccer	9
Four-Wheel Driving	8
Tennis	8
Softball	8
Mountain Biking	7
Kayaking	7
Ice Skating/Hockey	7
Rock Climbing	6
Water Skiing	5
Off-Road Motorcycling	4

Activity	Participation Rate (%)
Rowing	4
Jet Skiing	3
Other Non-Motorized Boating	3
Cross Country Skiing	3
Snowmobiling	3
Ice Fishing	3
Handball/Racquetball	3
Geocaching	3
Disc Golf	2
Sailing	1
Snowshoeing	1
Skydiving/Hang Gliding	1

Facility Preference for Improvement and Increase

The top ten facilities that households believe need to be improved include:

- Bike Lanes (56%)
- Skateboard/rollerblade areas (49%)
- Bicycle Paths (46%)
- Dog Parks (45%)
- Nature Inns/Lodges (44%)
- Rental Cabins (43%)
- Off-Road Motorcycling Trails (41%)
- Rifle/Handgun Range (41%)
- Scenic Drives/Byways (38%)

The top facilities in the state survey that households cited for increase include the following:

- Bike Lanes (68%)
- Dog Parks (64%)
- Skateboard/Rollerblade Areas (62%)
- Rifle/Handgun Ranges (57%)
- Nature Inns/Lodges (57%)
- Rental Cabins (57%)
- Wildlife Viewing Areas (55%)
- Ice Rink (52%)
- Archery Ranges (52%)
- Natural or Wild Areas (49%)

Program Interests - The respondents from the Perry County region were the least interested in recreational programs than any other region in the State. The top three program areas in which they were most interested were Fitness, Senior Programs and Environmental Education.

Recreation in Perry County

Nature Based Recreation - Perry County has vast outdoor recreation resources. The inventory of parks and recreation facilities show about 67,000 acres of state parks, forests and game lands. To put the vast recreational resources in perspective,

Recreation opportunities available in the state parks and game lands include: hunting, fishing, trapping, boating, snowmobiling, cross country skiing, snowshoeing, wildlife watching, photography, nature study, environmental education, relaxation and refreshment, experiencing tranquility, off-road vehicle riding, horseback riding, picnicking, swimming, social gatherings, camping, and scenic enjoyment. Perry County does not own any parks or recreation facilities.

Indoor Recreation Opportunities - There is no YMCA in Perry County. The Lion's Den in Juniata County draws people from Perry County. Residents travel to the Harrisburg area for ice skating and indoor sports leagues. Senior citizens can take advantage of the senior centers operated by the Area Agency on Aging including:

- Duncannon Senior Citizens Center
- Blain Senior Citizens Center
- Millerstown Senior Citizens Center

PA EXTREME, formed in May of 2006, is a competitive all-star cheer leading program located at 407 Juniata Parkway in the Millerstown area.

Recreation Services - Nearly half of all recreation experiences in Pennsylvania take place in municipal parks. In rural communities, in which recreation programs and services are available, they are usually provided by numerous volunteer, school and faith based institutions. Activities are typically focused on youth, sports, summer recreation and community festivals. Little coordination is achieved because the efforts are rooted in volunteerism and there is no single entity responsible for overseeing community recreation overall. The parks and recreation inventory of close-to-home parks and recreation facilities found 29 municipal parks ranging in size from 0.32 acres to 265 acres totaling 567 acres. Most of the parks are five acres. The four school districts have 10 sites that totaling 364 acres. Together these areas along with the indoor school facilities serve as local parks and recreation facilities. The school districts are a hub of community recreation.

State Park Programs and Services - In addition to the outdoor recreation opportunities, Little Buffalo State Park offers a host of events, activities and programs. These include holiday events at Christmas and Halloween, a summer camp, and environmental education programs. The park is very family oriented. The activities and facilities such as the spray park offer grandparents, parents and children the opportunity to spend valuable time together.

Municipal Services - Since the municipalities of Perry County have an average population of about 1,500 citizens, the communities operate with small staffs and budgets. Consequently they offer a basic level of services that does not include recreation. Organized recreation services in Perry County are the result of many people and organizations pitching in, volunteering their time and seeking creating methods of financing. Organizations such as the Kiwanis, Lions Club, and Fire Companies offer special events and community fairs and festivals. While many events occur throughout Perry County, the Perry County Chamber of Commerce reports that no central source regarding the listing and schedule of these activities is in place. The Chamber is launching an initiative in 2010 to create a single "go-to" source that would serve as a clearinghouse where people could find out about community events, festivals and fairs.

Community Based Recreation Organizations

Pools and Parks - As described in the park inventory, three public swimming pools are operated by quasi-public organizations. The pools provide recreational swimming, instructional swimming, aquatics fitness, and special events.

- Bloomfield-Centre-Carroll Swimming Pool Association
- Blain Area Park
- Millerstown Recreation Committee

Community Centers - Carroll Township operates a community center that features evening programs such as yoga, Pilates and aerobics classes.

4-H- The Perry County Cooperative Extension Service sponsors an extensive 4-H program in Perry County with about 900 members, including 60 adult leaders and 30 teen leaders. 4-H is a development program designed to enable youth to reach their fullest potential as capable, competent, caring, and contributing citizens. Youth ages 8 through 18 participate in a variety of educational, social and recreational activities in the area of agriculture, family and consumer science, and science and technology.

Service Organizations - The Lions Club is a major supporter of recreation endeavors. Lions Clubs in Perry County are based in Blain, Duncannon, Millerstown, Landisburg, Ickesburg, Liverpool, Marysville, Shermans Dale,

The Watts-Buffalo Community Center is a not-for-profit corporation that provides, plans, promotes, and conducts various civic projects and programs in the interest of the health, education, recreation, and social welfare of the citizens of Watts Township and the Borough of New Buffalo and surrounding towns, cities, townships, and boroughs.

Community Sports - Sports leagues operating in Perry County include:

- Shermans Dale Youth Baseball Association
- Shermans Dale Girls Softball Association

- Perry County Youth Baseball Association
- Greenwood Youth Baseball Association
- Loysville Youth Baseball Association
- Greenwood Newport Midget Football Association
- Susquenita Area Youth Soccer

Scouts - Boy Scout and Girl Scout troops are distributed throughout Perry County. They offer not only recreational activity but also opportunities for community service that often support parks, recreation and trail initiatives.

Perry County Day Camp - The Perry County Day Camp is held at Little Buffalo State Park every summer for two weeks after the fourth of July. It is operated in conjunction with the State Park and the County Extension Service.

School District Overview

Four school districts serve Perry County including West Perry, Susquenita, Newport and Greenwood. While each school district is unique in Perry County, preliminary indications show that they have several things in common.

- They all serve as the hub of community recreation.
- They are the major provider of recreation facilities.
- They devote staff time to recreation in the community.
- Partnerships are great interest to all of the districts.

The Pennsylvania Advocates for Nutrition and Activity

The Pennsylvania Advocates for Nutrition and Activity (PANA) was originally formed to facilitate the implementation of Pennsylvania's Nutrition and Physical Activity Plan to Prevent Obesity and Related Chronic Diseases. PANA works with partners in communities to make it easier to be healthy in the places we live, learn, work and play by changing environments to support healthier eating and physical activity options. PANA operates throughout Pennsylvania's in partnership with the school districts.

Commercial Recreation Providers

Perry County Recreation Association is an outdoor recreation membership based organization. The Association owns an 80-acre site with campgrounds, swimming pool, picnic facilities and other outdoor recreation amenities. A variety of recreational activities are available to the members.

Blue Mountain Outfitters, located in Marysville on the Susquehanna River, provides canoe and kayak equipment, instructions and trips.

Campgrounds in Perry County include Green Valley Campgrounds, Pittman's Riverside Campground and Paradise Stream Family Campground.

Tourism

Perry County is part of the Harrisburg Hershey Regional Visitors Bureau. The Perry County Chamber of Commerce is a very active participant in tourism efforts. The Route 15 ByWay of the Arts is one of Pennsylvania's seven Artisan Trails. It showcases the artistic offerings and studios of artists in Perry County and serves as an important tourism draw. It is funded in part by Pennsylvania's Department of Community and Economic Development and aided by the partnership of the Pennsylvania Council on the Arts and the regional visitor's bureaus, these trails use rural roadways as driving routes to guide visitors on artistic adventures with Pennsylvania's scenic countryside serving as a beautiful backdrop along the way.

The state parks, forests and game lands attract outdoor recreation visitors who come to hunt, fish, and boat.

The number of tourists or their economic impact is not available.

Recreation Analysis – Conclusions, Strengths, Weaknesses, and Opportunities

Outdoor recreation is a hallmark of Perry County. With its scenic mountains, forests, rivers, and streams, Perry County personifies the great outdoors. Hunting, fishing, hiking, boating, nature study, and other outdoor recreation pursuits are readily available here. Outdoor recreation is important for the quality of life and an essential factor in the county's economy.
Strengths:

- Perry County residents highly value the outdoor recreation opportunities in Perry County. Perry County is virtually a "Big Back Yard" in which the 43,000 residents can enjoy hunting, fishing, hiking, road and mountain biking, trail running, camping, picnicking, boating, wildlife watching, enjoying nature, cycling, and winter sports.
- The Commonwealth of Pennsylvania owns and operates state parks, forests, gamelands and fish & boat sites that afford the citizens a range of recreation opportunities. Although Perry County does not have a county park, Little Buffalo State Park actually fills the dual role of a state and county park through the many recreational programs and service offered there.
- Committed citizens and organizations have stepped forward to provide recreation opportunities and facilities throughout the county. Their efforts have resulted in a host of recreation opportunities ranging from scouting and youth sports to actual facility development including swimming pools and ballfields.
- The citizens enjoy the quality of life that the natural scenic beauty and resources bring to Perry County. Residents appear to be content with the tradeoff having to travel out of the County for specialized recreational opportunities such as skating, indoor recreation

facilities, indoor sports facilities, and cultural events in return for living in a peaceful agrarian environment.

Challenges:

- Perry County does not have a parks and recreation department. Based upon Perry County's limited financial and human resources, exploring ways of providing parks and recreation through collaboration, partnerships and public/private ventures will be important.
- The municipalities are small in population and have limited staff and budget. No municipality has sufficient size and resources to offer organized programs and services. The municipalities support and work with community recreation providers to the extent possible. Since the County is primarily rural, municipal recreation is a challenge. The School Districts have the potential to be organizing entities for recreational services at the local level. Close-to-home recreation opportunities are important. Interviews and work sessions revealed that there is a need for close-to-home recreation including facilities and programs.
- Recreation providers operate completely independently. Services, events and activities are fragmented. There is nowhere to go to obtain information about what is available. Word of mouth is the primary means of distributing information about recreational opportunities. Word of mouth is good but usually not enough to serve the community well. The lack of knowledge about the availability of recreation opportunities is a major reason that people do not participate in recreation activities. Collaboration could also help to package individual recreation components in a manner that would create a "critical mass" of recreation.
- Divergent viewpoints exist regarding recreation. Some individuals feel that there are not enough recreational opportunities in Perry County, especially for children. Others feel that retaining a relatively low level of services is important in retaining the rural way of life here. People live here because it is scenic and rural – not because there is a high level of service more customary in metropolitan areas.

Opportunities:

- The recent PADCNR recreation survey will help in the formulation of strategies to improve recreational opportunities for Perry County. According to the results, the citizens are interested in improvement that would enable them to safely cycle, take their dogs to a park, skateboard, target shoot, enjoy the state parks in overnight stays, and places to enjoy nature. A notable finding was that 52 percent of the respondents expressed the desire to see an increase in ice skating rinks. This parallels a similar finding of the public participation process. Residents drive outside the County to use ice skating rinks.
- The nature based recreation opportunities in Perry County could be "branded" as unique to in a way that would raise recognition and awareness of the County as a special place in which to live, work or visit. Using recreation opportunities and Perry County's great

outdoors to promote quality of life as part of the county's economic development planning would foster both goals: recreation and economic development.

- While recreation is vital for people of all ages, it is particularly important for children and youth. Creating opportunities for adults will help to attract business and retaining young people in the community. Family-oriented recreation is also lacking in the area. Creating ways for families to connect through shared recreational experiences will help to strengthen strong family bonds, the foundation of our society.
- The School Districts and the municipalities need assistance in planning and developing close-to-home parks and recreation systems. The school districts could become partners in a countywide effort. The School Districts with their service area configurations make logical organizational units for potential multi-municipal partnerships in recreation.
- The climate of Perry County warrants exploration of how to provide indoor recreation opportunities. While some residents choose to use the Lion's Den in Juniata County or to drive to the Harrisburg area to use specialized indoor recreation facilities, it is important to consider how indoor recreation might be provided closer to home here. Use of school buildings is usually one effective means in rural communities.

Organization and Financing

Providing parks and recreation in rural areas is a challenge. Equally challenging is planning the conservation of open space in an area that is blessed with scenic beauty, forests, farmland, and waterways. As pressure increases in two areas, land conservation and the demand for more parks and recreation opportunities, Perry County and its municipalities are facing important issues of how to achieve the balance of open space preservation with the provision of access to parks, recreation and trails for public enjoyment.

Perry County is at an important point in its history. The present economic downturn has somewhat taken the pressure off the escalating development in Perry County. Using this respite to develop strategies for land conservation and resource protection will benefit Perry County far into the future. Recreation on the other hand, moves ahead with increasing participation in community sports, expanding tourism initiatives and a health care crisis that is establishing recreation as a primary tool in improving public health. By addressing the management of conservation and recreation in a strategic fashion, Perry County can foster a balanced countywide system of conservation, recreation and tourism that will forever protect and enhance the way of life so treasured by the people who live, work, and visit here.

Success in Perry County

- Conservation of 63,000 acres of permanently protected recreation areas
- A national recreation trail
- Three State Parks
- Five public swimming pools
- Rt15 Byway of the Arts
- Community based recreation organizations such as the Millerstown Recreation Committee.
- Three senior centers
- Susquehanna Water Gaps (National Natural Landmark)
- Two major rivers with established water trails
- The Hemlocks Natural Area
- The Box Huckleberry

Management of Open Space, Greenway, and Trail Planning

The Perry County Planning Commission is responsible for county planning. The Commission is charged with serving Perry County and its 30 communities with a professional planning program structured to recognize and support regional and local planning efforts and to manage growth in a coordinated orderly fashion while preserving the natural and cultural features and rural character which create the Perry County lifestyle. This is a very favorable position for open space planning. Since land acquisition is expensive and there is a great deal of undeveloped land in Perry County, most of the gains in land conservation will be achieved through land use planning, subdivision and land use ordinances, and public and private partnerships. The Perry County Planning Commission can assist the municipalities that wish to do so to develop conservation based ordinances. The Tri-County Planning Commission also provides planning assistance to Perry County and contracts with four municipalities in the County to provide their direct planning services.

Perry County can also plan and develop the main corridors of greenways and trails. With the three mega-greenways defined conceptually, the Planning Commission can continue to further define and establish them and where possible provide technical assistance to the municipalities in planning and developing the greenway ‘spokes” that can connect to the main county greenway spine. The county greenway and trail system would serve as the spine to which municipalities and conservation/trail organizations can connect regional and local linkages.
The County could also foster multi-municipal open space planning among the 30 small communities. Since the communities range in size from New Buffalo Borough with a population

of 123 to Carroll Township with 5,095 citizens, it makes sense for the municipalities to join forces in greenway, trail, recreation and conservation planning. The goal should be for the County to provide technical support, assistance in helping the municipalities pursue grants, and perhaps consideration of an open space conservation program sometime in the future when circumstances and opportunities warrant it. The County should not actually do the plans but rather serve in a technical support and "shepherding" role to encourage and support municipalities in working towards sound, practical achievable plans that will be implemented. The county's capacity to do this would depend upon staff time and expertise in open space planning and conservation-oriented ordinances. Determining how to integrate Tri-County Planning into this strategy offers additional potential for expanded support for open space and greenway planning.

Municipal Open Space Planning - The Perry Conservation District works closely with the Central Pennsylvania Conservancy, the area's local land trust, to assist Perry County property holders in preserving and protecting the natural resource values of their properties.

Central Pennsylvania Conservancy's mission is to conserve natural resources and open space for the benefit of current and future generations through the acquisition and protection of land in the Central Pennsylvania region. The primary focus of their efforts is in Perry, Dauphin, and Cumberland Counties, but some projects have been undertaken as far away as Huntingdon and Mifflin Counties.

The Conservation District and the Central Pennsylvania Conservancy have collaborated on projects of major significance such as the Southern Perry County Conservation Plan. Central Pennsylvania Conservancy forged the Partnership to Protect Waggoner's Gap. Waggoner's Gap is one of the last undeveloped gaps in the local region of the Kittatinny Ridge. The Kittatinny Ridge Project is a collaborative effort of local, regional, and state organizations and agencies to focus public attention on the importance of Blue Mountain and the Kittatinny Ridge; and to help foster good stewardship of the Ridge for future generations. It was started in 2001. It is through these efforts that Waggoner's Gap became a priority project. This acquisition will preserve 106 acres which are located between the PA Audubon's Hawk Viewing Area and the Reineman Wildlife Sanctuary.

The Susquehanna Water Gap Coalition, formed January 2007, has set a goal to protect the natural, scenic, and cultural resources of the Susquehanna Water Gaps' ridges, valley lands, and river islands. Coalition members will do this individually and collectively through education, publicity, meeting with decision makers, land-planning workshops, or the use of the legal system.

Countywide Parks and Recreation Planning, Management and Operations

Parks and recreation in Perry County is configured as discrete independent operations at the state, county, regional, and municipal levels of government.

Commonwealth of Pennsylvania - State lands and agencies offer the opportunity for partnerships in outdoor recreation and environmental education. With over 63,000 acres of state outdoor recreation lands, these sites offer the potential for Perry County to partner in the creation of areas for use as county parks. Little Buffalo State Park appears to operate as a hybrid of a state, county and regional park. The potential for this is rooted in the commonwealth's goal of establishing partnerships between state facilities and the communities in which they are located. The Commonwealth has begun a series of conservation initiatives across the state to harness a unified group of private citizens, business, non-profit organizations and public officials working to protect, preserve and enhance important conservation areas and open space. While Perry County is not part of these initiatives, it may be possible to capture some of the success stories to apply here in forming a strong coalition of state, county, local and private conservation partners working in common towards toward implementation of this plan.

- State Parks – Three state parks are located in Perry County including Little Buffalo, Big Spring and Fowler Hollow.

- State Gamelands – The Commonwealth operates 17,378 acres of game lands in two locations. Game lands provide opportunities for hunting and during off-season for hiking.

- State Forests – The Commonwealth manages 41,460 acres of the Tuscarora State Forest in Western Perry County.

- Pennsylvania Department of Conservation and Natural Resources – PADCNR offers grant funding for planning, land acquisition, recreation facility and trail development. A variety of grant programs provide support for municipalities, counties and private non-profit organizations such as land trusts for parks, recreation, greenways, trails and resource conservation. An example of this funding is support for this park, recreation and open space plan. PADCNR could potentially fund other projects and provide technical assistance in these areas.

Perry County - Perry County does not have any parks but could take the lead in establishing a countywide green way and trail system.

Regional Recreation

Blain Borough - Blain Borough has begun to reach out to surrounding communities to discuss collaborating on a park that could serve more than one community.

Municipal Recreation - While none of the municipalities has a parks and recreation system, 19 have public parks. Three municipalities have parks and recreation boards including Carroll Township, Penn Township, and Wheatfield Township. In some communities without parks and recreation boards, citizens have formed committees to provide recreation and park opportunities and facilities including the Millerstown Recreation Committee, Bloomfield-Centre-Carroll Swimming Pool Association, and the Blain Area Park.

School Districts - School districts in rural areas often serve as the primary recreation provider for communities. The four school districts in Perry County all provide for the community use of ball fields, game courts and gymnasiums.

Financing: Investment in Parks and Recreation

Parks and recreation operations in Perry County are largely supported through volunteer efforts, and limited municipal investment. The average per capita investment for municipalities in Pennsylvania is about $32 according to the Pennsylvania Budget and Salary Survey (most recent figures available). According to the Center for Rural Pennsylvania the average annual per capita municipal investment in parks and recreation for rural municipalities with less than 2,500 citizens is $5.95 adjusted for 2009 dollars. For municipalities between 2,500 and 5,000 residents that rate is $7.18. Regional parks and recreation coalitions have been able to pool their limited resources and yield a higher level of parks and recreational opportunities than any one jurisdiction could provide independently.

Conclusions on Operations and Financing

Perry County plays the lead role in planning. Parks and recreation operations in Perry County are typical of small, rural counties. Nevertheless, Perry County has fine examples of going full steam ahead in parks, recreation, and conservation through volunteers, grants and private fundraising. Open space planning in Perry County will become an increasingly important function of county government as development pressures take hold when the economy rebounds. There is no funding program or funds in the budget for open space conservation in Perry County.

Challenges and Opportunities:

- No municipality has a parks, recreation and open space plan. Parks and recreation efforts are mainly in response to pressing community needs and are typically undertaken by volunteers.

- Perry County does not intend to establish a county parks and recreation department at this time.

- State game and park lands and forests operate independently yet offer the potential for partnerships in recreation and conservation. Little Buffalo State park already provides programs and facilities similar to county parks elsewhere. It is integral to public recreation in Perry County.
- The municipalities are too small in terms of population and resources to provide organized recreational opportunities and services. They have limited capacity to plan, acquire, develop, and maintain public parks independently. The parks that are in place were largely unplanned and established in response to pressing public need. Road crews provide maintenance. (Note: This point needs further discussion and verification)

- The schools serve as community hubs. School districts can play a vital role in community recreation and serve as the organizing entity for multiple municipalities within their service area. (Note: This will be expanded upon after school district work sessions)

- Parks and recreation services are fragmented. The County could take a leadership role in bringing key stakeholders together for the purpose of exploring collaboration in parks, recreation and open space planning, operations and management.

- Financial and human resources available for open space, parks recreation, and trails are very limited in Perry County. Private fundraising efforts, grants, gifts and bequests have contributed to important recreation initiatives such as parkland acquisition and swimming pool rehabilitation. Major cost items such a future pool rehabilitation, parkland acquisition and facility development will require substantial investment.

Recommendations

Factors that contributed to successful parks and recreation in small rural communities in Pennsylvania were identified in a research project conducted by Penn State University and reported in the PADCNR publication *Keys to Success Stories in Community Recreation Initiatives*. The keys to success that were identified include the following elements:

- A well-planned strategic vision, clear understanding of existing services and a partnership with leaders of the organizations providing services in place.

- Regional perspective and intergovernmental cooperation.

- Community needs assessment: Citizen input and building awareness.

- Effective civic leaders and “everyday volunteers”.

- Soliciting dollars and leveraging resources.

- Support of recreation through a combination of free (tax supported) and fee-based recreation programming and facilities.

- Effective budget management.

These factors provide solid direction for the further exploration of recommendations and strategies regarding operation and financing of parks recreation greenways and trails in Perry County. This section will be undertaken in the next phase of the planning process.

PERRY COUNTY GREENWAYS, PARKS, RECREATION, AND OPEN SPACE PLAN

FOUNDATION MAP 1 EXISTING RECREATIONAL ASSETS

LOCATION MAP

PENNSYLVANIA

PERRY COUNTY

0 10 20 40 60 80 Miles

LEGEND

Perry County & Municipal Boundaries
Abandoned Railroad
State Forests
State Road
Water Body
Trail
State Gamelands
Historic Districts

Boat Launch

BL1-Liverpool Access	BL2-Montgomery's Ferry	BL3-Clemson Island

Campgrounds

CG1-Pittmans	CG5-River Front	CG9-Horse Valley
CG2-Green Valley	CG6-Lupfers Grove	CG10-Ctr for Spirit. Form.
CG3-Dresslers	CB7-Free Spirit Rec. Ctr.	CB11-Hidden Val. Boy Sc.
CG4-Ferry Boat	CB8-Paradise Stream	CB13-Rices

Covered Bridges

CB1-Books	CB6-Clays	CB11-New Germantown
CB2-Delville	CB7-Enslows	CB12-Red
CB3-Waggoners	CB8-Fleishers	CB13-Rices
CB4-Adairs	CB9-Kochenderfers	CB14-Saville
CB5-Bistlines	CB10-Mount Pleasant	

Historic Sites

HS1-Canal Lock 1	HS5-Fetter House	BL9-Blue Ball Tavern
HS2-Drumgolds	HS6-Green Park Road	HS10-Ludolph Church
HS3-Girty's Notch	HS7-Anspach House	HS11-PC Heritage Assoc.
HS4-Red Bridge	HS8-Canal Lock 2	BL12-Perry Historians

Mountain Gaps (MG) and Water Gaps (WG)

MG1-Mitchell	MG10-Unamed	MG19-The Narrows
MG2-Little	MG11-Crane's	WG1-Upper Juniata
MG3-Winns	MG12-Sterrett's	WG2-Lower Juniata
MG4-2nd Narrows	MG13-Myer's	WG3-Unnamed
MG5-1st Narrows	MG14-Dean's	WG4-Unnamed
MG6-Doubling	MG15-Unamed	WG5-Unnamed
MG7-Berry's	MG16-Miller's	WG6-Unnamed
MG8-McClure's	MG17-Lamb's	WG7-Unnamed
MG9-Long's	MG18-Unamed	WG8-Unnamed

Municipal Parks

MP1-Ickesburg Lions Club (Rt 17)	MP14-Oliver Township
MP2-Ickesburg Lions Club (Rt 74)	MP15-Watts Buffalo Community
MP3-Newport Veterans Memorial	MP16-Bloomfield Lions Club
MP4-Millerstown Community	MP17-Wagner Community
MP5-Duncannon Centennial Field	MP18-Bloomfield Borough Playground
MP6-Noye	MP19-Penn Township
MP7-Midget Field	MP20-Loysville Community
MP8-Liverpool Borough	MP21-Mark E. Henry Memorial
MP9-Heritage Park River Access	MP22-Blain Area
MP10-Howe Township	MP23-Toboyne Sportsman
MP11-Marysville Lions	MP24-Carroll Township (Burn Hill)
MP12-Jim Weaver Nature	MP25-Perry Cty. Recreation Assoc.
MP13-Rye Township Community	

Scenic Overlooks

SO1-SR 074 Scenic Overlook
SO2-Hemlock Road Vista
SO3-Susquehanna Water Gap
SO4-Hawk Mountain Bird Watch

Public Schools

PS1-West Perry HS/MS
PS2-West Perry Elementary
PS3-Blain Elementary
PS4-Newport School District
PS5-Susquenita HS/MS
PS6-Susquenita Elementary
PS7-Carroll Elementary
PS8-Greenwood Elementary
PS9-Greenwood HS/MS

SCALE

0 2 4 8

Miles

1 inch equals 5.22 miles

N W E S

RETTEW
We answer to you.
5031 Richard Lane
Suite #111
Mechanicsburg, Pa. 17055
Office: 717.697.3551 x3326
Fax: 717.697.6953

ysm
19 South Newberry Street
York, PA 17401
phone (717) 812-9959
fax (717) 812-9769

Toole Recreation Planning
6081 Honey Hollow Road
Doylestown, PA 18901
215-794-8939

PERRY COUNTY PENNSYLVANIA

TRI-COUNTY REGIONAL PLANNING COMMISSION
find us on the web @ www.tcrpc-pa.org

PERRY COUNTY CONSERVATION DISTRICT
PO Box 37
25 South Carlisle Street
New Bloomfield, PA 17068
website: www.perrycd.org

PREPARATION DATE: AUGUST 1, 2011
PREPARED BY: TRI-COUNTY REGIONAL PLANNING COMMISSION (TCRPC) & PERRY COUNTY CONSERVATION DISTRICT
SOURCE DATA: PENNDOT, CENSUS 2000, PERRY COUNTY GIS DEPT., PERRY COUNTY CONSERVATION DISTRICT, TCRPC, AND PHMC

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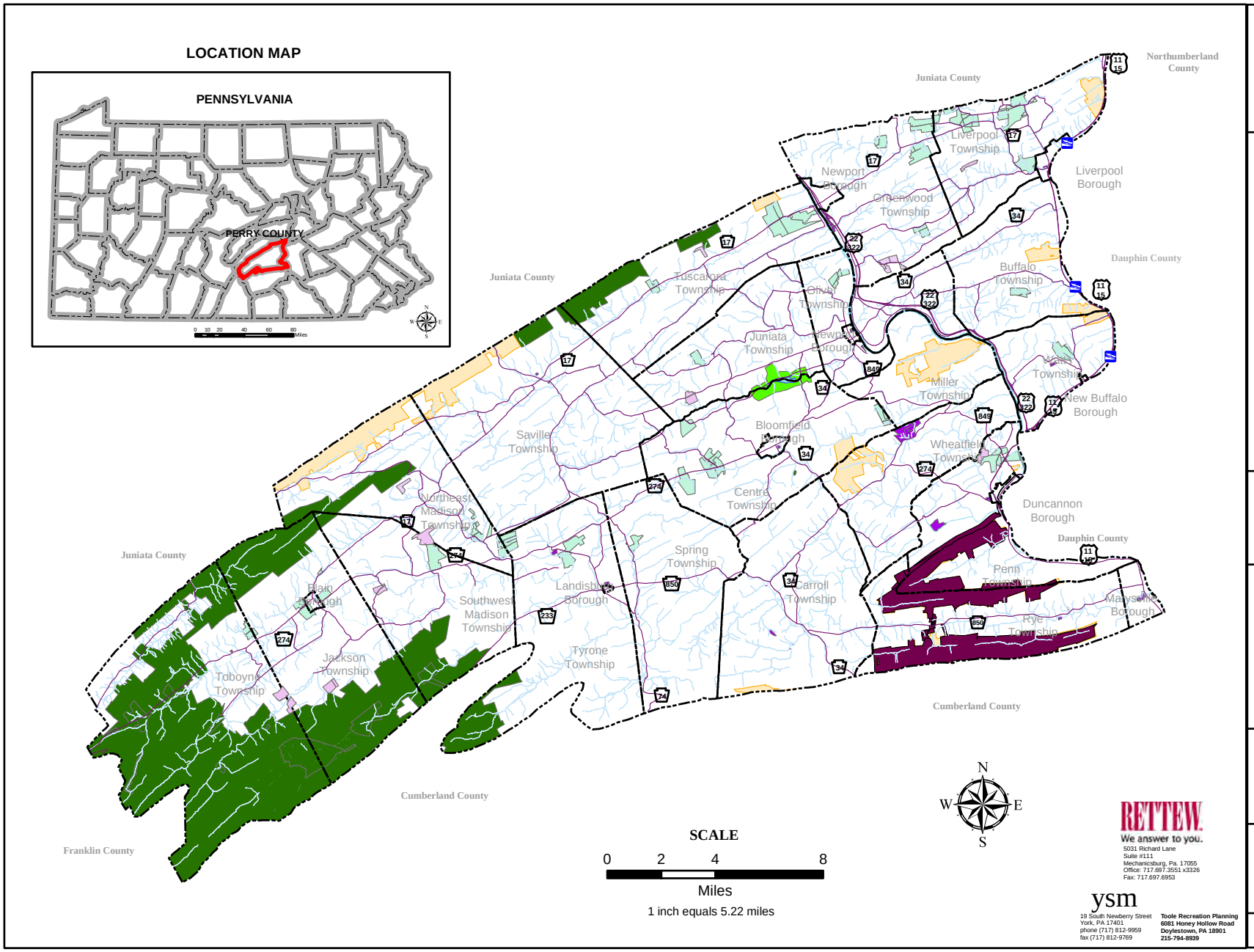
PERRY COUNTY GREENWAYS, PARKS, RECREATION, AND OPEN SPACE PLAN



FOUNDATION MAP 2 PROTECTED LANDS

LEGEND

- Perry County & Municipal Boundary Lines
- Perry County Agricultural Easement (Preserved Farmland)
- Perry County Conservation District Held Easement
- Pennsylvania State Gamelands
- Appalachian Trail (Federal Lands)
- Municipal Park Lands
- Pennsylvania State Forests
- Pennsylvania State Parks
- Pennsylvania Fish & Boat Commission Boat Launch
- State Road
- Water Body

PERRY COUNTY, PENNSYLVANIA

TRI-COUNTY REGIONAL PLANNING COMMISSION

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&

PERRY COUNTY PLANNING COMMISSION

112 Market Street
Harrisburg, PA 17101

or

PO Box 37
25 West Main Street
New Bloomfield, PA 17068

PERRY COUNTY CONSERVATION DISTRICT

PO Box 37
25 South Carlisle Street
New Bloomfield, PA 17068

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REITTEW
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Office: 717.697.3551 x3326
Fax: 717.697.6953

ysm
19 South Newberry Street
York, PA 17401
phone (717) 812-9959
fax (717) 812-9769

Toole Recreation Planning
6081 Honey Hollow Road
Doylestown, PA 18901
215-794-8939

PREPARED DATE: JUNE 21, 2011
PREPARED BY: TRI-COUNTY REGIONAL PLANNING COMMISSION (TCRPC) & PERRY COUNTY CONSERVATION DISTRICT (PCCD)
SOURCE DATA: PENNDOT, CENSUS 2000, PERRY COUNTY GIS DEPARTMENT, APPALACHIAN TRAIL CONSERVANCY, PENNSYLVANIA FISH & BOAT COMMISSION, PENNSYLVANIA GAME COMMISSION, PENNSYLVANIA DEPARTMENT OF CONSERVATION & NATURAL RESOURCES, PCCD, & TCRPC

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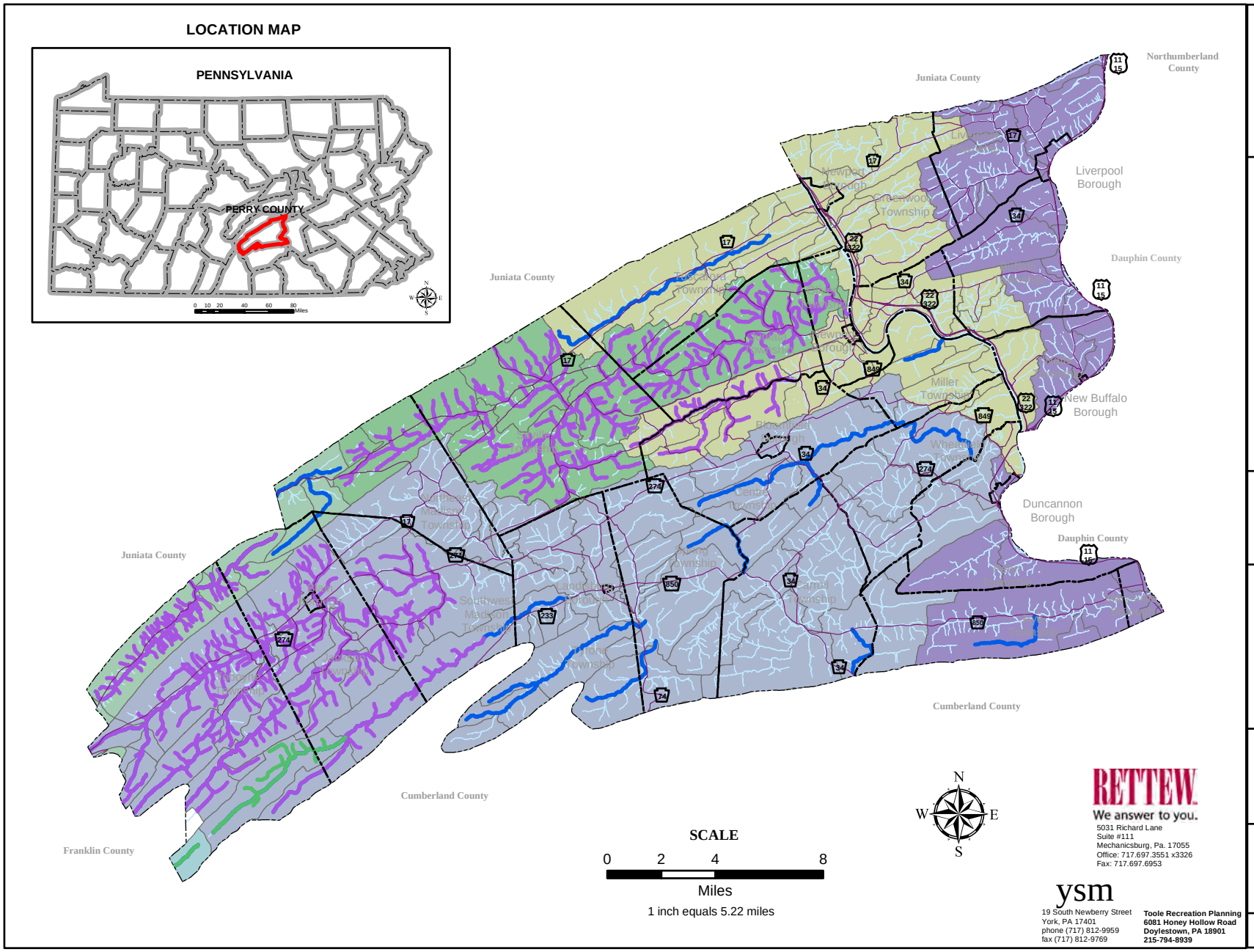

FOUNDATION MAP 3 WATERWAYS WATER QUALITY & WATERSHEDS

LEGEND

- Perry County & Municipal Boundary Lines
- Buffalo Creek Watershed
- Conodoguinit Creek Watershed
- Juniata River Watershed
- Shermans Creek Watershed
- Susquehanna River Watershed
- Tuscarora Creek
- EV
- HQ
- Class A Streams
- Wilderness Trout Streams
- Trout - Natural Reproduction
- Streams with TMDL
- State Road
- Water Body

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Perry County Greenways, Parks, Recreation, and Open Space Plan

The Plan

In 2020, the citizens in Perry County continue to enjoy a way of life rooted in our rural heritage. Open spaces continue to be conserved, and natural resources, agriculture, and recreation are integral to the fabric and character of the County and provide places of respite and beauty. Our natural, recreational, cultural, artistic, and historical assets offer enriching experiences, enjoyment, fun, health and economic benefits for people who live, work, and visit Perry County. Greenways and trails connect people to the land and water and provide corridors for wildlife, transportation and recreation. Residents and visitors are both aware of recreation opportunities and engaged in active healthy lifestyles in the great outdoors. Citizens are stewards of conservation and strong advocates for recreation and continuance of our rural way of life.

The Plan

Purpose of the Plan

Perry County prepared and adopted its first comprehensive plan in 1993, and recently updated that plan in 2007 to serve as a general policy guide for the physical development of the County. The Comprehensive Plan sets the direction for policies related to housing, transportation, community facilities and utilities, and land use, as well as natural resources among other things. Although the plan has a chapter dedicated to natural resources protection and addresses parks and recreation as a part of the community facilities plan element, the Perry County Commissioners recognize the need to develop a plan that specifically focuses on greenways, parks, recreation, and open space, due to the influence that these features have on community and environmental health, as well as their social and economic implications. The *Perry County Greenways, Parks, Recreation, and Open Space Plan* has been developed as a supplement to the Perry County Comprehensive Plan. It is meant to work in concert with the other elements of the County Comprehensive Plan and the Tri-County Regional Growth Management Plan to provide additional direction for the County over the next 10 to 15 years.

This planning effort is due in part to direction from the state. *Pennsylvania Greenways: An Action Plan for Creating Connections* was developed in 2001 and is designed to provide a coordinated and strategic approach to creating connections through the establishment of greenways in the Commonwealth. The plan identifies twelve strategies for implementation; one of those strategies is to promote the development of greenway plans by county and local governments as an integral part of their planning effort. *Pennsylvania Greenways* set a target date of 2007 for all 67 counties in the state to complete and adopt greenway plans. As of September 2010, 35 county greenway plans had been completed as stand-alone plans, or as part of a regional, multi-county initiative. Perry County and 28 other counties are in the process of completing greenway plans in support of this direction from the state.

Definitions

Several terms are used throughout this plan, and as such, it is important that these terms are defined at the forefront of the plan so that the people reading and implementing the plan clearly understand its purpose and intent. To maintain consistency with the PA Department of Conservation and Natural Resources (PADCNR), many of the definitions used in this plan have been adopted from terms presented in *Pennsylvania Greenways* or other PADCNR publications.

- *Green Infrastructure* – Green infrastructure is our nation's natural life support system – an interconnected network of waterways, wetlands, woodlands, wildlife habitats, and other natural areas; greenways, parks, and other conservation lands; working farms, ranches and forests; and wilderness and other open spaces that support native species, maintain natural ecological processes, sustain air and water resources and contribute to the health and quality of life for America's communities and people.[1] The term "green

[1] The Conservation Fund; USDA Forest Service www.Greeninfrastructure.net

infrastructure" is used in this plan to refer to greenways, parks, and open space collectively.

- *Greenways* – Greenways are linear corridors of public and private land that serve as the linkages between specifically identified natural resource-based or manmade features. They can be either land or water based and serve a variety of functions and benefits including recreation, transportation, community revitalization, economic development, natural resource conservation, environmental protection, wildlife habitat and migration and education. These corridors often follow old railways, canals, ridge tops, rivers and stream valleys, and roads, or streets.

- *Parks* – Parks are places; areas of land set aside for public use, maintained for the enjoyment and recreational use of people.

- *Recreation* – Recreation is an activity; the act of participating in experiences that result in achieving and maintaining the balance required for people to live life fully and to realize their full potential.

- *Open Space* – Open areas of land, whether protected or unprotected, public or private in nature, and undeveloped or actively used for farming, forestry, or other horticultural purposes. Open space can include stream valleys, forests and woodlands, wetlands, conservation lands, ridge tops, parks, and fields, among other pieces of the landscape.

Organization

Although this plan has been developed as a component of the Perry County Comprehensive Plan, its specificity warrants a discussion on its organization to provide ease of use and promote effectiveness in implementation.

The *Perry County Greenways, Parks, Recreation, and Open Space Plan* has been organized into three parts, the PLAN, the FOUNDATION, and the ACTION PLAN. The PLAN section encompasses this introduction; a profile of Perry County now, which includes an overview of physical characteristics of the county, pertinent demographic information, a summary of findings from the public outreach initiative, and the identification of community issues related to greenways parks, recreation, and open space. More importantly, the PLAN also provides the direction for the future of greenways, parks, recreation, and open space in Perry County. It contains the mission, vision, goals, and objectives, as well as specific recommendations that will guide the County over the next 10 to 15 years. The ACTION PLAN provides direction for county staff, local officials, and other public/private organizations to ensure successful implementation of the plan. The Action Plan details the top priority recommendations from the Plan and includes information that is pertinent to the task at hand, such as funding resources, key players, and a timeline for completion.

The Plan

The FOUNDATION is the other major component of the plan. Information contained in the FOUNDATION is organized by topical area and provides an analysis of existing resources and current conditions in the county. Each section concludes with an analysis of strengths, challenges, and opportunities as they pertain to the topic at hand. Information contained in the topical sections of the FOUNDATION provides the base upon which the plan is built.

The *Greenways, Parks, Recreation, and Open Space Plan* is meant to be handled. The Action Plan contained herein is designed to effectively communicate the intent of the recommendation and the steps required to implement it. During implementation, the action sheets can be handed out to key stakeholders to build support for the project and to delegate tasks to project partners. As the priority recommendations are implemented, it is recommended that the County review, update, and reprioritize the list of recommendations contained in the Plan, and subsequently develop a new Action Plan for the projects that are deemed most pertinent. This process is meant to aid the County in effectively following through with and completing the projects and actions set forth as part of this Plan.

Benefits of Greenways, Parks, Recreation, and Open Space

Greenways, parks, recreation, and open space provide numerous benefits, functions, and values that address environmental, social, and economic needs – the three foundations of a sustainable community. A green infrastructure system helps to protect, enhance, and restore the natural functions and services of an ecosystem. These "ecosystem services" include cleaning the air, filtering and cooling water, recycling nutrients, regulating climate, capturing and storing excess carbon in the atmosphere, reducing storm and flood damage, and maintaining groundwater aquifers. Socially, greenways, parks, recreation, and open space are appreciated by all county residents, rather than just those residents who enjoy recreating outdoors. Residents employed in farming and timbering rely on the county's soil properties and climate to grow crops and harvest trees; residents in the boroughs of the county rely on green infrastructure to provide clean drinking water, fresh air, and places to recreate. Greenways, parks, recreation, and open space also serve as economic drivers. The woodlands, waterways, and fields in the county produce marketable goods; greenways, trails, and watercourses that link cultural and historical resources provide an incubator for tourism development.

Benefits of greenways, parks, recreation, and open space include, but are not limited to the following:

Environmental Benefits

- Preserve natural resources and sensitive natural habitats including floodplains, steep slopes, wetlands, ridge tops, and woodlands.
- Recharge and protect the quality of ground and surface waters.
- Provide natural stormwater management services, including flood protection and reduction, erosion control, and pollution reduction.

- Reduce energy use and captures carbon dioxide, thus helping to counteract global climate change.
- Conserve native communities and provide habitat for plant and animal species of concern.
- Promote plant and animal species diversity.
- Provide corridors for wildlife migration.
- Improve air quality.
- Connect landscapes.
- Store and convey floodwaters.

Social Benefits / Community Health Benefits

- Cleanse the air we breathe and the water we drink.
- Promote outdoor recreation and exercise through activities such as walking, biking, horseback riding, and paddling, which contribute to an enhanced quality of life, and improved mental and physical health.
- Connect people to nature and bring people into contact with nature, providing important psychological benefits.
- Provide access to historic and cultural features in the community.
- Help to preserve the character of the landscape.
- Public community gathering places improve the connectedness and vitality of the community.
- Provide opportunities for non-motorized transportation through safe alternative transportation routes for bicyclists and pedestrians, reducing dependency on the automobile.
- Provide connections between parks, protected lands, and community destinations.
- Introduce and provide a venue for interpretive and environmental education.

Economic Benefits

- Increase property values.
- Increase economic activity and business development and expansion related to recreation, greenways, and trails.
- Conserve resources that support the economy including hunting, fishing, paddling and other forms of outdoor recreation; tourism; and rural land uses such as agriculture, forestry, and resource extraction.
- Create tourism destinations that will foster the growth of hospitality industry businesses and generate expenditures on food, services, and lodging.
- Reduce costs associated with engineered systems such as stormwater and wastewater systems.
- Stream buffers can reduce damage and financial losses from flood damages by reducing flooding.

Profile of Perry County Now

Overview of Physical Characteristics of Perry County

Perry County is located in Central Pennsylvania, northwest of the City of Harrisburg. Two prominent rivers flow through the County; the Susquehanna River forms much of the County's eastern boundary, and the Juniata River flows through the northeastern part of the county, joining the Susquehanna River in Penn Township, just north of Duncannon Borough. These two rivers, as well as the significant natural relief in the County have historically influenced development patterns. The southern border of the County follows Blue Mountain and the northern border follows Tuscarora Mountain and Lock Ridge. Several other mountains and ridges that are part of the Appalachian Mountain chain are located in the County between Blue Mountain and Tuscarora Mountain. The low population density is generally dispersed throughout the valleys and along the rivers' edges. The City of Harrisburg, a regional employment destination, transportation hub, and center for cultural activity has also affected development patterns in Perry County, as population densities in the townships tend to decrease as you travel away from the southeast corner of the County. Blue Mountain and the Susquehanna River have acted as physical barriers that have halted the spread of the higher densities and urban style development from Harrisburg, resulting in much of the County remaining rural in nature. In addition to their influences on human development patterns, these significant natural resources also create a habitat for diverse plant and animal life, provide valued open space, and lay the groundwork for a network of greenways and trails.

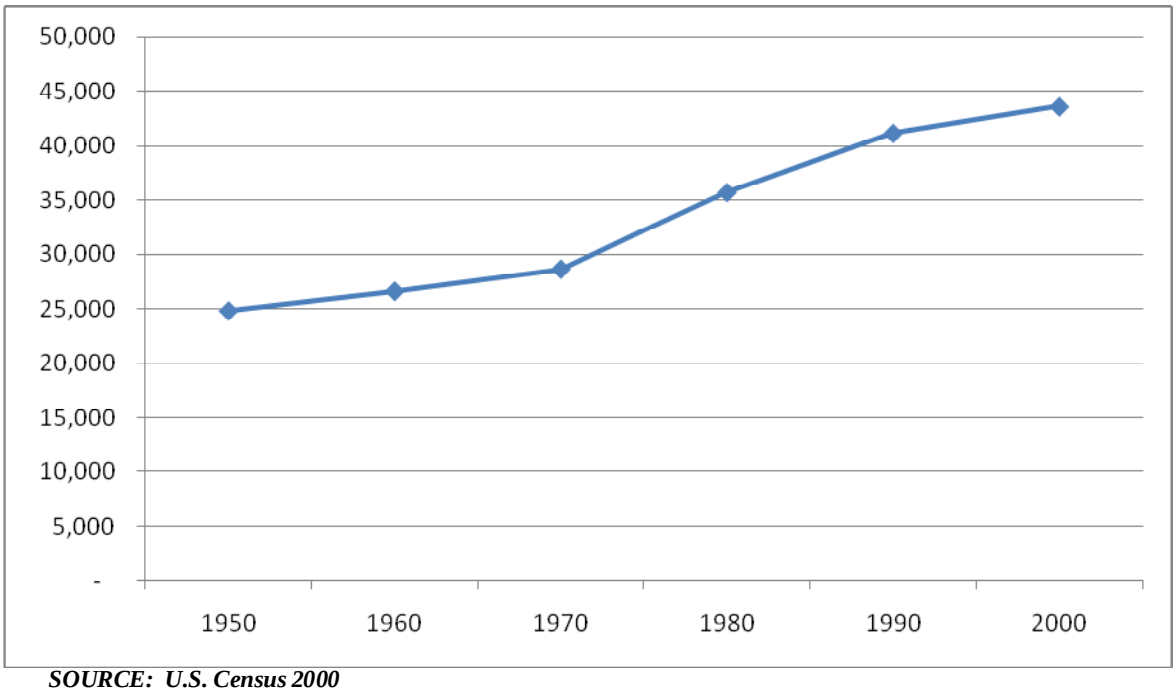
U.S. 11/15, which follows the Susquehanna River, and U.S. 22/322, which follows the Juniata River, are the most prominent transportation corridors in the County and carry the highest volumes of motorized traffic. U.S. 11/15 connects motorists with Gettysburg and points south, Carlisle and points west, and Wilkes-Barre and Williamsport to the east and north. U.S. 22/322 connects the region to Harrisburg and Hershey to the south and east, and State College to the north and west. Several state routes in the County provide east-west connections and primary north-south connections in the western part of the county. These include SR 34, SR 850, SR 74, SR 274, and SR 17. In many places, development has concentrated along these routes.

Summary of Demographics and Implications

Perry County underwent its initial settlement phase in the early 1800s. Many of the earliest settlers were farmers, who recognized that the valleys of the County contained fertile soils that are beneficial to agriculture. The County lost population between 1880 and 1930, which was possibly a result of urbanizing industrial areas draining rural areas as factories sought a viable workforce. Employment opportunities were more readily available in the expanding urban areas, and farming was becoming less labor intensive as a result of the new farm implements developed during the industrial revolution. Between 1930 and 1970, the growth rate of the County stabilized with a small but consistent upward trend. The decade from 1970 to 1980 produced a population explosion of 24.8 percent. Growth continued through 2000, but at a slower rate.

Perry County's year 2000 population of 43,602 is relatively small considering that it is distributed among 30 municipalities. The average population of a community in Perry County is 1,500 with a range of 123 to 5,085. Perry County's population is smaller than many municipalities in the state. For example Harrisburg has a population of 48,950. The residents like the small population size and would prefer that the County remain rural. **Chart 2-1** graphically shows the population growth of Perry County.

CHART 2-1
POPULATION OF PERRY COUNTY, 1950-2000



SOURCE: U.S. Census 2000

When looking at population trends occurring in individual municipalities within the County, all of the boroughs, with the exception of Bloomfield Borough, Liverpool Borough, and Millerstown Borough, experienced decreases in population between 1970 and 2000. All of the townships in the County experienced increases in population during this same time period. Carroll Township and Wheatfield Township experienced the greatest increases in population and also have the most people. Population projections adopted in 2007 as a part of the *Perry County Comprehensive Plan* show that all of the municipalities are expected to increase their population between 2000 and 2020. These trends are important to consider in conjunction with the local availability of trails, parks, recreational opportunities, and open space.

Although the population in the County increased by only 5.9% between 1990 and 2000, the number of housing units in the County increased by 11% during this same time period, with the greatest amount of housing growth occurring in the townships. This is reflective of decreasing household size and a shift in population from the boroughs of the County to the townships. The

future land use plan supports development in and around the County's boroughs where necessary infrastructure exists or can be easily extended. Recreational resources are one component of a community that enhances the quality of life for residents; encouraging community greening and the rehabilitation of parks and public spaces in urban environments can make these places more attractive and encourage reinvestment in the older urban centers of the County. **Table 2-1** shows the municipal population trends from 1970-2000.

Increased development also threatens open space in Perry County. Between 2001 and 2010, an average of 1,787 acres of land was included in plans for residential subdivisions.

TABLE 2-1
MUNICIPAL POPULATION TRENDS, 1970-2000

Municipality	1970	1980	% Change 1970-1980	1990	% Change 1980-1990	2000	% Change 1990-2000	Total Change, 1970-2000	% Change 1970-2000
BOROUGHS									
Blain Borough	287	274	-4.53	266	-7.32	252	-5.26	-35	-12.20
Bloomfield Borough	1,032	1,109	7.46	1,092	5.81	1,077	-1.37	45	4.36
Duncannon Borough	1,739	1,645	-5.41	1,450	-16.62	1,508	4.00	-231	-13.28
Landisburg Borough	269	227	-15.61	178	-33.83	195	9.55	-74	-27.51
Liverpool Borough	847	809	-4.49	934	10.27	876	-6.21	29	3.42
Marysville Borough	2,328	2,452	5.33	2,425	4.17	2,306	-4.91	-22	-0.95
Millerstown Borough	612	550	-10.13	646	5.56	679	5.11	67	10.95
New Buffalo Borough	150	156	4.00	145	-3.33	123	-15.17	-27	-18.00
Newport Borough	1,747	1,600	-8.41	1,568	-10.25	1,506	-3.95	-241	-13.80
TOWNSHIPS									
Buffalo Township	599	902	50.58	1,080	80.30	1,128	4.44	529	88.31
Carroll Township	1,904	3,173	66.65	4,597	141.44	5,095	10.83	3,191	167.59
Centre Township	1,109	1,663	49.95	1,974	78.00	2,209	11.90	1,100	99.19
Greenwood Township	747	947	26.77	943	26.24	1,010	7.10	263	35.21
Howe Township	397	460	15.87	459	15.62	493	7.41	96	24.18
Jackson Township	413	437	5.81	489	18.40	525	7.36	112	27.12
Juniata Township	800	1,046	30.75	1,278	59.75	1,359	6.34	559	69.88
Liverpool Township	553	781	41.0	915	17.0	966	6.00	413	75.00
Miller Township	458	660	44.10	894	95.20	953	6.60	495	108.08

Municipality	1970	1980	% Change 1970-1980	1990	% Change 1980-1990	2000	% Change 1990-2000	Total Change, 1970-2000	% Change 1970-2000
Northeast Madison Township	419	564	34.61	674	60.86	856	27.00	437	104.30
Oliver Township	1,557	1,749	12.33	2,039	30.96	2,061	1.08	504	32.37
Penn Township	2,269	2,841	25.21	3,283	44.69	3,031	-7.68	762	33.58
Rye Township	1,316	1,642	24.77	2,136	62.31	2,327	8.94	1,011	76.82
Saville Township	1,200	1,622	35.17	1,818	51.50	2,204	21.23	1,004	83.67
Southwest Madison Township	537	658	22.53	745	38.73	856	14.90	319	59.40
Spring Township	1,070	1,537	43.64	1,665	55.61	2,021	21.38	951	88.88
Toboyne Township	292	402	37.67	455	55.82	494	8.57	202	69.18
Tuscarora Township	624	884	41.67	1,034	65.71	1,122	8.51	498	79.81
Tyrone Township	1,430	1,590	11.19	1,741	21.75	1,863	7.01	433	30.28
Watts Township	613	962	56.93	1,152	87.93	1,196	3.82	583	95.11
Wheatfield Township	1,297	2,376	83.19	3,097	138.78	3,329	7.49	2,032	156.67
PERRY COUNTY	**28,615**	**35,718**	**24.82**	**41,172**	**43.88**	**43,602**	**5.90**	**14,987**	**52.37**

SOURCE: U.S. Census, 1970-2000

As in many areas of Pennsylvania, the population of Perry County is aging. Between 1990 and 2000, the total number of people in each age group containing people under the age of 45 decreased or stayed the same in relative proportion, and each age group containing people over the age of 45 increased in relative proportion (with the exception of the 60-64 age group that decreased in relative percentage from 4.3% to 4.1%). The implications of this trend are that it will be necessary for Perry County to provide parks and recreational opportunities that are geared toward all segments of the population, keeping in mind that the population is aging and that recreation is not only for children and young people. Focusing attention on greenways and trails, as well as passive recreational opportunities such as walking paths, opportunities for interpretive education, fishing, and areas for bird and wildlife watching, will ensure that resources are available to meet the needs of residents of all ages.

Employment opportunities in Perry County are limited and many residents travel to Harrisburg for employment. Recently, the County has undertaken several initiatives to increase its economic prosperity, including greater involvement of the Perry County Economic Development Authority, creation of the Perry County Economic Development Corporation, and the Business Campus One site in Penn Township. The Perry County Chamber of Commerce will also play an important role in increasing the county's economic prosperity. Perry County's rich heritage, agricultural resources, and three state parks present opportunities to increase tourism and heritage tourism, which can in turn spur the development of hospitality businesses and products

geared toward the outdoor enthusiast, thus helping to generate spending in the county and boost the local economy.

Public Input Process and Findings

The foundation of this plan is the input received through an extensive public outreach process, which included conducting 50 key person interviews, multiple committee meetings, and three public participation meetings. The input from the key person interviews and public participation meetings is discussed below.

Key Person Interviews

As part of the planning process, 50 individuals were interviewed to seek additional insight on greenways, parks, recreation, and open space in the county. These people are considered stakeholders and are intimately involved with or have extensive knowledge of greenways, parks, recreation, and open space in Perry County.

Feedback received included:

Water Resources

1. Watersheds are in good shape and there is a good supply of groundwater.
2. Source water protection is needed.
3. Great network of streams that can form the foundation of greenways.
4. Stream buffering is needed.
5. Improve public accessibility to creeks, streams, and rivers.

Land Resources

1. Incredible tracts of forest land.
2. Great deal of raw land available (rolling hills).
3. Too many lots are being used for single family homes.
4. Overall disrespect for land by county residents and visitors.
5. Keep development in the eastern end of the county.
6. Improve accessibility to public lands and mountains.

Conservation

1. Residents have a good ethic for land conservation, and a true passion for their land.
2. The County has large amounts of state preserved lands.
3. Develop program/process to encourage landowners to preserve their land.
4. Agricultural runoff is a problem.

Regulatory

1. Municipalities need to develop better ordinance to protect/manage the remaining undeveloped land.
2. Sloppy construction is occurring in the county.
3. Overall lack of zoning laws is a problem.
4. Development is adversely impacting natural resources.
5. Guide growth to areas that can support it.
6. Mandatory dedication ordinances are not in place in most municipalities to support the acquisition and development of parkland as new development occurs.

Funding

1. Municipalities need to be proactive with projects.
2. The state/county must continue to fund the conservation easement program.
3. Community recreation organizations are struggling with facility operations, as there is little public investment.
4. Mandatory dedication of parkland ordinances could be of benefit in Perry County as not many are in place.

People

1. Have to develop a common pursuit to rally people around such as water pollution.
2. Need implementation champions.
3. Youth involvement in environmental awareness.
4. Educate residents about their common roots in historical heritage and connections to agricultural ways of life.
5. Partnerships appear to be both attractive as well as of concern. Regional recreation could be explored within the reality that local governments are the policy making center of public service.

Parks

1. Little Buffalo State Park is a regional destination point. Public perception is that the park serves primarily visitors from outside the area.
2. Mindset that there is no immediate need for recreation.
3. Community organizations are important partners in the provision of local parkland.
4. Financing for park acquisition and development is a challenge.
5. Vandalism is a concern at many park sites.
6. Existing facilities such as swimming pools are aging and either need or will need cyclic repairs and revitalization. A stable source of funding is required to maintain the pools.
7. Most parks have not been planned and have evolved over time in response to pressing community needs such as need for sports facilities.
8. There is no county park system in place in Perry County.

9. Some fine examples of citizens organizing to ensure community recreation facilities and services are in place in Perry County.

Recreation

1. Horseback riding is popular with both residents and visitors to Perry County and the State Forest land offers extensive riding trails.
2. Traditional youth sports (baseball, softball, soccer) are growing in the County and additional fields are needed.
3. Membership-based Sportsman's Clubs are located throughout the County.
4. Six community swimming pools serve local residents plus the pool complex at Little Buffalo State Park draws users from the region.
5. Mindset that there is no immediate need for recreation among those who are not directly involved with recreation.
6. Organized recreation services are rooted in volunteers, sports, youth, and summer.
7. Community festivals operated by community organizations are valued here.
8. Use of the great outdoors for hunting, fishing, boating, hiking and so on is very important in Perry County.
9. Residents drive to surrounding counties for participation in specialized recreation such as skating, swimming, indoor sports leagues and winter recreation and fitness. There are no indoor recreation facilities in Perry County. The Lion's Den in Juniata County and Twin Ponds in Dauphin and Cumberland Counties represents the closest type of community recreation centers. PA EXTREME, formed in May of 2006, is a competitive all-star cheer leading program located at 407 Juniata Parkway in the Millerstown area. In addition to offering cheer leading programs, the facility can be rented for other events.

Tourism

1. There appears to be consensus that tourism would be important to economic development in Perry County. Public opinion appears to be split between the desire to maintain the quiet rural nature of the county without attracting more people and traffic versus the recognition that the county could benefit from tourism.
2. Major tourism efforts are underway including the Route 15 Corridor of the Arts. It is just a fledging initiative that could grow over time.
3. Tourism appears to be focused on Dauphin County. Perry County appears to be viewed as "the backyard" of the Harrisburg area, not necessarily a bad thing: regionally people recognize that Perry County is a beautiful scenic area worthy of conservation and responsible public use and strategic planned growth to prevent the sprawl common elsewhere in the region.

Community Issues Related to Greenways, Parks, Recreation, and Open Space

In addition to the key person interviews, six public participation meetings were conducted as part of this plan. The first was on February 18, 2010 in the Perry Northeast Plan Area, the second was conducted on March 4, 2010 in the Perry West Plan Area, and the final meeting was conducted on March 11, 2010 in the Perry Southeast Plan area. In June of 2011 three additional public participation meetings were conducted to present the Plan recommendations to the public and achieve public by-in of the project. The meetings were held at the same locations as previously and feedback on the Plan was extremely positive. Residents who attended the meetings all expressed support of the Plan and were interested in championing the recommendations forward.

The input received from the first three meetings can be found in **Appendix I** of this Plan. The following represent key findings and common themes discussed at those meetings:

Perry Northeast – Oliver Township

Key Findings:

- Community Pools are important.
- Millerstown - 40 acre park on east side of Juniata River - hope to get a trail down to Newport on the east bank. Going to be building a bridge across the Cocolamus Creek.
- Playground in Newport is in bad shape - but partnerships lined up for donations/contributions. Approximately $250,000-$300,000 cost to renovate.
- There is a church group looking at putting in a skate park outside of Millerstown.
- Open spaces used for a variety of passive recreation opportunities.
- People from Maryland come to Perry County to ride horses. A connection between Marysville and Blain would make a nice trip.
- A lot of people have gardens, but we don't have a community garden - people might be interested in it. Would get people involved with being outside, agriculture, and exercise. Good with the "local foods" movement and the economy. FFA has a grant to do a community garden at the Perry County Fairgrounds this summer.
- Bicycling / Bicycle trails could develop in some of the less busy areas. There are clubs and groups, and a route for the Newport Library that traverses the county. Purpose is to raise money for the library.
- The two big rivers are such an asset - why aren't they used more? Need to focus on water safety and recreation.
- Preserve Open Space.
- Viable young farmers – Support farming.
- Guide development where there is infrastructure. Implement the County Comprehensive Plan.
- Better recognition of Historic Resources.

Perry West – PADCNR Building

Key Findings:

- Opportunity for rail trail in region.
- Dark sky – Important to this area.
- Perry County is a destination for equestrian activities. Need organized equestrian clubs.
- Bridge improvement projects should include parking areas for access to streams.
- Better recognition of Historic Resources.
- Source Watershed Protection.
- Recreation – Snowmobile Trails, Hiking, Fishing, etc… (Promote and develop).
- Need public shooting range.
- Opportunity to develop mountain bike trail with DCNR.
- Prepare a bike plan that will identify which roads should have shoulders.
- Relocate Tuscarora Trail from Route 34 in Carroll Township.
- Develop an indoor recreational facility such as the Lion's Den in Juniata County.
- Must include recreation opportunities for individuals with special needs.
- Must have a collaborative approach to recreation.
- Must have motorized and non-motorized trails.
- Intra-County trail from Marysville to Blain area.
- Focus on preserving blocks of land just not individual parcels.
- Large Amish influence in region.

Perry Southeast – Penn Township

Key Findings:

- Apple Tree Alley in Duncannon Borough could be an off-road trail for Appalachian Trail hikers.
- Land Dedication/Fee-in-Lieu of Ordinance and other regulatory requirements are important in this area of the county.
- Accesses to the Susquehanna River - Marysville and Duncannon Boroughs have access through the arches. Penn Township has access issues.
- Preservation of the remaining portions of the Sherman's Valley Railroad – Potential rail trail.
- Develop a trail system in Wagoner's Park in Wheatfield Township.
- Better recognition of Historic Resources.
- Access to Shermans Creek – River Trail/Greenway.
- Trail is needed between the Rye Township Community Park and Marysville Borough.

- Collaboration with existing recreation organizations – Perry County Recreation Association.
- High demand for community pools.
- Need a map identifying access points to the creeks, rivers, and other recreational lands.
- Open space preservation.
- Encourage Tourism.
- A community garden is in operation at Mutzabaugh's market in Penn Township.

Common Themes from the Public Participation Meetings

- Great water resources – How to promote, protect, access, and encourage use of these resources.
- Community pools play an important role in the county.
- School Districts have an important role in providing facilities for recreation.
- Equestrian activities are growing in the county. Must nurture this growing industry.
- Need an intra-county trail that offers a variety of experiences – Rail Trail or Shermans Creek.
- Need more overnight accommodations.
- Vandalism of park land and equipment is an issue.
- Lack of Funding for projects.
- Property being "posted" by new residents from out of the county.
- Collaboration between public and private recreation providers.
- Preserve Open Space.
- Shermans Creek is an important/underutilized recreation resource in the county.
- Historic Preservation.
- Tourism.
- Must plan for roadway improvements to accommodate bikers.
- Regulatory Tools – Local Park and Recreation Plans, Zoning and Subdivision and Land Development Ordinances.

Project Blueprint

The project Blueprint represents the "How To" part of establishing a coordinated county-wide greenways, parks, recreation, and open space network in Perry County. The shape and form of the Plan has been developed from input from the public with refinements from the steering committee and county staff. It begins by identifying county values which represent the heart and soul of Perry County, and what it should look like in the future. They are also instrumental in developing the Mission and Vision Statements, and ultimately the Project Blueprint.

Plan Values

1. Retain and Promote the County's Scenic Beauty.
2. Retain the Rural Character of the County.
3. Increase Outdoor Recreation Opportunities.
4. Increase Family-Oriented Activities.
5. Respect of Private Property Rights.
6. Promote Public, Private, and Community Organization Partnerships.
7. Retain our Heritage, Celebrate our History, and Promote Restoration.
8. Protect the County's Natural Resources.
9. Promote Community Involvement.
10. Celebrate, Support, and Encourage Volunteerism.

Perry County: A Haven of Rural Tranquility

From the fertile agricultural valley in western Perry County to the Susquehanna River, Perry County contains exceptional agricultural soils, water quality, acres upon acres of verdant forests, four-season scenic beauty, abundant wildlife, high quality of life among its small towns and remote communities, including premiere outdoor recreation on state, local and private lands and public waterways and a vibrant arts and cultural heritage in its charming villages and towns.

Located between Harrisburg and State College in a setting defined by its mountains, rivers and streams, Perry County is a haven of peaceful scenic beauty and rural neighborliness. For decades, Perry County was one of only two counties in Pennsylvania without a permanent traffic light. However, as development slowly crept into Perry County over the years the need to safely move vehicles along the County's busy roadways required the installation of a traffic light in Marysville Borough on Route 11/15. The traffic light signals more than when to stop and go. It also serves as a reminder that the way of life in Perry County is slowly yet inescapably changing. The current recession is providing Perry County with the time necessary to plan and position the county and local government to meet the challenges of future development that will return when the economy resurges in the future.

The Perry County Way of Life

The people of Perry County treasure living "off the beaten path". They prefer having the tranquility of nature and the rural communities to the hustle and bustle associated with conveniences like shopping malls and employment centers. When faced with the choice of having amenities nearby vs. driving into the Harrisburg area, most residents would choose the drive. With nearly nine out of ten residents living in Perry County for over 15 years, the residents are strongly rooted in tradition. A major part of that tradition is centered on a way of life that incorporates the enjoyment of the great outdoors. In other areas where hunting and fishing are an event to be planned and scheduled, people experience such outdoor recreation as part of their

everyday life. To the present day, school staff reports students engaging in outdoor recreational activities before and after school. Families report three and four generations getting together for outdoor pursuits such as annual hunting events.

Conservation First

Overwhelmingly, the public participation process found that conservation of natural resources and the scenic beauty of Perry County ranked first in priority in the development of this parks, recreation, greenway and open space plan.

Long ago, the Commonwealth of Pennsylvania recognized the importance of the natural resources of Perry County and assembled 67,000 acres of land forever preserved as state parks, game lands and forests. This land occupies about twenty percent of Perry County and is available for recreational use year round. Many of the best hunting grounds, finest fishing streams and grandest views in the state are found in Perry County. One of the rarest and most beautiful of resources is found here: bright starry skies at night. Unparalleled views of the stars on a dark night are among the most threatened and fragile of natural features. Development and lights can forever diminish the stark beauty of Perry County's star-filled skies.

The conservation of important natural resources and their availability for public access and responsible recreational use is of the utmost importance for this plan. Land conservation is best accomplished through sound planning at the state, county, regional and local levels of government and implemented through a variety of methods that includes acquisition, partnerships, easements, transfers of development rights and other methods.

Connections are Vital

Once again the Commonwealth recognized the value of Perry County in connections, conservation and heritage preservation by establishing three mega greenways that traverse Perry County and connect to the larger region beyond. These greenways are the Susquehanna Greenway, the Mainline Canal Greenway, and the Kittatinny Ridge (Blue Mountain) Greenway. The Appalachian Trail also crosses Perry County. These include both land and water trails that conserve natural and cultural features distinctive to Perry County. With miles of trails, outdoor enthusiasts find endless opportunities for hiking, cross-country skiing, mountain biking, horseback riding, snowmobiling and ATV riding in Perry County. In a public opinion survey conducted by the Pennsylvania Department of Conservation and Natural Resources, four out of five respondents from the area that included Perry County agreed that greenways and trails increase property values and that more should be built. Greenway and trail connections provide corridors for wildlife, non-motorized transportation and access for the top recreational activities in Perry County: walking and cycling.

Recreation Next: Active Healthy Living

In addition to the three state parks, game lands and forests, Perry County has 26 municipal or quasi-public parks and recreation facilities with 621 acres that are close to home. Facilities include ball fields, game courts, outdoor swimming pools, picnic areas, paths, and playgrounds. For recreational pursuits that require specialized facilities such as skating rinks, fitness centers, indoor swimming pools, gymnastics and sports training facilities, the residents travel to the Harrisburg area, Juniata County, and even State College. More parkland and recreation facilities in communities are needed to serve increasing participation in sports as well as to engage people in lifelong active healthy living. Research shows that the closer parks are to where people live and the more facilities that are in the parks, the more often people use them to enjoy active healthy living.

While there is a sense of active engagement in the outdoors here, computers, videos, smart phones, and social media are diverting people of all ages, but particularly children and youth, toward passive lifestyles. The alarming statistics on lack of physical activity leading to disease and premature death are creeping in here. Obesity among children and youth is higher than the state average. Recreation is a powerful tool in combating a sedentary way of life and in establishing lifelong habits of active healthy living. Overall, Perry County is ranked 39th in healthy living among Pennsylvania's 67 counties.

Recreation is an essential public service. It provides the means to address major social problems such as the obesity epidemic, the increasing isolation of society, and the need for a sense of community. Parks and other recreation opportunities that are "close to home" for all citizens are a top concern expressed among community leaders and citizens. Eighteen of the thirty municipalities have at least one municipal park. Most of the parks are small and a challenge to maintain by the local municipalities. Public schools could be the hub of close-to-home recreation by providing both facilities and services, but interviews with the school districts found that they are stretched thin, making facilities available as they can accommodate. They do not have enough land, recreation facilities, or staff to meet public recreation needs, nor do they view recreation as a primary mission.

Beyond Fun and Games: Economic Value of Recreation and Conservation

Study after study shows that people value living next to parks and protected forestlands. Studies show that where open space is limited, land values adjacent to permanently protected lands are higher, and in some cases up to 35% more. Higher land values, in turn, translate into higher property taxes for the municipality.

A 2010 study by Penn State University found that visitors to Little Buffalo State Park contributed $551,300 to the local economy through their spending associated with their visits to the park. About 81 jobs are associated with Little Buffalo State Park.

Data from this study showed a return of investment of $9.63 for every taxpayer dollar invested into a state park. Outdoor recreation is an important part of Pennsylvania's tradition, with 3.947 million wildlife watchers and 1.520 million anglers and hunters. Tourism is Pennsylvania's second most economically significant industry sector, following agriculture. In 2006, spending associated with wildlife watching in Pennsylvania amounted to $1.4 billion in retail sales, over $2.6 billion for lodging, transportation, equipment and supplies, and generated $880 million in salaries, wages and business owners' income. State parks and forests are key items in most visitor and convention bureau publications as major attractions. In the 1999 Pennsylvania Outdoor Travelers Profile and Activities Analysis, it was found that about one in five of Pennsylvania's leisure tourists travel for the primary purpose of outdoor recreation, and that outdoor recreation was the fastest growing segment of tourism. Direct expenditures for outdoor recreation are about 33% of Pennsylvania's leisure travel spending.

Attracting Business and Jobs

People desire to live in communities with outdoor recreation amenities. Workers are making job choices based on quality of life factors, and studies show that people rank parks, recreation, and open space amenities as the most important quality-of-life factors. Even retirees are showing that available recreation opportunities are a primary factor in their choice of retirement location.

Act Now, Act in Partnership

Perry County Commissioners have demonstrated their commitment to planning through the development of the County Comprehensive Plan and this Parks, Recreation Greenway and Open Space Plan. They have engaged the Tri-County Regional Planning Commission staff to work on these and other planning projects. The Planners provide countywide planning services through the review of local development plans, participation in regional planning initiatives, and long range planning for the wide array of planning components from land use and transportation to infrastructure and natural and historic resources. However, this is an excessive workload for only a limited number of hours that equate to only about a half-time planner when the extent of open space and quality of resources is at stake.

No municipality has a community planner or a parks and recreation professional on staff. As development pressures resurge when the economy rebounds municipalities are likely to look increasingly to Perry County for planning assistance, creating an even larger workload for the small operation. The participation of the municipalities in open space, parks and recreation planning is essential based upon how government works in Pennsylvania. The municipalities have the real power, enforcement and leveraging tools regarding the location, character and timing of development. It is evident that while the County would like to support and encourage those efforts, the County Government operates with austere finances that limit the resources available for staffing.

The text box shows the factors that are needed for developing successful greenways, the heart of this plan[2]. It is essential for Perry County to continue its commitment to planning by providing adequate resources for supporting the critical workload of implementing the recent county plans over the next ten years.

Perry County alone cannot accomplish all that needs to be done. Partnerships are essential. There is already a force of conservation organizations, land trusts, trail enthusiasts and outdoor recreation devotees with a common interest in sustaining Perry County's tremendous resources as well as in providing close-to-home recreation opportunities. Harnessing these interests into productive partnerships, to work strategically and collaboratively on priority actions, could have a significant impact.

Factors of Successful Greenways

The following factors have been found to be essential components of successful greenway planning efforts. Perry County and its partners can use these factors in organizing for the implementation of the Parks, recreation Greenways and Open Space Plan.

1. Broad based collaboration with diverse stakeholders.
2. Clear multi-faceted goals that attract a wide constituency.
3. Focus greenway and open space planning on natural and cultural resources as well as scenic value.
4. Trained professionals guide planning and implementation.
5. Skilled, visionary and collaborative leadership needed to build consensus among multiple interest groups.
6. Cultivation of a broad base of interest and involvement.
7. Effective prices and organization are in place to make involvement meaningful and satisfying.
8. Adequate resources are needed to support continued collaboration. This includes an institutional structure as well as funding. What a group is able to produce depends on financial, human and informational resources.

While public sentiment favors small government, investing in staff and partnerships now to work in a concentrated, collaborative fashion over the next ten years will yield benefits. In the Commonwealth's public opinion survey for the state outdoor recreation plan, four out of five respondents in the Perry County area stated that municipalities in their area should join together

[2] Rottle, Nancy. **Landscape and Urban Planning.** *Factors in the landscaped based greenway: Mountains to Sound case study*. 76 (2006) 134-171.

to form a parks and recreation department. They also believe that programs should be available in community parks and that the municipalities should get help in developing parks and recreation plans. The results of concentrated, intensive planning and outreach is likely to have a payback worth millions of dollars, help to retain the high quality of life and preserve open space and Perry County's character that could be in place a hundred years from now.

The adoption of this plan is not then end – it is the beginning of an important era in which Perry County will act strategically and in collaboration with other public and private partners. Together their goal will be to conserve the natural and cultural resources as well as to provide opportunities for citizens to engage in active healthy living through recreation that are the hallmark of the way of life in Perry County.

In summary, the direction of this plan is to focus on the protection of natural resources, investing in parks, advancing connections of Perry County through a countywide greenway and trail system, working with the municipalities to provide technical support, and building partnerships to implement the plan.

Mission Statement

The mission of Perry County government is to promote the health, safety and welfare of all Perry County citizens. We are committed to sound land use planning, working with public and private sector partners to preserve our rural character, conserve our agricultural and natural resources, establish a thriving economy, and provide the highest quality public recreation opportunities possible in a fiscally responsible manner.

Vision Statement

The following represents the County's recreation vision. It was developed through input from the public, steering committee and county staff:

In 2020, the citizens in Perry County continue to enjoy a way of life rooted in our rural heritage. Open spaces continue to be conserved, and natural resources, agriculture, and recreation are integral to the fabric and character of the County and provide places of respite and beauty. Our natural, recreational, cultural, artistic, and historical assets offer enriching experiences, enjoyment, fun, health and economic benefits for people who live, work, and visit Perry County. Greenways and trails connect people to the land and water and provide corridors for wildlife, transportation and recreation. Residents and visitors are both aware of recreation opportunities and engaged in active healthy lifestyles in the great outdoors. Citizens are stewards of conservation and strong advocates for recreation and continuance of our rural way of life.

Project Blueprint Development

There are two overall activities driving the successful implementation of this Plan; the first is the Plan must be adopted by the Perry County Board of Commissioners, and the second is the creation of an implementation organization. It was widely recognized by the Committee that without the two aforementioned activities the Project Blueprint and this Plan cannot move forward. The Project Blueprint features eight key strategies for improving the quality of life in Perry County through greenways, parks, recreation and open space. They were developed through input from the public and committee, county staff, and the mission and vision statements; however, in order to understand the importance that each strategy has in the County, the Committee was asked to rank them as to their value in implementing this Plan. The eight Project Blueprint strategies were prioritized in the following order most important to important:

PS1 - Conserve Land and Water Resources, and Promote Activities that Contribute to the Ecological Health of the County.
PS2 - Protect the County's Scenic Character and Rural Lifestyle.
PS3 - Provide Assistance and Outreach to Municipalities and Private Sector Partners.
PS4 - Establish Partnerships to Promote and Implement Greenways, Parks, Recreation, and Open Space.
PS5 - Expand Existing Recreation Programs.
PS6 - Link the County through the Development of Greenways and Trails.
PS7 - Provide New and Enhance Existing Recreation Facilities.
PS8 - Promote Tourism and Compatible Economic Development.

The following further develops the Project Blueprint into plan strategies, goals, polices, and projects:

Priority Strategy #1:

Conserve Land and Water Resources, and Promote Activities that Contribute to the Ecological Health of the County

PS1 - Recommendation #1 – Protect Land and Water Resources, and Open Space

PS1 - Recommendation #2 – Support the development of youth programs that support environmental awareness through the County Conservation District and/or the school districts

Priority Strategy #2:

Protect the County's Scenic Character and Rural Lifestyle

PS2 - Recommendation #1 – Encourage local municipalities to adopt ordinances that protects the Dark Sky of the County

PS2 - Recommendation #2 – Agricultural Preservation

PS2 - Recommendation #3 - Encourage and support local municipalities to adopt a Timber Harvest Ordinance

PS2 - Recommendation #4 – Support the adoption of zoning in municipalities that are located in the targeted growth areas

PS2 – Recommendation #5 - Enhance Public Spaces

Priority Strategy #3:

Provide Assistance and Outreach to Municipalities and Private Sector Partners

PS3 – Recommendation #1 - Develop educational meetings to educate local officials on the importance of adopting sound land use planning tools (Comprehensive Plan, Park and Recreation Plan, Act 537 Plan, Subdivision and Land Development Ordinance, and Zoning Ordinance)

PS3 – Recommendation #2 - Develop an Education and Outreach Effort for Private Landowners Regarding the Recreational Use of Land

PS3 – Recommendation #3 - Educate the public on the need for recreation and change their mindset that there is no need for recreation in the County

PS3 – Recommendation #4 - Partner and collaborate with the School Districts to develop environmental education classes and field trips that promote environmental awareness

Priority Strategy #4:

Establish Partnerships to Promote and Implement Greenways, Parks, Recreation, and Open Space

PS4 – Recommendation #1 - Establish the Perry County Partnership in Parks, Recreation and Open Space (PROS) by creating the Perry County Recreation Committee (PCRC)

PS4 – Recommendation #2 - Vest the responsibility for managing the operational and administrative functions of the PCRC with the Tri-County Regional Planning Commission or other local organization

PS4 – Recommendation #3 - Encourage the municipalities to plan and work on a regional basis rather than as autonomous jurisdictions

PS4 – Recommendation #4 - Create a WEB site to promote parks, recreation, greenways, trails and open space conservation as well as the plan and its implementation

PS4 – Recommendation #5 - Work with the Juniata Clean Water Partnership and the Conservation District in developing outreach and educational programs to increase knowledge and expertise related to greenways and conservation

PS4 – Recommendation #6 - Consider obtaining a Circuit Rider with a grant from PADCNR

PS4 – Recommendation #7 - PCRC should coordinate with the Perry County Historical Society to define historic and cultural interpretation opportunities and develop interpretative signage and explore other means of presenting the history and culture of the County to the public

PS4 – Recommendation #8 - Work with surrounding counties to ensure greenways and trails connections are made creating inter-county greenways and trails

PS4 – Recommendation #9 - Establish Partnerships to Promote Greenways, Parks, Recreation, and Open Space:

1. Continue to preserve prime agricultural land and important forested areas through public and private programs and partnerships:

    a. Support the continued funding of the Agricultural Conservation Easement Program by the state and county

    b. Support the Forestry Legacy Program as a way to preserve important forested areas and promote better forest management.

PS4 – Recommendation #10 - Develop a formal process where community recreation organizations can collaborate on fundraising and volunteer coordination:

a. Develop a recognition program to recognize volunteers

b. Public Pool communities should form an alliance to share information, programming ideas, and resources

Priority Strategy #5:

Expand Existing Recreation Programs

PS5 – Recommendation #1 – Develop On-Road Bicycling Loops

PS5 – Recommendation #2 - Improve accessibility to the county's major streams and rivers for recreation purposes, including fishing, floating, and swimming

PS5 – Recommendation #3 - Encourage local municipalities in designated growth areas to prepare a Park and Recreation Plan and adopt a recreation land dedication/fee-in-lieu of land dedication ordinance

PS5 – Recommendation #4 - Plan for and develop a public shooting range.

PS5 – Recommendation #5 - Work with DCNR to develop a mountain bike trail in the Tuscarora State Forest

PS5 – Recommendation #6 – Increase access points to the Shermans Creek for floating, fishing, and other water related recreation opportunities

PS5 – Recommendation #7 - Support the development of recreation plans, and park master plans for those municipalities that have undeveloped parkland, or need to improve their existing facilities

PS5 – Recommendation #8 - Develop a community gardens program in the developed areas of the County to allow residents to enjoy open space and outdoor activity

Priority Strategy #6:

Link the County through the Development of Greenways and Trails

PS6 - Recommendation #1 – Develop Greenways to Protect Linear Features and Promote Recreation

PS6 - Recommendation #2 – Commission a Committee to determine the feasibility of developing the Shermans Creek Greenway starting at the headwaters of Shermans Creek and terminating at its confluence with the Susquehanna River

PS6 - Recommendation #3 – Support shorter greenways that connect the Mega-Greenways to the Shermans Creek Greenway to public and private park and recreation areas to trails

PS6 - Recommendation #4 - Coordinate with Adjoining Counties in Developing an Inter-County Greenway System

PS6 - Recommendation #5 - Link the County through Greenways and Trails:

a. Identify equestrian trails and trail heads to serve the burgeoning equestrian industry in the County.

b. Plan for the development of the Shermans Creek Water Trail.
c. Relocate the Tuscarora Trail from RT 34 in Carroll Township.
d. Develop an intra-county trail from Marysville to Blain.
e. Develop a multi-use trail along the Juniata River from the Millerstown Community Park to Newport Borough which provides access to the Juniata River.
f. Support the development of Apple Tree Alley Trail in Duncannon Borough. This could trail could also act as an off street trail for the Appalachian Trail.
g. Develop a trail along Fishing Creek that connects the Rye Township Community Park with Marysville Borough.
h. Plan for an equestrian/pedestrian rail trail from Duncannon/Newport boroughs to New Bloomfield to the Tuscarora State Forest. This trail could also be used by the Amish as a transportation corridor in the western part of the County.
i. Build upon the existing trail network in the Tuscarora Sate Forest and State Gamelands.
j. Complete the Tuscarora Wilds roadway connection.
k. Incorporate view sheds into the network of trails.

PS6 - Recommendation #6 - Develop better trail maps and trail wayfinding signs throughout the County.

PS6 - Recommendation #7 - Plan for additional snowmobile, and other motorized and non-motorized trails.

PS6 - Recommendation #8 - Develop a Hub and Spoke Approach to Trails

PS6 - Recommendation #9 – Relocate the Tuscarora Trail from an on-road trail to an off-off trail for a 10 mile length on PA 74, between PA 74 and McClure's Gap. This gap was identified in State's Outdoor recreation Plan (www.paoutdoorrecplan.com). PA 74 is not walker friendly and hikers are experience dangerous conditions along that roadway

Priority Strategy #7:

Provide New and Enhance Existing Recreation Facilities

PS7 – Recommendation #1 - Fix what you have! – Existing Park Maintenance

PS7 – Recommendation #2 - Design and Renovate Parks for Low Maintenance

PS7 – Recommendation #3 – Add Parkland

PS7 – Recommendation #4 –Maintain and Enhance Swimming Pools

PS7 – Recommendation #5 - Indoor Recreation

PS7 – Recommendation #6 - Expand access to rivers and streams

PS7 – Recommendation #7 - Close-to-Home Parks and Recreation

PS7 – Recommendation #8 - Develop a funding strategy for parks, recreation and open space over the immediate, short and long term

PS7 – Recommendation #9 - Consider appropriating additional funds in the Perry County budget for more time from the Tri-County Regional Planning Commission to manage the implementation of the Greenways, Parka, Recreation, and Open Space Plan

PS7 – Recommendation #10 - Consider developing a funding program to assist municipalities in planning and implementing parks, recreation and open space conservation projects and programs

PS7 – Recommendation #11 - Recommendation - Establish Mandatory Dedication of Land Ordinances

PS7 – Recommendation #12 - Use the land development process to attain parkland, recreation facilities, and trail goals

Priority Strategy #8:

Promote Tourism and Compatible Economic Development

PS8 – Recommendation #1 - Outdoor Recreation

PS8 – Recommendation #2 - The Arts, Heritage and Special Events

PS8 – Recommendation #3 - Make recreation and conservation a part of the County's overall planning and economic development strategies

PS8 – Recommendation #4 - Pursue heritage and outdoor recreation tourism as a major industry of Perry County

PS8 – Recommendation #5 - As the economy rebounds, consider undertaking a county bond issue to fund park, recreation and open space projects

PS8 – Recommendation #6 - Consider assisting municipalities with exploring the potential to generate funds through a one-quarter to one-half percent of the Earned Income Tax to preserve open space

PS8 – Recommendation #7 - Retaining a part-time or contracted grant writer to pursue federal, state and foundation funds would help Perry County to obtain additional funding for parks, recreation and open space

Priority Assessment, Opportunities, Challenges, and Recommendations

This Plan, when coupled with the Perry County Comprehensive Plan, will provide the Perry County Board of Commissioners, the Perry County Planning Commission, and local elected and appointed officials with the necessary tools and recommendations to advance sound land use and recreation polices at the county and local levels for years to come. The goals, recommendations, and policy statements in this Plan have been developed from public input and represent real life issues and needs of Perry County residents and recreation providers in the county. **Plan Map 1** graphically shows the location of proposed Greenways and other recreational facilities proposed in the County.

Priority Strategy #1:

Conserve Land and Water Resources, and Promote Activities that Contribute to the Ecological Health of the County

Assessment – Throughout the development of this Plan the public, committee, and county staff emphasized that the conservation of the County's land and water resources was a priority. Bisecting through the mountain ranges and fertile farmland is a series of large rivers and small creeks and streams. As the County continues to develop, the protection and management of these resources will become extremely important to ensure adequate supply of potable water resources for human and livestock populations, and a safe and healthy source for water related recreation. This begins by ensuring proper development and stormwater controls are adopted by local municipalities, wetlands are protected from development, stream discharges are being adhered to, and important agricultural land is protected and preserved.

Opportunities – Perry County is in position to provide educational and technical assistance to local municipalities and property owners as to the value in developing appropriate development regulations, preservation of agricultural land, developing a recreation agenda that compliments the County's land and water resources.

Challenges – Perry County has not seen the level and impact that development has on the environment as other counties have.

- The majority of the townships in Perry County do not have an appropriate community planning policy on the protection of land and water resources.

- With the exception of a few small public water systems, county residents have not been exposed to large scale rationing or groundwater pollution that affects potable water resources.

- The agricultural industry has a rich and sustained history in the County. Convincing farmers to change farming techniques to conserve water and protect water resources takes a very long and sustained effort.

- Developing recreation programs, and programs that contribute to the ecological health of the County, will require education and outreach.

PS1 - Recommendation #1 – Protect Natural and Water Resources, and Open Space

Promote appropriate strategies in the Perry County Comprehensive Plan that supports the protection of the county's natural and water resources, open space, and provide technical assistance to the local municipalities.

Actions:

a. **Encourage and Support Local Development of Appropriate Land Use Regulations to Protect the County's Natural Features and Rural Lifestyle –** Local municipalities would identify the appropriate level of regulations needed for their community; however, this Plan strongly encourages the adoption of natural features and water resource protection regulations, and an open space development option to the conventional subdivision.

b. **Water Resource Protection** – Perry County has an abundance of small creeks, along with larger creeks and rivers; however, three major waterways, the Susquehanna River, Juniata River, and Shermans Creek are recognized as the top waterways in the county. These creeks, streams, and rivers are all impacted by common everyday needs and activities including potable water use, sewage treatment, agricultural runoff, and commercial and industrial withdraws. They also provide a source of recreation in the form of fishing, boating, canoeing, and rafting. Accessibility, or lack thereof, was also identified as a concern, especially to the Susquehanna and Juniata River where access is obstructed by the Norfolk Southern Railroad.

Actions:

a. **Support and encourage the development of stream and surface water buffer regulations in local zoning and subdivision and land development ordinances (SALDO) –** Stream and surface water buffering can be accomplished through a conservation overlay district in a local zoning ordinance, or a general buffering requirement in a SALDO.

b. **Utilize Best Management Practices (BMP) to control stormwater runoff-** Best Management Practices to control stormwater runoff from land development and agricultural runoff should be used throughout Perry County to protect the water quality of the local creeks and streams, and larger rivers.

c. **Review Chapter 93 classifications of streams and creeks in the County –** Overtime, as water quality improves and development pressures increase, the need to reevaluate the classification of streams to ensure continued water quality improvement must occur. Shermans Creek is an example of a stream that has been evaluated for a change in classification as a result of development occurring in eastern Perry County. The change of classification for Shermans Creek was spearheaded by the Shermans Creek Conservation Association.

d. **Waterway Clean-up Days –** Over the years Perry County waterways have experienced illegal dumping, which has adverse impacts not just on water quality but also the overall beauty of a stream, creek, or river. The County should assist in developing partnerships between local organizations, residents, and municipalities to identify illegal dumping sites within the county's waterways and schedule clean-up days to remove debris and garbage. Clean-up parties should be recognized in the local papers for their efforts. Food, t-shirts, and other resources should be given to the clean-up parties.

e. **Update Stormwater Management Ordinances/Develop Act 167 Stormwater Management Plans –** In response to the impacts of accelerated stormwater runoff resulting from land development, in 1978 the state enacted Pennsylvania's Stormwater Management Act (Act 167). The Act requires counties to prepare and adopt watershed based stormwater management plans—and requires municipalities to adopt and implement ordinances to regulate development consistent with these plans. To date no Act 167 Plans have been prepared for watersheds in Perry County.

PS1 - Recommendation #2 – Support the development of youth programs that support environmental awareness through the County Conservation District and/or the school districts

Priority Strategy #2:

Protect the County's Scenic Character and Rural Lifestyle

Assessment – The protection of the county's rural character and lifestyle was identified as being very important and highly valued by the residents of the county. Perry County is fortunate in that it has a broad cross-section of natural and physical/social features that contribute to its rural character. The natural features include steep slopes associated with the mountain ranges that traverse the county, streams and rivers of all sizes, hunting, fishing, and other outdoor activities, a growing Amish and Mennonite population, large forested and woodland tracts, and broad valleys dedicated to agriculture. Physical and social features include the quaint boroughs, historic amenities, accessibility to local and nationally recognized trails and public lands, and a passionate connection to one's land and family heritage.

Opportunities – Perry County has not experienced the development pressure that Dauphin and Cumberland Counties have which affords an opportunity for county and local officials to work together to develop a plan to retain the rural character and lifestyle of the county. Since there are vast amounts of undeveloped land in the county, local municipalities need to focus on ways to retain the rural landscape and lifestyle through development of sound land use planning strategies. Local buy-in from residents in supporting sound land-use is essential. This can only be done through an inclusive approach by including the residents in the local decision making process.

Challenges – Perry County's geographic location adjacent to the Harrisburg Metropolitan Area lends itself to future development, especially in the southeast quadrant of the County and within the Routes 11/15 and 22/322 corridors.

- The majority of the townships in Perry County do not have a zoning ordinance, which regulates the use of land, or appropriate regulations, such as natural and historic features protection, and open space and agricultural preservation requirements. These regulations protect the county's natural and physical features that form the spine of the county's desire to protect its rural character and lifestyle.

- Land prices and taxes in Perry County are less than those in Dauphin and Cumberland Counties. As the remaining large tracts of land are developed in Dauphin and Cumberland Counties developers are beginning to look towards Perry County for development opportunities. This trend is occurring in Marysville Borough, Penn Township, and Watts Township.

- Residents of the county have an aversion to regulations, especially regulations that control how they can use their own land. The deep rooted passion for the free use of their land can and often does result in local elected officials backing away from land use regulations that would protect the County from the very thing residents are concerned about – development.

- Development occurring in Perry County is typically road frontage development on larger lots. This poses two problems. The first, road frontage development affects the natural beauty of the County by creating a wall of homes along the road frontage. These homes typically block the view of pristine natural areas and historic structures. Secondly, accessibility to public water and public sewer infrastructure is limited in the county; therefore, the majority of development requires lots greater than one acre. Large lot development creates a sense of open space and the people residing on these lots are typically not supportive of requiring public dollar expenditures to purchase or maintain public lands.

- Municipalities have limited financial resources to prepare comprehensive plans and land use ordinances.

PS2 - Recommendation #1 – Encourage local municipalities to adopt ordinances that protects the Dark Sky of the County

Actions:

a. Contact the International Dark Sky Association for information for educational material pertaining to the preparation and adoption of lighting ordinances. Their web site is: www.darksky.org

b. Contact the DCNR, specifically Cherry Spring State Park, and the Potter County Planning Commission to discuss the success of being certified as an International Dark Sky Park.

PS2 - Recommendation #2 – Agricultural Preservation – Agriculture activity has been and will continue to be an important part of people's lives in Perry County. Either by actively farming or benefiting from the farming activity, agriculture in Perry County is here to stay. Therefore, it should be a priority to preserve farms through a variety of methods including public and private conservation easements, local zoning regulations, and private deed restrictions. It must be noted that private deed restrictions may be broken by future landowners if no one "with standing" is willing to engage in the legal challenge of upholding the deed restriction. It is advisable to always get legal advice and assistance on such matters.

Actions:

a. **Use Public and Private Conservation Easements –** The Agricultural Preservation Board should continue to purchase conservation easements in a manner that complies with their agricultural preservation plan. This can be accomplished through a combination of public funds and private easement donations. Private conservation easements, such as the easements purchased by the Central Pennsylvania Conservancy, should be purchased when funds and opportunities arise. Both approaches should try and

build upon existing farms and preserved land to increase the total area of the holding and not sporadically preserve land throughout the county.

b. **Foster Effective Agricultural Zoning -** Municipalities that have an abundance of prime agricultural soils and agricultural activity and are in the path of development should consider adopting zoning and effective agricultural protection requirements. The Perry County Planning Commission should encourage municipalities to adopt effective agriculture preservation ordinances and provide technical support. The adoption of effective agricultural zoning can be very divisive within a community. Local officials should ensure that there is sufficient support for such regulations, which can be accomplished through the development or update of a local municipal comprehensive plan.

c. **Promote the Use of Private Deed Restrictions -** Farmers and land owners in Perry County are very passionate about their property. Some farmers and landowners do not support public programs to preserve land; however, they do want to see their land continuously farmed or left undeveloped. Individuals not supportive of the public programs to preserve land can privately restrict the use of their land through private deed restrictions attached to the property deed that will limit the intensity and type development that could occur on their property.

PS2 - Recommendation #3 - Encourage and support local municipalities to adopt a Timber Harvest Ordinance – The Pennsylvania Municipalities Planning Code states that Forestry must be allowed in every district if zoning is adopted. If a municipality does not have a zoning ordinance, a single-purpose ordinance could be adopted to regulate timbering activities, including erosion and sedimentation control, skid roads, and road bonding. Forestry is just as important as agriculture is to the heritage of Perry County. Forested areas in the County are typically associated with steeper sloped areas, areas along creeks and streams, and on soils that are not highly productive for agricultural uses. Forested areas provide income from timbering; purify air and water, provide erosion and sedimentation control; provide wildlife habitat; and are a source of lumber for wood products and heating. Forested areas and wood lots also increase property values and help retain the rural character of the county.

Actions:

a. **Prevent new introductions of invasive plants and pests –** One of the most destructive forces to the county's forested areas is invasive plants and pests. Invasive plants include the mile-a-minute weed, Japanese stilt grass, barberry, tree of heaven (Ailanthus), invasive honeysuckles, autumn olive, phragmites, Japanese knotweed, purple loosestrife and reed canary grass. We are all familiar with the destructive forces of the gypsy moth, but other invasive pests include the emerald ash borer, and the hemlock wooly Adelgid that is impacting Hemlock trees across the Commonwealth, and specifically the old growth stand of Hemlock trees in the Tuscarora Sate Forest.

b. **Identify and Protect Old Growth Forested Areas and Encourage the Protection of those areas through Conservation Easements and Private Deed Restriction –** Over the last couple of centuries Pennsylvania has been timbered several times; however, there are pockets of old growth forests that still exist in Perry County. The old growth Hemlock stand in the Tuscarora State Forest is one example of an old growth forest. Fortunately, that stand is protected and managed by the PADCNR for all to enjoy. Other pockets of old growth forest on private property should be identified and protected through a collaborative effort between the local, county, state, and private organizations through the use of conservation easements and private deed restrictions.

PS2 - Recommendation #4 – Support the adoption of zoning in municipalities that are located in the targeted growth areas – The Perry County Comprehensive Plan recommends a growth strategy that encourages growth to occur where there is sufficient public infrastructure. This strategy is defined in Chapter XII of the *Perry County Comprehensive Plan* and graphically shown on **Comprehensive Plan Map 12-1.**

PS2 – Recommendation #5 - Enhance Public Spaces – New Bloomfield, Millerstown, and other communities have public squares. These spaces are the public face of the community and often locations for community celebrations and displays. It is important to maintain these public spaces at a high level, commensurate with community pride and initial public investment. In addition to public spaces, several communities have historic buildings such as train stations and hotels that speak to the history of the community. Preserving these important buildings and enhancing the public spaces associated with them is important to maintaining vibrant communities.

Actions:

a. **Undertake Beautification Projects –** Assess opportunities to enhance the visual aesthetic of the public square. Consider introducing flags or plantings that add color, fencing or granite curb to define the space, and amenities that relate to the public use. If area(s) for plantings exist, use materials that are low maintenance, urban tolerant, and provide large splashes of color such as perennials or ornamental grasses. Explore working with a local garden club or garden enthusiasts on maintenance of planting areas. Some communities plant a single evergreen that can be decorated during the Christmas season. If there is no physical central square, consider adding color to the square streetscape through the use of planters or hanging flower baskets or banners.

   Many of the eastern Perry County communities are destinations on the Rt. 15 By-Way of the Arts, one of Pennsylvania's seven Artisan Trails. Funded in part by Pennsylvania Department of Community and Economic Development and aided by the partnership of Pennsylvania Council on the Arts. These trails utilize rural roadways as driving routes to guide visitors on artistic road trips. Beautification of public spaces and squares in these communities will enhance their status and appeal as a tourist destination. Communities may want to explore opportunities to incorporating art into public squares and parks to

expand the offerings of public art available in a community. Work with local artists to explore opportunities for art in community spaces. Another resource for information about revitalization of older communities is the Pennsylvania Downtown Center, http://www.padowntown.org.

b. **Preserve historic buildings and features -** Train stations, hotels, canal remnants, railroad structures, mills, and covered bridges are important elements of Perry County's past. Communities should work with the Perry County Historical Society to preserve worthy pieces of history and provide opportunities for interpretation. Where appropriate public access and interpretative signs should be incorporated into public space at the feature. An example of this is at the site of the Book's Covered Bridge outside of Blain.

Priority Strategy #3:

Provide Assistance and Outreach to Municipalities and Private Sector Partners

Assessment – In order for this Plan to be fully implemented it will require the development of an educational program, and assistance and outreach to local official and landowners as to the tools available to protect land and water resources, develop greenways and trails, expand recreation facilities, and protect open space.

Opportunities – The County Planning and Conservation District staff are best aligned to provide the assistance and outreach required to implement this Plan. Opportunities to educated officials can occur at the conventions, scheduled outreach meetings, and speaking roles at private and public social gatherings.

Challenges – The single largest challenge to implementing an effective assistance and outreach program is County staff capacity and availability of staff to attend meetings, and willingness of local officials and the public to listen and accept the suggested recommendations.

PS3 – Recommendation #1 - Develop educational meetings to educate local officials on the importance of adopting sound land use planning tools (Comprehensive Plan, Park and Recreation Plan, Act 537 Plan, Subdivision and Land Development Ordinance, and Zoning Ordinance).

PS3 – Recommendation #2 - Develop an Education and Outreach Effort for Private Landowners Regarding the Recreational Use of Land.

Action:

a. Significant frontage along these important water resources is on private land. Many landowners may have never considered allowing public access for fishing or paddling or have been deterred by concerns about their liability if a person is injured on their property.

   Landowner outreach and education about the importance of providing public access to the rivers and streams could expand these opportunities in the County. This outreach should be accompanied by education material about Pennsylvania's Recreation Use of Land and Water Act. This statute provides landowners who allow the public to use their land for recreation purposes at no charge, legal protection from liability claims. The Act limits a landowner's liability for injuries experienced by people engaging in recreational activities on their land.
   Another deterrent for landowners is pervasive littering that may accompany fishing. Fishermen from outside of the local area and county are notorious for leaving litter along stream banks, even on private property. Outreach to fisherman to educate them on the importance of a "carry-in/carry-out policy and fishing courtesy may address this situation. These outreach and education initiatives could be championed by the numerous sportsmen's clubs in the County and the PA Fish & Boat Commission could be a partner in this endeavor.

PS3 – Recommendation #3 - Educate the public on the need for recreation and change their mindset that there is no need for recreation in the County.

PS3 – Recommendation #4 - Partner and collaborate with the School Districts to develop environmental education classes and field trips that promote environmental awareness.

Priority Strategy #4:

Establish Partnerships to Promote and Implement Greenways, Parks, Recreation, and Open Space

Assessment - Perry County, a small rural county, operates as a lean organization dedicated to providing for the health, safety and welfare of the citizens. With 30 municipalities and four school districts along with over 10 percent of the land owned by the Commonwealth, the County is complex organizationally in terms of parks, recreation and open space with numerous organizations operating

independently. In addition to public governmental entities, private non-profit organizations such as the Central Pennsylvania Conservancy are working on related conservation and recreation efforts. About 80 to 85 percent of the county functions such as the justice system and nursing care are mandated by the Commonwealth leaving only a small portion of the organization and budget available for discretionary planning and implementation. There is no county park and recreation department nor any plans for establishing one. Municipalities operate largely independently as do the various recreation providers. School districts and municipalities also appear to operate independently. Consequently the provision of parks and recreational services is independent and fragmented with intermittent opportunities for collaboration.

Opportunities - Organizing to carry out greenways, parks, recreation, trails and open space actions over the next ten years will be critical in achieving the goals of this plan. County leadership can forge the formation and enhancement of public/private partnerships central to success in parks, recreation and open space in an area with limited staff and financial resources. The factors of successful large greenways elsewhere as shown in **Table 2-2** is a useful guide to Perry County in achieving its own success and were used in the development of implementation strategies for the Perry County Greenways, Parks, Recreation and Open Space system.

Implementing the Parks, Recreation, and Open Space Plan through public and private partnerships represents the major opportunity. Harnessing limited resources and partners with common interests will help to preserve the rural character of Perry County and enhance the quality of life here through parks and recreation. Creating the Perry County Park, Recreation and Open Space Board could be singularly important outcomes of this plan that will help the County achieve its goals. Finding and leveraging support and involvement of key stakeholders will help to generate alternative means of support. **Figure 2-1** presents roles and responsibilities for Perry County and its partners.

Table 2-2 10 Factors for Successful Greenways as Perry County Organizational Model	
Factor	**Comment**
Broad based collaboration[3]	Involvement of diverse stakeholders builds cooperation, shared goals, expertise and stability.
Multi-faceted goal-setting	Multiple and broad goals can meet the needs of a wide constituency while guiding them toward a common vision[4].
Based upon broad cultural, natural and recreational resources.	Incorporating multiple use values is essential including the importance of a mix of natural resource conservation, historic preservation and the use of resources that does not degrade the value of the resources. [5]
Value of professionals	Help to advance collaboration, alternative approaches, generating ideas, and building community support and capacity for implementation.[6]
Skilled and committed leadership	An effective leader, coordinator or facilitator supports a sustained collaborative effort to help pull people together in accomplishing projects and actions.[7]
Cultivating a broad base of interest and involvement	Involvement of a strong base of support of diverse stakeholders over the extended time that greenway and open space plans are developed. A voluntary effort is more effective than a mandatory one. Coordination among agencies is essential.[8]
Effective processes and organizational culture.	Processes are open and interactive, proactive rather than reactive. Paid staff that undertakes tasks help to prevent volunteer burnout.[9]
Adequate resources	Organizational structures and funding resources are required. Funding comes from multiple sources including government, non-profit organizations, private enterprise and individuals. Using the media and creating channels to educate and influence key elected officials are vital strategies.[10]
Make visible small successful achievements.	Nothing succeeds like success. Accomplishments inspire further action and more participation. Taking small steps in relatively easily achieved steps builds trust and confidence. [11]
Link conservation to economic development.	Successful projects list economic development as a goal.[12]

[3] Leach, W.D. and Pelkey, N.W. 2001. Making Watershed Partnerships Work: a review of empirical literature. Journal of Water Resources Planning and Management. 127 (6) 378-385.
[4] Wondolleck, J.M. and Yaffee, S. L. 2000. Making Collaboration Work, Lessons from Innovation in Natural Resource Management. Island Press: Washington D.C.
[5] Ahern, J.F. 1995. Greenways as a planning strategy. Landscape and Urban Planning (33) 131 - 156.
[6] Searns, R.M. 1995. The evolution of greenways as an adaptive urban landscape form. Landscape and Urban Planning (33) 65 – 80.
[7] Roole, S. 2002. Measures of progress for collaboration: case study of the applegate partnership. USDA Forest Service, Pacific Northwest Research Station, PNW-GTR-565.
[8] Flink, C. and Searns, R.I. 1993. Greenways: A guide to Planning, Design and development. Island Press: Washington, D.C.
[9] Ibid Wondolleck and Yaffe.
[10] Koontz, T.M. 2003. The farmer, the local planner, and the citizen in the dell: how collaborative groups plan for farmland preservation. Landscape and Urban Planning. (66) 19 – 34.
[11] *Ibid*. Searns 1995.
[12] Ibid. Ahern. 1995.

PS4 – Recommendation #1 - Establish the Perry County Partnership in Parks, Recreation and Open Space (PROS) by creating the Perry County Recreation Committee (PCRC).

Action:

a. Consider transitioning the Study Committee for this plan into the PCRC. Consider the following interests being represented in the PROS Committee: Perry County, the municipalities, conservation organizations, sportsmen's clubs, the Hershey Harrisburg Regional Visitors Bureau, the Perry County Council on the Arts, Tri-County Regional Planning Commission, Main Line Greenway, Susquehanna Greenway Partnership, and Juniata Clean Water Partnership. **Figure 2-1** presents the organizational structure for plan implementation.

   The purpose of the PCRC would be to serve as advisors, advocates and guides in the implementation of the Perry County Greenways, Parks, Recreation and Open Space Plan. Consider establishing sub-committees for Outdoor Recreation; Conservation; the Arts, Tourism and Special Events; and Close-to-Home Recreation. The sub-committee members would work on the implementation of project and programs related to their specific interests. Charge the PCRC with the responsibility of reviewing the Perry County Greenway, Parks, Recreation and Open Space Plan annually. Evaluate progress, emerging opportunities and changing needs. Develop annual goals and actions for the PCRC to undertake. **Table 2-3** lists the roles and Responsibilities of the Perry County Partnership in Greenway, Parks, Recreation and Open Space.

Figure 2-1 Organizational Structure for PCRC Partnerships

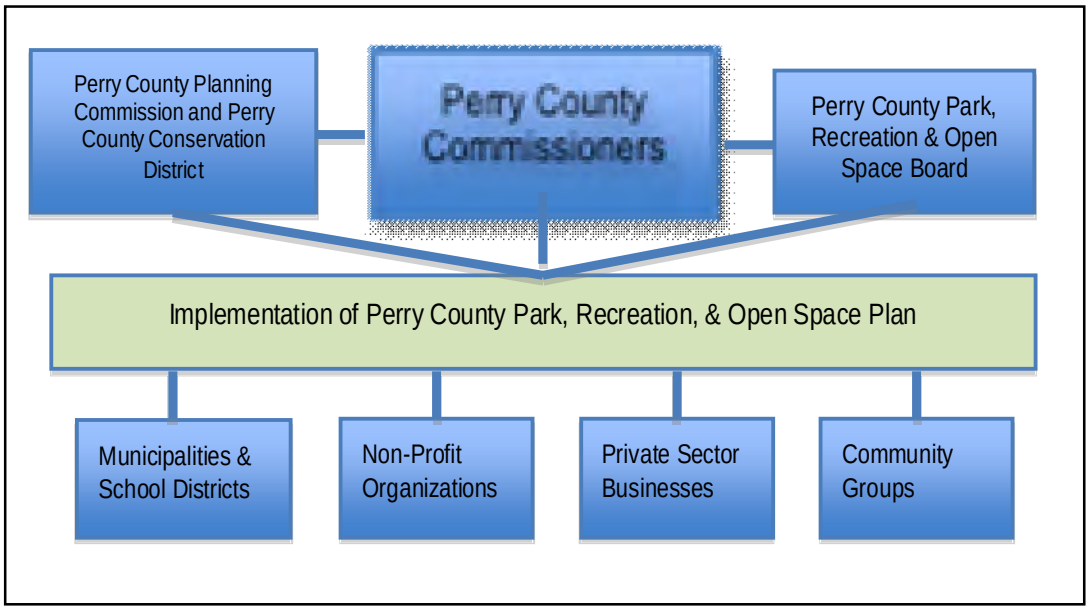


Table 2-3 Roles and Responsibilities of the Perry County Partnership in Greenway, Parks, Recreation and Open Space	
Entity	**Roles and Responsibilities**
County Commissioners	Serve as leaders in the advancement of parks, recreation and open space and implementation of the plan. Establish goals and budgets.
Tri-County Regional Planning Commission	Has the primary responsibility for implementation of the plan. To ensure that there is sufficient staff time and budget allocated for this purpose, additional funding of $50,000 to $60,000 annually would be allocated for professional planners' time and materials, supplies, promotion and other expenses.
Municipalities	Willing municipalities would work in partnership with Perry County in planning, development, managing and programming close-to-home parks, recreation facilities, greenways and trails and in open space conservation. They would work on creating multi-municipal and school district partnerships in recreation and conservation.
School Districts	Willing school districts would partner with municipalities in their service area in advancing community educational/recreational/healthy active living projects.
PCRC	Serve as advisors and advocates in plan implementation. The Commissioners would appoint the members who would institute an organizational structure with mission, roles and responsibilities. The Board would serve as a central core committee and establish an annual work program, meet quarterly and conduct an annual assessment of the plan accomplishments. Spin-off committees in outdoor recreation; the arts/events/tourism; conservation and close-to-home recreation would establish their goals and actions, coordinating with the PC-PROS Board.
Non-Profits	Work in the area of conservation with their capacity to act readily and generate support. Coordinate and provide programs, services, park and trail care and other tasks required to develop and sustain parks and recreation facilities.
Private Sector	Undertake special projects and initiatives; provide donations and support, advocacy, negotiation, and maintenance/care of parks, facilities, trails and natural resources.

PS4 – Recommendation #2 - Vest the responsibility for managing the operational and administrative functions of the PCRC with the Tri-County Regional Planning Commission or other local organization.

Action:

a. Consider adding to the staff time for the planner assigned to Perry County to work on the administrative functions of the PROS Committee. As with other planning functions, the planner would be responsible for implementing policy and directive established by the County Commissioners. The planner would offer expertise and ideas for consideration to the Commissioners and the PROS Committee.

PS4 – Recommendation #3 - Encourage the municipalities to plan and work on a regional basis rather than as autonomous jurisdictions.

Action:

a. Greenways, parks, recreation, open space, and trails extend beyond geographical boundaries. The plan found that citizens relate more to school districts than to municipalities. In rural communities, school districts tend to be the organizing element for education and recreation. Although there appears to be very limited municipal/school district relationships, there also appears to be potential to build and expand these relationships. Consider undertaking one school-municipal parks and recreation partnership as a pilot project. This could include the development of a regional parks, recreation and open space plan for the municipalities within the particular school district.

PS4 – Recommendation #4 - Create a WEB site to promote parks, recreation, greenways, trails and open space conservation as well as the plan and its implementation.

Action:

a. This could be on the Perry County WEB site and be a link on municipal, conservation, arts, historic, visitor's bureau and other related WEB sites. Designate the management of the WEB site as the responsibility of a specific person.

PS4 – Recommendation #5 - Work with the Juniata Clean Water Partnership and the Conservation District in developing outreach and educational programs to increase knowledge and expertise related to greenways and conservation.

Action:

a. The Juniata Clean Water Partnership received a grant for outreach and education that may be a source of assistance for Perry County either during the grant period or post-grant funding using the expertise and programs developed with the grant. Tap other

organizations such as the Central Pennsylvania Conservancy, Center for Rural Pennsylvania and others in developing outreach and public awareness programs. The goal would be to build capacity for park, recreation and conservation at the regional and local level. Consider at a minimum to hold an annual training session for municipal elected officials, planning commissions, EAC's and park and recreation boards on conservation and greenways.

PS4 – Recommendation #6 - Consider obtaining a Circuit Rider with a grant from PADCNR.

Action:

a. The four years of funding helps support a full-time park, recreation and open space professional. The purpose is to develop and stabilize a regional park, recreation and open space program/system.

PS4 – Recommendation #7 - PCRC should coordinate with the Perry County Historical Society to define historic and cultural interpretation opportunities and develop interpretative signage and explore other means of presenting the history and culture of the County to the public.

PS4 – Recommendation #8 - Work with surrounding counties to ensure greenways and trails connections are made creating inter-county greenways and trails.

PS4 – Recommendation #9 - Establish Partnerships to Promote Greenways, Parks, Recreation, and Open Space:

Actions:

a. Continue to preserve prime agricultural land and important forested areas through public and private programs and partnerships.

b. Support the continued funding of the Agricultural Conservation Easement Program by the state and county.

c. Support the Forestry Legacy Program as a way to preserve important forested areas and promote better forest management.

PS4 – Recommendation #10 - Develop a formal process where community recreation organizations can collaborate on fundraising and volunteer coordination.

Actions:

a. Develop a recognition program to recognize volunteers.

b. Public Pool communities should form an alliance to share information, programming ideas, and resources.

Priority Strategy #5:

Expand Existing Recreation Programs

Assessment – Only three municipalities in Perry County have a functioning Park and Recreation Board. Their role is limited to maintaining existing parks within their township. They consist of no paid staff and have no budget other than to maintain their parks. As the population of the County grows there will be a need to expand recreational services provided by these recreation boards. Expansion does not mean buying land or other major capital improvements, it can consist of adding a holiday trip to New York City, or a day trip to Baltimore. These boards need to start thinking beyond their current role and begin planning for their future.

PS5 – Recommendation #1 – Develop On-Road Bicycling Loops.

Bicycling is becoming one of the most popular forms of transportation, recreation and exercise. Cyclists in Perry County can enjoy a variety of terrain and overall scenic beauty. Bicycle routes should consist of a loop or a series of loops where a cyclist can start anywhere and return to their starting point without traveling the same route. The combination of state and local roads in the County make this loop concept achievable, and the location of the nine boroughs and the associated transportation network are great starting points for the beginner cyclists to the most advanced. Along the way cyclists can enjoy parks, historic features, Amish lifestyle, pristine streams, agricultural land, and soaring mountains.

Actions:

a. Identify local bicycling clubs as partners to the loop project.

b. Identify preferred routes and communicate those routes to PennDOT so when roadway improvements are planned appropriate improvements can be designed and constructed to accommodate bicyclist.

c. The County or other organization should communicate with the Harrisburg Transportation Study (HATS) which roadways have been identified as on-road cycling loops. These loops can be incorporated into the Region's Long Term Transportation Plan.

PS5 – Recommendation #2 - Improve accessibility to the County's major streams and rivers for recreation purposes, including fishing, floating, and swimming.

PS5 – Recommendation #3 - Encourage local municipalities in designated growth areas to prepare a Park and Recreation Plan and adopt a recreation land dedication/fee-in-lieu of land dedication ordinance.

PS5 – Recommendation #4 - Plan for and develop a public shooting range.

PS5 – Recommendation #5 - Work with DCNR to develop a mountain bike trail in the Tuscarora State Forest.

PS5 – Recommendation #6 – Increase access points to the Shermans Creek for floating, fishing, and other water related recreation opportunities.

PS5 – Recommendation #7 - Support the development of recreation plans, and park master plans for those municipalities that have undeveloped parkland, or need to improve their existing facilities.

PS5 – Recommendation #8 - Develop a community gardens program in the developed areas of the County to allow residents to enjoy open space and outdoor activity.

Priority Strategy #6:

Link the County through the Development of Greenways and Trails

Assessment – Perry County lacks a coordinated trail system that interconnects major trails, such as the Appalachian Trail and Tuscarora Trail with other smaller regional trails that serve the local and regional community. The county's boroughs are the centers of commercial and social activity in the county. They tend to be pedestrian oriented and have local parks and recreation programs, and are strategically located throughout the entire county. This offers an opportunity to develop a trail system that

radiates out of the boroughs and connects to other visible recreation resources in the county, such as the Susquehanna River, Juniata River, Little Buffalo State Park, Tuscarora State Forest, and school district campuses. The County is also fortunate to have historic features such as the old canal, iron furnace, covered bridges, and older historic homes and barns that can be connected by a pedestrian/bicycle trail, or a mobile trail. Couple the opportunity to develop a trail system that radiates out of the activity centers with proposed greenways, opportunities abounds for linear recreation features in Perry County.

Opportunities – As identified above, opportunities abound for trail development in the County. Based on input from the public and key stake holders, the following trail related opportunities have been identified:

1. **Equestrian Trail from Duncannon/Marysville Borough to Blain Borough and the Tuscarora Sate Forest**

2. **Shermans Creek as a Water Trail -** Shermans Creek was identified as a significant waterway and one of the most underutilized water features in the county. Throughout this plan Shermans Creek has been identified for a greenway and water related recreation, and now a water trail. However, full fledge boating/canoeing opportunities only present themselves during spring and early summer when water levels of the creek run high. During summer months tubing and related floating adventures can occur; however, it will require significant portage.

3. **Millerstown Borough to Newport Borough Trail** – An opportunity exists to develop a trail along the Juniata River connecting the Millerstown Community Park to Newport Borough. The trail would generally follow Old Route 22 along the eastern bank of the Juniata River. Access to Newport Borough would be over the Juniata River Bridge which carries Route 34 over the Juniata River into Newport Borough.

4. **Mountain Biking** – This form of cycling has developed a strong and dedicated following of people and is becoming popular with all levels of cycling. Mountain biking in Perry County is primarily conducted on private property; however, there is an opportunity to work with the PADCNR to develop mountain biking trails in the Tuscarora State Forest.

5. **Apple Tree Alley Walk in Duncannon Borough –** The Apple Tree Alley Walk is a demonstration project of the Susquehanna Greenway Partnership. This is one of the first projects to be undertaken to implement the Susquehanna Greenway in Pennsylvania. The trail would extend along Apple Tree Alley from Fritz Street to Noye Park. The trail follows the path of an abandoned rail line and other municipal streets and rights-of-way. The trail will provide a pathway through the Borough for use by pedestrian, including through hikers on the Appalachian National Scenic Trail. The trail will allow hikers to experience Duncannon's riverfront history and will provide access to local businesses including those concentrated in the historic Duncannon Square.

6. **Connection of the Appalachian Trail (AT) to the Darlington Trail to the Lions Park in Marysville Borough** – The AT and Darlington Trail traverses Rye Township. The Township also has a Community Park which provides access to Fishing Creek, which flows in an easterly direction into Marysville Borough and Lion's Park. The creek eventually flows into the Susquehanna River. An opportunity exists to tie the AT and Darlington trails together via a series of smaller trails to the Rye Township Community Park. The ultimate route would take the trail along Fishing Creek to the Lion's Park in Marysville Borough. In their recently adopted SALDO, Rye Township has the ability to require trails to be constructed as part of the subdivision and land development approval process.

7. **Extension of the Darlington Trial** – Marysville Borough received a commitment from the developer of Rockville Estates to extend the Darlington Trial over a section property is owned by the developer in Rye Township, through Rockville Estates and terminating in an area of open space that will be set aside by the developer as part of the Rockville Estates development. The Borough has worked with the Appalachian Trail Club on this project and they have committed to help locate and develop the trail. There is also a proposed section of trail that would extend beyond the Darlington Trail to an overlook for the Rockville Bridge, Susquehanna River, and the Kittatinny Flyway.

8. **Rail Trail** – Utilize remnants of the former Sherman's Valley Railroad rights-of-way to develop a trail layout out plan that would connect Duncannon Borough to New Bloomfield Borough and to other destinations in the County. Portions of the rights-of-way have been claimed by adjoining property owners therefore the initial recommendation is to prepare a feasibility study to determine a general path and cost of the project.

9. **Identify Trail Towns –** As defined in Trail Towns Capturing Trail-Based Tourism a "Trail Town" is a destination along a long-distance trail. Whether on a rail trail, towpath, water trial, or hiking trail-trail users can venture off the trail and to enjoy the scenery, services, and heritage of the nearby community. It is a safe place where both township residents and trail users can walk, find goods and services they need, and easily access both trail and town by foot or vehicle. In such a town, the trail is an integral and important part of the community. A Trail Town is a vibrant place where people come together. It may have a bike shop, an ice cream parlor, casual restaurants, a grocery store, and quaint local shops. It has wide sidewalks, clean streets, bike racks, and benches at convenient locations. It has places to rest for the night. Trail Towns are not stand-alone communities; they are linked by the trial corridor where trail users may be passing through a town on a day trip or long distance trek, or may drive to a community and park to access a river or trial.

In Perry County the following boroughs can be considered for a Trail Town designation:

- **Duncannon Borough** – Two trails converge on Duncannon Borough, the Appalachian Trail runs through the center of Duncannon Borough and the Borough can be easily accessed by the Susquehanna River Trail making it the quint essential Trail Town in Perry County. Duncannon exceeds the suggested amenities required to classify it as a Trail Town. Apple Tree Alley Trial is proposed in the Borough and would serve as an off-road trail for hikers hiking the Appalachian Trail.

- **Millerstown and Newport Borough –** Both Boroughs have access to the Juniata River and are quaint and full of services that can benefit trail users utilizing the Juniata River for water recreation. Access to the Juniata River in Millerstown is from the Millerstown Community Park and Newport is accessed by underpasses under the rail road.

Challenges – Identification of trails within this plan represents the initial step in making the vision come alive. There are many hurdles and challenges that must be overcome to the creation of an interconnected trail system. They include:

- No requirement to address trails in zoning ordinances and SALDOs.
- Funding – Trail construction requires a substantial capital commitment. Public budgets are strapped for revenue to operate government at the basic level.
- Lack of an Organization to Champion Trail Development/Improvements – Trail development requires partnerships at all levels. These partnerships can help with funding, construction, and maintenance of the trails.
- Private Property Rights/Posted Property – Perry Countians love their land. During the public meetings it was repeatedly mentioned that littering is a problem and that trail users do not respect the land that the trail traverses on. There are also liability concerns.
- No/Limited Access to Creeks/Rivers – It was repeatedly mentioned by the public that Perry County has poor access to the Juniata and Susquehanna Rivers due to the Norfolk Southern Railroad and Routes 11/15. Property owners are also restricting access to waterways over their land leaving very few points where the creeks and rivers can be accessed.
- Acquisition of railroad right-of-way by adjoining property owners.

PS6 - Recommendation #1 – Develop Greenways to Protect Linear Features and Promote Recreation.

From mountain ridges to stream corridors, all types of greenway opportunities abound in Perry County and it is important to protect these linear features for resource protection and recreation.

Actions:

a) **Support the PADCNR Mega-Greenways in Perry County –** Three of the five Mega Greenways in Pennsylvania pass through or adjoin Perry County. They include the Kittatinny Ridge Greenway, Pittsburgh to Harrisburg Mainline Canal Greenway, and the Susquehanna Greenway. A detailed description of each greenway is provided in the Foundation section of this report.

b) **Support Locally Identified Greenways –** Several local municipalities in Perry County have identified greenways in their Park and Recreation Plan or Comprehensive Plan. Locally identified greenways include: Cove Creek and Shermans Creek Greenways in Penn Township. The Greenwood Area Joint Comprehensive Plan proposes the following greenways: Raccoon Creek, Cocolamus Creek, Sugar Run, and Wildcat Run. The Greenwood Area Joint Comprehensive Plan, which includes the municipalities that make up the Greenwood Area School District (Millerstown Borough, Greenwood Township (Perry County), Greenwood Township (Juniata County) and Tuscarora Township. The following provides additional information on the aforementioned greenways and other intra-county greenways:

Locally Identified Greenways

Conservation Greenways

1. Cocolamus Creek Greenway (Greenwood Area Comprehensive Plan)

The Cocolamus Creek Greenway follows the main stem of Cocolamus Creek and one of its principal unnamed tributaries for approximately 8 combined miles in Perry County. The distance only reflects mileage within Perry County. The Greenwood Area Comprehensive Plan displays the portion of this greenway along the main branch of Cocolamus Creek exiting the County and continuing on in Greenwood Township, Juniata County.

In Perry County the greenway is located in Greenwood and Liverpool Townships and Millerstown Borough.

2. Sugar Run Greenway (Greenwood Area Comprehensive Plan)

The Sugar Run Greenway follows Sugar Run in Tuscarora Township for 4 ¾ miles. The greenway connects to the Pittsburgh to Harrisburg Mainline Canal Greenway. The greenway is located exclusively within Tuscarora Township. At its westernmost end, the Sugar Run Greenway may have the potential to connect with the Raccoon Creek Greenway.

3. Wildcat Run Greenway (Greenwood Area Comprehensive Plan)

The Wildcat Run Greenway follows Wildcat Run and two of its unnamed tributaries for a unified distance of approximately 8 miles. The greenway is located entirely within Greenwood Township. As with all four other greenways in the Greenwood Area Comprehensive Plan, the Wildcat Run Greenway originates at its confluence with the Juniata River.

4. Montour Creek Greenway

The Montour Creek Greenway follows the Montour Creek for approximately 6.75 miles.

The greenway is located in Centre, Spring, and Tyrone Townships.

5. Perry Furnace Run Greenway

The Perry Furnace Run Greenway follows Perry Furnace Run for approximately 3.75 miles.

The greenway is located in Carroll, Centre, and Spring Townships.

Conservation/Recreation Greenways

1. Cove Greek Greenway (Penn Township Recreation Plan)

The Cove Greek Greenway follows Cove Creek for approximately 3 miles. The greenway is located entirely within Penn Township.

2. Laurel Run Greenway

The Laurel Run Greenway follows Laurel Run for approximately 17 miles.

The greenway is located in Jackson, Southwest Madison, Toboyne, and Tyrone Townships.

Recreation Greenways

1. Raccoon Creek Greenway (Greenwood Area Comprehensive Plan)

The Raccoon Creek Greenway follows the main channel of Raccoon Creek for approximately 9½ miles from its confluence with the Juniata River to the western edge of Tuscarora Township. Near the Village of Donnally Mills the greenway may have the opportunity at some point to link with the Sugar Run Greenway.

The greenway is located in Saville and Tuscarora Townships.

2. Shermans Creek Greenway (Penn Township Recreation Plan)

The Shermans Creek Greenway follows that portion of Shermans Creek in Penn Township for approximately 5.75 miles long, which is part of the proposed 45 mile long Shermans Creek Greenway.

3. Big Buffalo Creek Greenway

The Big Buffalo Creek Greenway follows Big Buffalo Creek for approximately 26¼ miles.

Currently the land cover associated with this greenway is only around 65% forested. The other 35% open areas appear along agricultural lands, residential properties, and roadways.

The greenway is located in Juniata, Northeast Madison, Oliver, Saville and Tuscarora Townships.

4. Bixler Run Greenway

The Bixler Run Greenway follows Bixler Run for approximately 9½ miles.

Currently the land cover associated with this greenway is only around 22% forested. The other 78% open areas appear along agricultural lands, residential properties, and roadways.

The greenway is located in Northeast Madison, Saville and Southwest Madison Townships.

5. Little Buffalo Creek Greenway

The Little Buffalo Creek Greenway follows Little Buffalo Creek for approximately 9 miles.

The greenway is located in Centre, Juniata, Oliver, and Saville Townships, and Newport Borough.

6. Little Juniata Creek Greenway

The Little Juniata Creek Greenway follows the Little Juniata Creek for approximately 13.5 miles.

The greenway is located in Centre, Miller, Penn, and Wheatfield Townships, and Bloomfield and Duncannon Boroughs.

Mountain Ridges – Conservation

1. Berry Mountain Greenway

The Berry Mountain Greenway follows Berry Mountain for approximately 7 miles. This mountain comprises a cove mountain-like geomorphic feature displaying similar folding and rock strata.

Some of the potential linkages include the Buffalo Mountain Greenway to the north, the Howe Run Greenway to the south, and the Susquehanna Greenway to the east.

The greenway is located in Buffalo and Howe Townships.

2. Buffalo Mountain Greenway

The greenway is located in Buffalo, Greenwood, Howe, and Liverpool Townships, and Liverpool Borough.

3. Conococheague Mountain Greenway

The Conococheague Mountain Greenway follows the Conococheague Mountain for 16 miles

The greenway is located in Jackson, Northeast Madison, Southwest Madison, and Toboyne Townships.

4. Hickory Ridge Greenway

The Hickory Ridge Greenway follows Hickory Ridge for approximately 5.5 miles.

The greenway is located in Centre, Miller, and Oliver Townships.

5. Little (Second) Mountain Greenway

The Little (Second) Mountain Greenway follows the Little (Second) Mountain for approximately 17.5 miles.

The greenway is located in Carroll, Rye, and Spring Townships, and Marysville Borough.

6. Mahanoy Ridge Greenway

The Mahanoy Ridge Greenway follows the Mahanoy Ridge for approximately 10 miles.

The greenway is located in Centre, Miller and Spring Townships.

Mountain Ridge – Recreation

1. Bowers Mountain Greenway

The Bowers Mountain Greenway is approximately 11 miles. The greenway is located in Jackson, Southwest Madison, and Toboyne Townships.

2. Cove Mountain Greenway

The Cove Mountain Greenway follows the Cove Mountain ridge for approximately 14.5 miles.

The greenway is located in Penn and Rye Townships and Marysville Borough.

PS6 - Recommendation #2 – Commission a Committee to determine the Feasibility of developing the Shermans Creek Greenway starting at the headwaters of Shermans Creek and terminating at its confluence with the Susquehanna River.

Action:

a. The vision of this greenway is more than resource protection. Shermans Creek runs the full length of Perry County from west to east and is enjoyed by numerous interests – including trout and bass fishermen, swimmers cooling off during a hot summer day, canoeing and rafting during high water levels during the spring thaw to name a few. Landscapes along the way include forested lands, farms, narrow valleys, parks, and campgrounds.

PS6 - Recommendation #3 – Support Shorter Greenways that Connect the Mega-Greenways to the Shermans Creek Greenway to Public and Private Park and Recreation Areas to Trails.

Action:

a. Interconnecting proposed greenways to other greenways and trails is essential in developing a coordinated approach to preserve linear features and the recreational use of the greenways and trails. These smaller but equally important greenways include: Big Buffalo Creek, Bixler Run, Berry Mountain, Bowers Mountain, Buffalo Mountain, Conococheague Mountain, Cove Mountain, Hickory Ridge, Laurel Run, Little Buffalo

Creek, Little Juniata Creek, Little Second Mountain, Mahanoy Ridge, Montour Creek, Perry Furnace Run, and Tuscarora Mountain.

PS6 - Recommendation #4 - Coordinate with Adjoining Counties in Developing an Inter-County Greenway System.

Action:

a. Dauphin County, Cumberland County, Franklin County, and Juniata County have all developed a Greenways, Parks, Recreation, and Open Space Plan. Greenways proposed in those plans that can be interconnected include the Kittatinny Ridge; Appalachian Trail; the Pittsburgh to Harrisburg Main Line Canal; Backlog/Shade Mountain; and the Susquehanna.

PS6 - Recommendation #5 - Link the County through Greenways and Trail

Actions:

a. Identify equestrian trails and trail heads to serve the burgeoning equestrian industry in the County.
b. Plan for the development of the Shermans Creek Water Trail.
c. Relocate the Tuscarora Trail from RT 34 in Carroll Township.
d. Develop an intra-county trail from Marysville to Blain.
e. Develop a multi-use trail along the Juniata River from the Millerstown Community Park to Newport Borough which provides access to the Juniata River.
f. Support the development of Apple Tree Alley Trail in Duncannon Borough. This could trail could also act as an off street trail for the Appalachian Trail.
g. Develop a trail along Fishing Creek that connects the Rye Township Community Park with Marysville Borough.
h. Plan for a rail trail from Duncannon/Newport boroughs to New Bloomfield to the Tuscarora State Forest. This trail could also be used by the Amish as a transportation corridor in the western part of the County.
i. Build upon the existing trail network in the Tuscarora Sate Forest and State Gamelands.
j. Incorporate view sheds into the network of trails.

PS6 - Recommendation #6 - Develop better trail maps and trail wayfinding signs throughout the County.

PS6 - Recommendation #7 - Plan for additional snowmobile, and other motorized and non-motorized trails.

PS6 - Recommendation #8 - Develop a Hub and Spoke Approach to Trails.

As discussed above, opportunities abound in Perry County for trail development. Trail development should take the form of a hub and spokes, where the hub is represented by the boroughs in the County and the spokes represent trails that connect the boroughs to schools, local and regional parks, and historic resources to name a few. Trails should follow the path of least resistance such as streams, vacated roads, abandoned railroad beds, and along roads with adequate shoulders or sidewalks. Trail heads should be located in/or adjacent to the boroughs, or other local or regional destination point such as Little Buffalo Sate Park. Finally, to make this all work it is recommended that the local municipalities review their land use regulations and adopt the necessary language to allow the local municipality the ability to require trails as part of the subdivision and land development plan approval process.

Actions:

a. **Support and encourage the development of trail regulations in local zoning and subdivision and land development ordinances** – As land is subdivided and developed, an opportunity exists to obtain an easement or right-of-way for future trail development. With larger subdivision plans trails can be required to be built. However, before a municipality can require the reservation of land or construction of trails it must have the appropriate plans and ordinances to require such actions, including a Comprehensive Plan and a Park and Recreation Plan. Ordinances required include a Subdivision and Land Development Ordinance with parkland dedication and trail development regulations. It is important to note that in order to adopt a parkland dedication ordinance, the municipality first must have a Park and Recreation Plan.

b. **Commission a committee to champion the development of trails in the County –** For this plan to be implemented it is important that a committee be created to champion the development of trails in the county, interact with local, county, and state officials, be a clearing house of information regarding trail development and regulations, and provide the “trust” value when negotiating with property owners for easements, rights-of-way, and land purchases.

c. **Interconnect trails and greenways where appropriate –** Where appropriate in the county, trails and greenways can be combined together. This will save negotiating time, legal fees, right-of-way acquisition costs, and save capital resources by securing two important resources at one time.

d. **Communicate with property owners** – Trust is the major stumbling block to acquiring easements, right-of-way, or land for trail and recreation development. To be successful, a highly trusted individual in the community must make initial contact with the property

owner and develop a trusting relationship before other individuals become involved. After that initial contact the property owner must be kept abreast of all decisions and actions that occur and all issues must be discussed in detail with the property owner.

e. **Develop Partnerships –** Partnerships must be developed with key organizations such as the AT Conservancy, Central Penn Conservancy, Audubon Society, large land owners, and local and county officials. The development of trails cannot be accomplished by one individual.
f. **Provide Accessible Trails –**Accessible trails should be developed in conformance with the guidelines and spirit of the American with Disabilities Act.

g. **Utilize abandoned railroad/canal right-of-way for trail development –** Perry County is fortunate in that it had a series of railroads that were used for passenger transport and industry purposes in the early part of the 20th Century. However, with the exception of the Norfolk Southern Railroad, railroad activity has long seen its glory days in the county. What are remaining are pieces of historic structures such remnants of canal locks, elevated rail beds, and bridge abutments. These remnants represent a window to the past and an opportunity in the future.

h. **Lower Bailey Road Trail** – Miller Township is considering abandoning a section of the "no winter maintenance" section of Lower Bailey Road. The road follows the railroad tracks and Juniata River, and runs along the far eastern side of the State Game Lands No. 281. Ultimately, it could connect with the Game Land's network of roads and trails.

PS6 - Recommendation #9 – Relocate the Tuscarora Trail from an on-road trail to an off-off trail for a 10 mile length on PA 74, between PA 74 and McClure's Gap. This gap was identified in State's Outdoor recreation Plan (www.paoutdoorrecplan.com). PA 74 is not walker friendly and hikers are experience dangerous conditions along that roadway.

Actions:

a. Reach out to the Keystone Trail Alliance to ascertain the exact issue that is forcing hikers off the trail and onto PA 74.

b. Identify the ultimate route where the trail should be located and alternatives routes that can be used until the preferred route is available.

c. Reach out to property owners to discuss the trail's ultimate location and alternatives.

Priority Strategy #7:

Provide New and Enhance Existing Recreation Facilities

Assessment – Enjoying time in the great outdoors is a key component of the quality of life valued by Perry County residents. The extensive amount of land in the County protected as State Parks, State Forests, and State Game Lands provide close to home opportunities for passive recreation pursuits such as hunting, fishing, and trail activities. While active recreation opportunities are not as plentiful, Perry County municipalities, community organizations, and volunteers have long worked together to make recreation in Perry County work. Through dedication, sharing of resources, and a willingness to travel for recreation, Perry County residents enjoy sporting events, community special events, and opportunities for self-directed recreation. Currently there are 30 parks in Perry County providing 621 acres of parkland for public use. As Perry County looks to the future, strategies for enhancing both passive and active recreation should be promoted to assure that the park facilities and recreation opportunities that residents' value, are retained for future generations. These strategies should reflect the core values of the County, respond to trends affecting leisure activities, and be realistic and achievable.

Opportunities – The existing parks, school sites, and other public lands present opportunities to expand the offering of recreation facilities to county residents. Additional parkland has been identified as a need. Opportunities exist to expand the parkland holdings through expansion of existing parks sites, partnerships with school districts, and collaborative efforts between municipalities and community organizations.

Although development in Perry County has continued during the recent downturn in the economy, it had not previously experienced the extensive development that has affected many other areas of the Commonwealth. This position provides opportunity for parkland acquisition and exploration of recreation opportunities that will provide broad recreation benefits to the citizens of the county.

Challenges – Although Perry County has many pieces of a comprehensive park system, key components are missing and there are significant challenges associated with providing close to home parks and recreation lands to serve residents. Consider the following:

- The County does not have a formalized county park system nor is a parks department recommended for Perry County. The County should promote cooperation and partnerships to advance recreation locally and provide technical assistance to municipalities about park funding and ordinance provisions that enhance recreation opportunities.

- Eleven 11 municipalities do not have a park. Parks and recreation opportunities are essential elements of a high quality of life. Providing recreation opportunities for individual leisure pursuits, family gatherings, community celebrations, competitive

sports, and playground programs are important for creating and maintaining a sense of community and providing fitness and wellness benefits to citizens. Each borough should have a community park.

- There is an overall need for additional parkland in Perry County based on the existing and projected population.

- Many of the recreation facilities located throughout the County were developed prior to or without consideration of the requirements of the Americans with Disabilities Act or Consumer Product Safety Commission guidelines for public playground safety.

- Municipalities have limited financial resources for parkland acquisition, including matching funds for acquisition grants. Personnel resources for maintenance of parkland and capital funds for improvements and necessary renovations are equally challenged.

- Volunteers and community organizations play an important role in providing recreation opportunities throughout Perry County. Fostering these organizations and partnerships and broadening the base of volunteers will be important to expand recreation opportunities in the County.

- Only two municipalities in Perry County have mandatory dedication ordinances that provide for dedication of parkland from developers. Mandatory dedication of parkland is important to address recreation needs as communities grow.

- Key recreation facilities are missing from the offerings in the County to include a park or nature center developed for environmental education, long distance multi-purpose recreation trails, indoor recreation facilities with gymnasium, and special use facilities such as skate parks. Residents travel out of the County to participate in special use recreation activities and use indoor facilities.

- The boroughs have long provided the majority of parkland and recreation opportunities, serving as regional facilities. This informal regional approach to parks and recreation places excessive financial and personnel burden on these core providers.

PS7 – Recommendation #1 - Fix what you have! – Existing Park Maintenance.

Many of the communities throughout the County have parks and these facilities should be the primary target for future recreation investment. Some facilities are relatively new while others have sustained years of use and do not comply with the latest safety and accessibility standards or provide facilities that meet the changing interests of users. Addressing safety, accessibility, and maintenance of existing facilities is the strongest park and recreation facility recommendation.

Actions:

a. **Address Safety and Accessibility Issues First –** Parks and recreation facilities are public facilities, and must comply with the requirements of the Americans with Disabilities Act (ADA). Each recreation element within a public park must be accessible via an accessible route leading from an accessible parking space. Accommodations for persons with disabilities should be incorporated into parks, trails, and special use facilities. Examples of these accommodations include accessible spectator areas, gates to court areas to allow access by a person in a wheelchair, accessible play elements incorporated into playground structures, and accessible accessories such as picnic tables that accommodate wheelchair users.
Parks and recreation facilities need ongoing maintenance to remain in safe working order. Use, abuse, and deferred maintenance can take its toll on recreation facilities and ongoing maintenance to upgrade facilities and refurbish aged elements is necessary to provide facilities in safe working order. Additionally, in the case of playgrounds, upgrades may be needed to meet the latest Consumer Product Safety Commission safety guidelines for public playgrounds.

   Safety and accessibility audits should be completed for parks to identify accessibility issues that relate to the requirements of the ADA and safety issues. Improvements to address these issues should be incorporated into Capital Improvement Programs for the parks.

b. **Maintain Recreation Facilities –** Parks require on-going maintenance and investment. Facilities use, exposure to the elements, and vandalism necessitate both on-going routine maintenance and as-needed maintenance to provide facilities in good working order that are safe and available for public use. Items like playground safety surfacing and infield mix require routine maintenance to assure that the material is maintained at the proper depth and configuration. Facilities like benches and picnic tables may need repaired on an annual basis. Maintenance deferred can often result in the need to replace or take a facility out of service. The municipalities and their partners should prioritize on-going maintenance of parks and recreation facilities and develop a Capital Improvement Program that identifies major facility repairs and replacements with a timeline for completion.

PS7 – Recommendation #2 - Design and Renovate Parks for Low Maintenance.

Parks should be designed and renovated for low maintenance. Materials should be chosen based on their maintenance requirements. Facility layout should consider maintenance practices. Consider using edging or curb to retain loose playground safety surface material and placing trees and signs in planting beds to minimize hand mowing and weeding. Introduce flower beds and extensive plantings only if a volunteer group commits to the ongoing upkeep. Introduce meadow areas with no-mow or low-mow maintenance requirements.

Action:

a. **Maximize the Use of Existing Parks –** Although there is a need for more parkland and recreation facilities in Perry County, investing in existing parks is a higher priority than acquiring land for new facilities. Existing parks should be maximized in terms of recreation opportunities. It is often more cost efficient to invest in existing facilities because the infrastructure is typically in place to support the new or expanded use. A new game court or playground will add play value to a park but may not require additional parking, extensive trails, or restrooms.

   Incorporating trails to connect facilities is a requirement of the ADA, and when developed in a looping configuration with distance markers and benches for resting, is a facility enjoyed for walking and jogging. Picnic pavilions provided near playgrounds will provide shaded locations for caregivers and accommodate birthday parties and summer playground activities. Picnic areas developed with accessory facilities such as horseshoe pits or grills may attract more use than a standalone structure. Each existing park should be explored to define opportunities to maximize use. Consideration should be given to recreation trends and interests of residents.

   Master plan existing parks if a current master plan does not exist. A master plan is a blueprint for future park improvements and should include a phased implementation plan with corresponding cost estimates. Park master plans are critical documents needed when seeking funding from the Commonwealth or elsewhere for park improvements. Newport Borough is currently master planning Veteran's Memorial Park and the recommendations of the plan should guide future investment. Likewise, other communities with park master plans should develop capital improvement programs that phase in park improvements.

PS7 – Recommendation #3 – Add Parkland.

There is an overall need for additional parkland in Perry County to provide facilities to meet the active recreation needs of the existing and projected population. Perry County has 621 acres of parkland distributed between 30 park sites. This total includes both active and passive parks as well as private parks. Parkland acreage analysis typically evaluates the parkland acreage available for active recreation. The active parkland acreage correlates to the acreage needed to develop the sports fields and courts and special use facilities desired by residents for league and community use.

Currently there are 461.28 acres of municipal owned active parkland and when private parks are included in the calculation, the total acreage of active parkland is 594.13. This acreage total is skewed by the inclusion of Wagner Park which is 282 acres in size and primarily natural with approximately five percent of the acreage developed for active recreation. If only the developed portion (15 acres) of Wagner Park is included in the assessment of parkland, there is approximately 194 acres of municipal parkland available for active recreation use. Add the

private parks (Marysville Lions Club Park, Perry County Recreation Association, etc.) and the parkland total climbs to 327 acres. **Table 2-4** below defines the parkland deficit based on the adjusted acreage. The table shows the acreage calculation based on municipal parkland only and municipal parkland combined with private parkland.

Table 2-4
Parkland Deficiencies

	Year	Population Projections	Ex. Parkland Acreage	10 Acre Standard		15 Acre Standard	
				Parkland Required	Deficit	Parkland Required	Deficit
Municipal Parkland	2010	52,795	194	528	334	792	598
Municipal & Private Parkland			327		201		465
Municipal Parkland	2020	55,784	194	558	364	837	643
Municipal & Private Parkland			327		231		510

The calculations were completed using a 10 acre standard per 1,000 residents and a 15 acre standard. The 10 acre standard is over 30 years old and many municipalities have targeted a higher acreage standard to address the changes in leisure use and increased participation witnessed since the standard was first promoted. At the 10 acre standard, there was a deficit of 334 acres in 2010 which is projected to grow to 364 acres in 2020. This projected deficit falls to 201 acres in 2010 and 231 in 2020 if private parks are included in the calculation.

Perry County communities should target the 10 acres per 1,000 residents as a minimum standard. Private parks, which play a significant role in the County, should be included in the calculation. The overall need for additional parkland is balanced by input from citizens and the study committee for this project which suggest that recommendations should not overreach and that new parkland be acquired in a strategic manner. At the 10 acre standard, Perry County should work to add 201 additional acres of parkland. The following strategies are suggested to address the parkland deficit:

Actions:

a. **Target Land Contiguous to Existing Recreation Land –** The preferred strategy for acquisition of additional parkland is to acquire land contiguous to existing parks or schools where possible. Contiguous acreage can provide land for expansion of existing uses and introduction of new uses. Park and school sites are already destination in the community and their expansion will promote centralize recreation activities. An important benefit of this strategy is that infrastructure is typically in place to expand

upon. Many school sites and most parks already have playgrounds, athletic fields and courts, parking, and in some instances restrooms.

b. **Adopt Mandatory Dedication of Parkland Ordinances -** The Pennsylvania Municipalities Planning Code (MPC), Act. No. 170 of 1988 provides municipalities with the authority to require the dedication of public land for recreation purposes. Mandatory dedication is a mechanism that many municipalities use to ensure that future residents have adequate park and recreation opportunities. Mandatory dedication ordinances require developers to dedicate public open space within proposed developments for recreation purposes. An option for paying fee-in-lieu of land dedication is also included in most ordinances. In Perry County, only Penn and Rye Townships have mandatory dedication ordinances. Other municipalities throughout Perry County, especially those in the path of growth and development, should adopt mandatory dedication ordinances. To comply with this legislation, a municipality must meet the following requirements:

1. Work with municipalities to have them adopt the county plan as their own parks and recreation plan or work with municipalities to develop their own parks and recreation plans, preferably as regions rather than single municipalities. Use the adopted recreation plan for established open space standards and park service areas, identification of areas in need of open space, and develop a capital improvement program for the region/municipality.

2. Develop a mandatory dedication ordinance that contains standards for determining the portion of a development to be dedicated and the amount, if any, of fee to be paid in lieu of land. Consider developing a model ordinance at the county level that could be used by municipalities.

3. Create a separate interest bearing account for the placement of any collected fees.

The ordinance should describe the size and characteristics of land appropriate for dedication to assure that is can be used to develop recreation facilities.

c. **Explore Opportunities for Regional Parks –** It is not likely that all of the parkland needs can be accommodated on contiguous acreage. It is equally true that acquisition of new parkland in each municipality is not realistic or necessarily desirable. Currently many residents travel to use swimming pools and other park facilities. Consideration should be given to developing regional parks to meet parkland and recreation facility needs. Through collaboration and pooling of resources, communities could expand recreation opportunities on a regional basis. There are numerous strategies for achieving regional parks, each with advantages and challenges. Below are three options for pursuing regional parks. The decision on the best approach should be defined locally.

1. **Regional Parks Based on School Districts -** Residents indicate that they currently recreate and typically travel between recreation venues based on school district

boundaries. Municipalities within the same school district could explore working together to provide additional parkland and create regional park facilities. This additional acreage could be a new park facility or an expansion of an existing park or school site. The regional parks should have sufficient acreage to meet the active recreation needs of the region including special use facilities. The best strategy for providing expanded parkland within each of the four school districts should be defined by the collaborating communities. A slight variation of this approach would be to combine the Greenwood and Newport School Districts as one region. These are the two geographically smaller districts and they currently have a cooperative agreement for use of athletic facilities. Additionally, together their student enrollment total is similar to the other two districts, but much smaller when taken individually.

2. **Expand Existing Parks with Regional Focus -** One option is to explore expansion of parks that currently function as regional parks. Three parks were identified to target three geographic areas, based loosely on the school district boundaries. Loysville Community Park, Millerstown Area Community Park, and Perry County Recreation Association each provide recreation to a region of Perry County, reaching beyond the borders of the immediate community.

3. **Loysville Park**, in northern Tyrone Township, is geographically central to the western portion of the County and already functions as a regional park serving as the primary recreation destination for residents from surrounding municipalities. The surrounding and nearby municipalities of western Perry County should join together to expand and enhance Loysville Park to provide the facilities needed in the region. A master plan for Loysville Park illustrates the expansion of facilities to include an additional youth baseball field, a football field, additional soccer fields, new playgrounds, and expanded parking. The development of these facilities will expand the function of this park as a regional facility. The park improvements can be expedited if the municipalities of the region work cooperatively and pool resources. Expansion of this park site is limited by existing development and surrounding roads.

4. **Millerstown Area Community Park,** in Greenwood Township already serves several municipalities in the northeast portion of the County and is a regional destination for summer recreation because of the swimming pool. The master plan for this park proposed additional facilities needed in the region. One drawback to designating this park as a regional facility is that it is effectively land locked between the Juniata River and the West Juniata Parkway, limiting expansion potential. On the plus side, a trail is planned along the east bank of the Juniata River connecting Millerstown and Newport, which will enhance access to the park from the region.

5. **Perry County Recreation Association** (PCRA), in Penn Township is an 88 acre private, member-based recreation facility. PCRA has a partnership with SASY (Susquenita Area Soccer Youth) for soccer fields and currently there are six fields at

the park and two more planned. In addition, the park includes a swimming pool, picnic pavilion, and camp sites. The partnership with SASY has expanded the recreation facilities at the park, introduced new users, and highlighted its importance as a regional facility. The idea of further expansion of this park to serve the region should be explored. The private status of the park will require a unique arrangement for cooperation but would only formalize its current function as a regional facility.

d. **Themed Regional Parks** - Regional parks could be developed to meet the identified facility needs in the County. Residents have expressed the need and desire for a park that provides access to the Juniata River, additional athletic fields, and special use facilities such as a skate park and in-line skate rink. These identified needs could be provided in two or three parks, depending on the size and configuration of the potential park sites. These regional parks would serve the entire County.

1. A **River Park** should be located along the Juniata River and contain enough acreage to accommodate both land and water based activities. The park could have a natural resource-based theme and components like a nature trail and signs that promote environmental education. The four school districts could be the driving force behind securing and developing a river park if environmental education is a significant component of the park.

2. A **Sports Complex** could be developed where sufficient acreage can be obtained that is compatible with athletic field and sports court development. A consistent message from the public was the need for additional athletic fields and a sports complex could provide a single destination for the majority of athletic activities. Sports complexes contain multiple fields and courts, sufficient parking, and support facilities to include concession stands, announcer booths, batting cages, and other features that support competitive play. If large numbers of fields can be accommodated, tournament use can be promoted which may provide revenues to offset operations costs. Additionally, if room permits, a portion of the park site should be set aside for a future indoor recreation facility. An indoor recreation facility in a centralized location would complement the athletic facilities providing a facility for year-round training and practice. Sports complexes typically are developed with field lights to maximize use of the facility, but due to concern about retaining dark skies, lights are not recommended in Perry County parks. The development of a sports complex may take the pressure off of community parks and free space in these local parks for other facilities, such as skate parks which should be located locally for easy access by teens. One strategy to create a regional athletic complex is to organize a collation of athletic leagues from throughout the County as an authority to acquire land, develop the park, and operate the facility.

PS7 – Recommendation #4 –Maintain and Enhance Swimming Pools.

There are five community swimming pools in Perry County plus the swimming pool and spray ground at Little Buffalo State Park, a regional facility serving both county and non-county users. The community pools draw users from local and nearby communities for swimming lessons and leisure swimming. Unfortunately, these facilities are small traditional tank pools with few amenities. These small pools in rural areas present significant challenges to remain in operation and continue to attract patrons.

Actions:

a. **Enhance Visitor Experience through Improvements -** Improvements to these facilities should focus on enhancing the visitors experience by adding features such as shade structures, colorful plantings, movable lawn chairs, and shade trees. Newer swimming pools are including pool toys and spray features in the design. Many of these elements are system-based and interchangeable. The pools should be evaluated to determine if pool toys could be incorporated into the pool.

b. **Foster Pool Alliances and Support -** The pools should be supported by the host municipality as well as surrounding and nearby municipalities whose residents use the facility. The five community pool owners should consider forming an alliance to work together to jointly purchase multiple pool toys that could be rotated between the five pools. Additionally, this alliance could foster sharing of information, programming ideas, and resources that will the benefit the pool operations.

PS7 – Recommendation #5 - Indoor Recreation.

Indoor recreation in Perry County is limited with most residents traveling outside of the County for gymnasium and indoor pool use. The Lion's Den in Juniata County was repeatedly referenced as a facility that people use and is needed in Perry County. At the same time, residents stated that it is not a hardship to drive out of the County for a variety of goods and services. With consideration of the magnitude of an initiative to develop a new indoor recreation facility in Perry County, the multitude of other recreation initiatives, and the lack of a compelling need, development of a facility for indoor recreation is not recommended for Perry County at this time.

A**ction:**

a. **Consider Indoor Recreation Interim Measure –** Although a stand-alone, new indoor recreation facility is not recommended for Perry County at this time, partnerships with the school districts could, in part, address the need for an indoor facility. There are four school districts serving Perry County. Each of these districts has one or more schools with an indoor gymnasium. These facilities are taxpayer funded and should be available during non-school hours for community use. Greenwood School District currently

permits and facilitates extensive use of their indoor facilities and should serve as a model for the other districts. The municipalities and sports/recreation leagues within the other three school districts should initiate a conversation with their school district to understand their concerns regarding community use and devise solutions that will allow taxpayers full advantage of these public assets.

PS7 – Recommendation #6 - Expand access to rivers and streams.

The Juniata and Susquehanna Rivers, Shermans Creek, Raccoon Creek, Big Buffalo Creek, Little Buffalo Creek, Little Juniata Creek, Fishing Creek, and others streams are significant natural resources that provide resource-based recreation opportunities. Expanded access to the rivers and streams is desired by citizens. Unfortunately, private landowners are increasingly limiting public access to these resources.

Actions:

a. **Improve existing river access areas** – Access to the Juniata River is limited by the active Norfolk-Southern rail line that parallels the western shore of the river. There are a few locations where access is provided to the river via railroad crossings or subways under the rail corridor. In Duncannon Borough there are four arched stone subways which provide access to the river. These facilities should be improved by dredging silt, removing debris, and providing safe pedestrian connections to the town sidewalk system and nearby parking where possible. Other connections to the river should be explored for opportunities to accommodate public use.

b. **Target acquisition with river and stream frontage –** While many of the public parks in the County are along streams, Howe Township Park is the only municipal park with river frontage. Residents have expressed their desire to be able to recreate where they can participate in both water and land-based activities. The four PA Fish & Boat Commission access areas provide parking and boat ramps but do not provide accommodations for land activities such as picnicking and prohibit camping, swimming, and off-leash dogs. Acquisition of parkland with frontage along the Juniata River is recommended. The municipalities along the Juniata River should work together to develop a strategy for providing additional parkland along the Juniata River. Strategies could include getting the word out to the public and real estate professionals about the desire to acquire land along the river and assessing the public use potential of public landholdings along the river.

c. **Work with PennDOT to expand public access to streams** – Roadways provide public access to streams at bridge crossings although accommodation for parking, canoe/kayak launch, or fishing are not typically provided. The Commonwealth is currently undergoing an extensive initiative to replace and rehabilitate bridges and in doing so often secures lands adjacent to bridges for construction activities. Perry County and local municipalities should work with PennDOT to secure these adjacent lands for public

access following the completion of bridge projects. Access to Shermans Creek was cited as a high priority.

PS7 – Recommendation #7 - Close-to-Home Parks and Recreation

Actions:

a. **Focus on active healthy living through close-to-home recreation opportunities.**

b. **Support and advance the Perry Health Department's strategic plan to improve physical activity options and opportunities for the residents of Perry County.**

c. **Work collaboratively with willing municipalities to enhance and increase the number and type of recreation facilities available in local parks.** The more, varied and close-to-home recreation facilities are the more people will use them to engage in active healthy lifestyles. Use this county park, recreation and open space plan as a foundation for close-to-home recreation planning and implementation in setting the standards for the local communities and partners that want to participate in recreation planning and implementation.

d. **Use the planning and land development process to increase opportunities for active healthy living close to where people live**. Improve communities with sidewalks, bicycle paths and close-to-home recreation facilities.

e. **Establish safe ways for people to walk and ride bicycles to community destinations to foster physical activity as a regular way of life.**

f. **Create a public awareness campaign about the recreation opportunities in Perry County and how their use benefits individuals, municipalities and the private sector.**

g. **Maximize the potential for school districts to be the central source of recreation opportunities for citizens near where they live.** Work on shifting thinking about schools more broadly to lifelong education for the community at large through an educational/recreational partnership. This could make more recreation and life enriching experiences available to more citizens. The school districts would need community support in such an initiative.

PS7 – Recommendation #8 - Develop a funding strategy for parks, recreation and open space over the immediate, short and long term.

Action:

a. Use the recommendations of this plan as the strategy to launch implementation and revise these recommendations into an evolving strategy as the economy improves and the plan is implemented over the next ten years and beyond.

PS7 – Recommendation #9 - Consider appropriating additional funds in the Perry County budget for more time from the Tri-County Regional Planning Commission to manage the implementation of the Greenways, Parka, Recreation, and Open Space Plan.

Action:

a. This could be in the range of $40,000 to 60,000. This would be an investment in leveraging funds from a variety of public and private sources.

PS7 – Recommendation #10 - Consider developing a funding program to assist municipalities in planning and implementing parks, recreation and open space conservation projects and programs.

Action:

a. Orient this program to multi-municipal partnerships rather than toward single jurisdictions.

PS5 – Recommendation #11 - Recommendation - Establish Mandatory Dedication of Land Ordinances.

Action:

a. The purpose would be to secure parkland and/or fees-in-lieu of dedication of parkland and trails to provide for the recreational needs of future citizens arriving here through new residential development.

PS7 – Recommendation #12 - Use the land development process to attain parkland, recreation facilities, and trail goals.

Action:

a. Local municipalities should work with developers in a proactive way to create residential development that fosters active healthy lifestyles and conservation of natural resources. By doing so, the cost of achieving these goals can often be absorbed through the

development i.e. trails can be built as part of the infrastructure of the development. The Tri-County Regional Planning Commission (TCRPC) professional planning staff can provide new and updated information to officials about how to accomplish this. The interaction between the planners and municipalities can occur through the Local Planning Assistance (LPA) Program. Through this program local municipalities can contract with the Tri-County Regional Planning Commission to provide community planning services above those county services mandated by the Pennsylvania Municipalities Planning Code. In this way, the investment in planning salaries achieves a payback through park and recreation development and conservation of natural resources achieved at the local level.

Priority Strategy #8:

Promote Tourism and Compatible Economic Development

Assessment - Outdoor recreation is a hallmark of Perry County. With over 40,000 acres of natural areas owned by the Commonwealth of Pennsylvania dedicated to conservation and outdoor recreation in Perry County, the residents have plentiful opportunities to hunt, fish, hike, boat, enjoy nature, picnic, and experience the star-filled sky. The Perry County Council on the Arts provides a year round slate of activities covering the studio and performing arts. Not only do the programs enrich the communities and lives of the citizens, they are also an important economic development engine exemplified by the Route 15 Byway of the Arts. In addition to outdoor recreation opportunities, a multitude of organizations provide organized scheduled recreation for the citizens close to where they live. As customary in rural areas, volunteer organizations, faith-based institutions, schools, and community associations plan and offer recreation programs, leagues and special events. The boroughs and townships own 401 acres of recreation facilities in 20 parks. While municipal governments in Perry County consider recreation to be important, they lack the resources to offer organized programs and services. Perry County does not provide recreation programs. The municipalities generally support programs and services offered by other organizations that conduct those programs in municipal parks and recreation facilities. The focus of recreation in the municipalities is on the provision of facilities rather than the provision of services.

Opportunities - Increasing recreation opportunities will be a crucial strategy in three areas of concern in Perry County: preserving the peaceful rural way of life here, stimulating the economy and addressing the number one public health issue of obesity with its associated diseases resulting in poor quality of life and pre-mature death. Two out of three citizens are overweight or obese including 30 percent of third graders. While recreation opportunities are available, they are fragmented. Increasing awareness about recreation opportunities is important, as they are a significant asset of Perry County.

Recreation in Perry County has three core areas: outdoor recreation; the arts, culture & events; and close-to-home recreation. Since Perry County does not directly provide recreation programs or facilities nor does Perry County intend to establish a Parks and Recreation Department, how

Perry County relates to the provision and promotion of recreation opportunities is important. Perry County can serve as the rallying organization to facilitate the coordination and collaboration of the provision and promotion of recreation services rather than directly providing the services. Providing the support mechanisms for people to engage in the recreation opportunities in Perry County is vital to outdoor recreation as well as outdoor recreation and heritage tourism. Lodging, food service, retail businesses and a welcoming atmosphere are essential aspects of supporting recreation opportunities as well as powerful contributors to a vibrant economy countywide.

PS8 – Recommendation #1 - Outdoor Recreation.

Actions:

a. **Focus on advancing the provision and promotion of outdoor recreation opportunities provided by public, quasi-public and private organizations**.

b. **Work with the Bureau of State Parks**. Collaborate with the superintendent(s) managing the three state parks in Perry County, the State Game Commission and the Bureau of State Forests in determining how to promote and support their outdoor recreation opportunities for citizens and visitors in Perry County.

c. **Work with the Sportsmen's Clubs and organizations**. Monitor their issues, interests and opportunities and promote the needs and interests of these groups regarding outdoor recreation.

d. **Support and enhance the partnership with the Dauphin County Visitors Bureau to promote the outdoor recreation opportunities of Perry County**.

e. **Include outdoor recreation opportunities as a part of every aspect of county planning and economic development efforts**.

f. **Use the inventory contained in this plan to create a centralized information source of recreation opportunities available in Perry County.** Develop materials to inform public and private organizations, individuals and visitors about recreation opportunities. Tailor the materials to the medium used such as brochures, news features, newsletters, the Internet, WEB sites, social media and others.

g. **Work with the Conservation District and the Penn State** Extension on land conservation, trails and programming efforts in Perry County.

PS8 – Recommendation #2 - The Arts, Heritage and Special Events.

Actions:

a. **Continue to support the efforts of the Perry County Council of the Arts.** The Council operates on a countywide basis developing, promoting, implementing and partnering on the provision of recreation program, events, and services related to the arts. Their work in recreation services through the arts improves the quality of life and tourism vital for the economy.

b. **Fold heritage and historical features into recreation opportunities to develop Heritage Tourism as a major aspect of tourism in Perry County.** Cultural heritage tourism is traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past and present. It includes cultural, historic and natural resources. Strive to increase the potential of Perry County in Heritage Tourism as well as the role of Perry County in the Dauphin County Visitors Bureau efforts and programs. As a small rural County with no recognizable named hotels and limited services adjacent to Pennsylvania's state capitol burgeoning with formalized recreation opportunities and support amenities, it is a challenge to position Perry County in a strong role in tourism. Two important themes emerged in this planning process: Perry County as the region's "Big Back Yard" and rural history and heritage.

c. **Promote and coordinate special events in Perry County.** They are a top recreational interest among the citizens and have the potential to draw people to visit in Perry County. There is currently no centralized means for people to access information about events and programs in Perry County. Establishing a "go-to" place for people to go to in order to find out about recreation opportunities would increase awareness and stimulate participation in recreation. Consider using current providers of information as the "Go-to" resource or mix of resources including Perry County, the Perry County Council of the Arts, the Dauphin County Visitors Bureau, municipal newsletters and others that may be in place.

PS8 – Recommendation #3 - Make recreation and conservation a part of the County's overall planning and economic development strategies.

Action:

a. The recreational lands and opportunities in Perry County are a major asset and should be used to attract business and tourism. This should include the development of support for tourism such as lodging, restaurants and promotion. Develop and implement a visitor readiness program with public and private providers of visitor services to ensure a welcoming atmosphere of hospitality for visitors. This will ensure that Perry County is ready and mechanisms are in place to support economic development through tourism.

PS8 – Recommendation #4 - Pursue heritage and outdoor recreation tourism as a major industry of Perry County.

Action:

a. Work aggressively with the Hershey – Harrisburg Visitors Bureau to position Perry County's recreation and heritage assets for increased tourism.

PS8 – Recommendation #5 - As the economy rebounds, consider undertaking a county bond issue to fund park, recreation and open space projects.
Action:

a. Having a source of funds available would provide matching funds to leverage grant dollars. Providing matching funds is a problem for the local communities. Work with a financial advisory team to determine the feasibility of this along with appropriate funding levels. Include a key stakeholder and public participation process in exploring this. If this appears to be feasible, encourage a key stakeholder group to work with Perry County in developing a public outreach and information campaign about it. This is an important step before any question about an open space bond would go before the voters in a referendum.

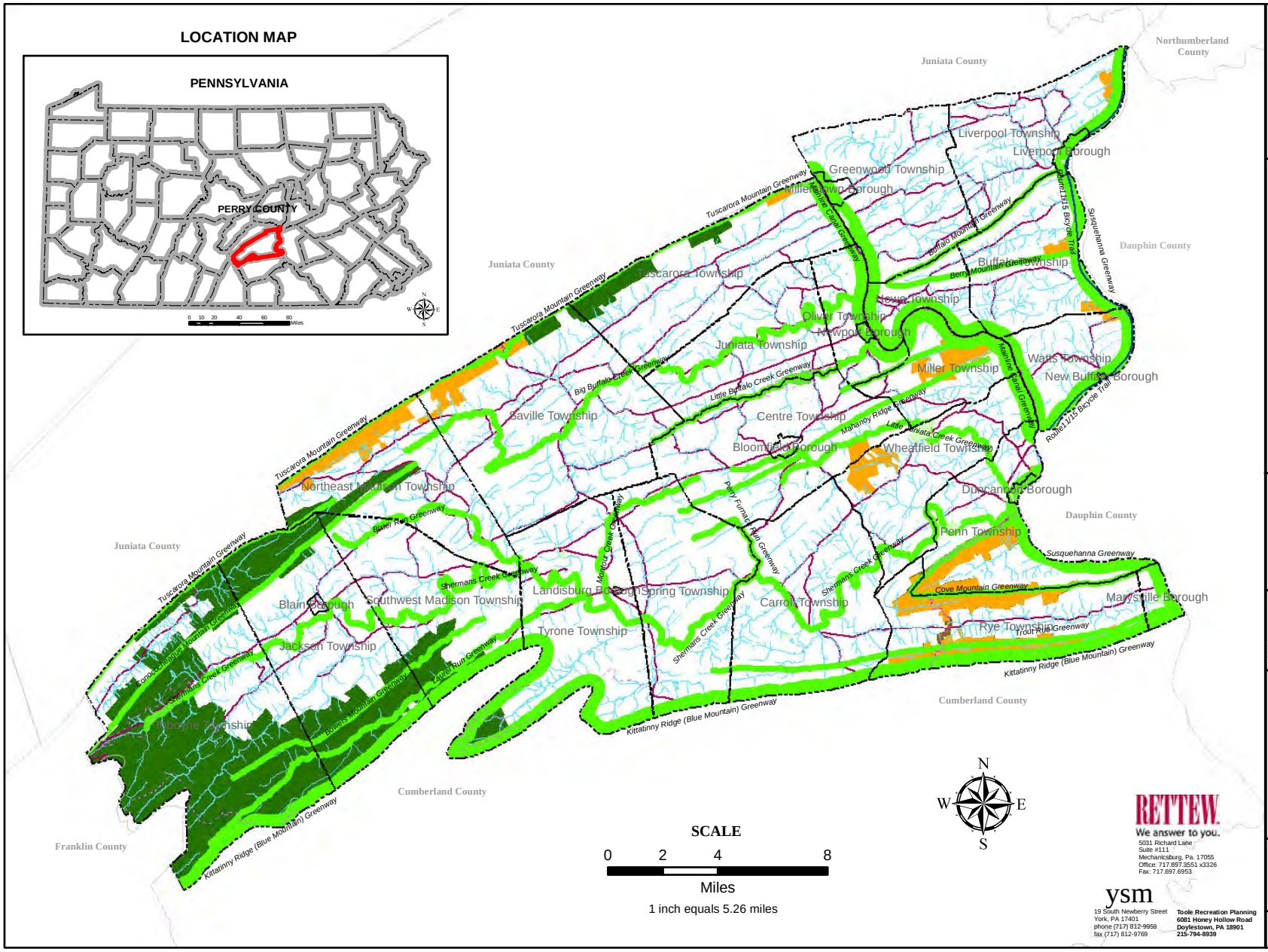
PS8 – Recommendation #6 - Consider assisting municipalities with exploring the potential to generate funds through a one-quarter to one-half percent of the Earned Income Tax to preserve open space.

PS8 – Recommendation #7 - Retaining a part-time or contracted grant writer to pursue federal, state and foundation funds would help Perry County to obtain additional funding for parks, recreation and open space.

Action:

a. Interviews for this plan found that there is little knowledge or capacity for pursing grants. The grant writer should also be charged with providing timely information to municipalities and partners about grants they could pursue. The Tri-County planners could also provide assistance in the grant process. The investment in providing assistance to secure grants should yield a result that is more than the cost of these services.

PERRY COUNTY GREENWAYS, PARKS, RECREATION, AND OPEN SPACE PLAN



PLAN

MAP 1 GREENWAYS, TRAILS, AND BICYCLE ROUTES

LEGEND

Greenways
- Mega Greenways
- Inter-County Greenways

Trails
- Bicycle & Pedestrian Routes
- Appalachian Trail
- Other Trails

Other
- Appalachian Trail Lands
- State Gamelands
- State Forests
- Municipal Parks
- Perry County Boundary
- Municipal Boundaries Within Perry County
- Surrounding County Boundaries
- State Road
- Water Body

PERRY COUNTY, PENNSYLVANIA

PERRY COUNTY CONSERVATION DISTRICT
PO Box 37
25 South Carlisle Street
New Bloomfield, PA 17068
website: www.perrycd.org

TRI-COUNTY REGIONAL PLANNING COMMISSION
find us on the web @ www.tcrpc-pa.org
&
PERRY COUNTY PLANNING COMMISSION
112 Market Street
Harrisburg, PA 17101
or
PO Box 37
25 West Main Street
New Bloomfield, PA 17068

RETTEW
We answer to you.
5031 Richard Lane
Suite #111
Mechanicsburg, Pa. 17055
Office: 717.697.3551 x3326
Fax: 717.697.6953

ysm
19 South Newberry Street
York, PA 17401
phone (717) 812-9959
fax (717) 812-9769

Toole Recreation Planning
6081 Honey Hollow Road
Doylestown, PA 18901
215-794-8939

PREPARED DATE: AUGUST 16, 2010
PREPARED BY: TRI-COUNTY REGIONAL PLANNING COMMISSION (TCRPC) & PERRY COUNTY CONSERVATION DISTRICT
SOURCE DATA: PENNDOT, CENSUS 2000, PERRY COUNTY GIS DEPARTMENT, TCRPC

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Perry County Greenways, Parks, Recreation, and Open Space Plan

Action Plan

Action Plan

Introduction

The Perry County Greenways, Parks, Recreation, and Open Space Plan (Plan) is a visionary document that provides a clear path on how Perry County can continue to provide and expand recreation resources and opportunities in the County. To ensure the Plan meets the needs and expectations of the residents of the County, the planning process and strategy development was very open to the public. A total of six public participation meetings were conducted, three at frontend of the project to listen to the public, and three at the backend to present the recommendations and achieve a level of public support that would allow the plan to be easily adopted and implemented by the Board of Commissioners. In addition to those public participation meetings, a total of fifty (50) key stakeholders were identified and interviewed on various topics, including Water Resources, Land Resources, Conservation, Regulatory, Funding, People, Parks, Recreation, and Tourism. A summary of the key stakeholder interviews and input from the public participation meetings is provided in the Plan. In addition to those interviews and meetings, a committee of fifty individuals (Committee) was created to provide additional input and guidance on the Plan, and a core committee of seven individuals was created from the full committee to oversee the month to month activities. Plan concepts, strategies, and recommendations were all ran through the core committee before receiving final approval by the full committee. The day to day interactions were handled by county staff from the County Planning Commission and Conservation District.

Action Plan Development

There are two overall activities driving the successful implementation of this Plan; the first is the Plan must be adopted by the Perry County Board of Commissioners, and the second is the creation of an implementation organization. Without the two aforementioned activities the project blueprint cannot move forward. The project blueprint features eight key strategies for improving the quality of life in Perry County through greenways, parks, recreation and open space. They were developed through input from the public and committee, county staff, and the mission and vision statements; however, in order to understand the importance that each strategy has in the County, the committee was asked to rank them as to their value in implementing this Plan. The eight blueprint strategies were ranked in the following order most important to important:

1. Conserve land and water resources and promote activities that contribute to the ecological health of the County.
2. Protect the County's scenic character and rural lifestyle.
3. Provide assistance and outreach to municipalities and private sector partners.
4. Establish partnerships to promote greenways, parks, recreation, and open space.
5. Expanding recreation opportunities.
6. Linking the County through the development of greenways and trails.
7. Provide new and enhance existing recreation facilities.
8. Promote tourism and compatible economic development.

Action Plan

As conveyed through its mission and vision statements, the Plan establishes a vision for greenways, parks, recreation, and open space in the County. Achieving that vision will require ongoing dialogue and cooperation among many different people and organizations not only in the County but also in the region.

From the outset, the Committee identified the adoption of the Plan by the Board of Commissioners and creation of an organization to implement and champion the plan, and reprioritize projects based on funding opportunities and ever changing visions for the County as the two overriding actions to the successful implementation of the Plan. The West Shore Collaborative is an example of an implementation organization that was developed for three local municipalities in Cumberland County to implement a regional comprehensive plan. We believe this is a great example of what an implementation organization is; therefore, we offer it in this plan as a Case Study.

Case Study – West Shore Collaborative Task Force

During the Steering Committee meetings discussions revolved around regional implementation. The consultant provided an example of an implementation organization that was developed in conjunction with the Imagine West Shore Joint Comprehensive Plan (IWS). The consultant explained that while the Steering Committee had the primary responsibility for the planning process, another group, the West Shore Collaborative Task Force (WSCTF), was tasked with developing an effective organizational system (tentatively called the *West Shore Collaborative*) to get the region on a path to implementation. Task Force representatives from each community met over the course of several months to learn about other successful community and regional implementation systems; discuss viable organizational options for structure, operations, oversight, etc.; and determine a preferred implementation system for pursuing and successfully completing larger, more regional types of projects.

Based on their own community knowledge and experience—and most importantly their strong desire to "get moving and working on regional projects"—the WSCTF reached general consensus on the development of a simple system of regional coordinating committees to implement the IWS Joint Comprehensive Plan. Although not as strictly prescribed as a formalized Intergovernmental Cooperation Agreement (ICA), Task Force members concluded that this type of organizational structure will provide a viable framework to establish and cultivate strong working relationships among the three communities. In the immediate term and over the long run, the West Shore Collaborative (WSC or Collaborative), as proposed, can establish a positive track record of implementation. Further, the three boroughs will be in a much better position to investigate a more formalized organization for regional planning, policy development, and project execution.

With the adoption of the IWS Joint Comprehensive Plan, the three communities have the opportunity to finalize the details of this implementation system, secure their respective borough's sign-off on the West Shore Collaborative model, and finally, begin implementation. The Task Force is proposing that the West Shore Collaborative be structured as a committee

system with representation from each of the three participating boroughs. Oversight of the organization/implementation system will be provided by a "Regional Coordinating Committee". A series of "Functional Committees" will each be responsible for the implementation of regional initiatives in the following fairly broadly defined areas: Community Infrastructure, Economic Development, and Quality of Life. The Task Force envisions that the functional committees will each take responsibility for fairly broad functional areas. An example of the types of issue/project areas is shown below:

Functional Committees		
Economic Development	**Community Infrastructure**	**Quality of Life**
Downtown Revitalization Commercial / Industrial Redevelopment Workforce Development Historic and Cultural Assets	Roads Bridges Sidewalks Water Sewer Stormwater Transit Streetscapes	Housing Public Safety Open Space / Recreation Municipal Services / Planning / Code Enforcement Schools

The individuals initially appointed by their respective communities to serve on the proposed West Shore Collaborative Coordinating Committee will have the responsibility of prioritizing the key regional strategies identified in the IWS Joint Comprehensive Plan and assigning them to one of the functional committees for implementation. The functional committees will then be tasked with undertaking the work of selected high priority regional projects/programs. It will be important that none of the functional committees take on more work than their current level of resources (financial, volunteer, and community partnerships) will allow them to complete successfully.

It is recommended that in order to successfully implement this Plan an implementation organization be created that may or may not mirror that of the WSC.

To Keep Moving Forward:

Focus on Organizational Development

Organizational development is the process through which an organization develops the internal capacity to be the most effective it can be in working towards its mission and sustaining itself over the long term. The individuals representing the five municipalities will need to be both motivated to tackle the hard work of organizational development and appreciative of the importance of the connection between achievement of the region's vision and the strengths of the organization.

The proposed organization will be comprised of a diverse set of components that will define its effectiveness and sustainability over time. In addition to launching the exciting work of implementing regional projects, the municipalities must also keep their focus on the overall growth and development of the regional organizational structure. While perhaps not as exciting as rolling up their sleeves to start working on actual projects, these efforts will ensure that the organization will remain in alignment with the Plan's mission and that the organization is set up for success going forward. Moving forward together, these communities will further define and refine the following core components of the organization:

Governance and Structure

The organization will need to ensure they have a viable organizational structure and policies for decision making. They will need to work toward seamless relationships among committees and elected and appointed officials and staff members, as well as establish clear committee roles and responsibilities, governance systems and structures. Finally, they will benefit greatly from the development of individual committee members' skills and capacity and from planning for leadership development and transitions.

Strategic Thinking and Planning

Using this Plan as their strategic road map, the organization work will have clear priorities and be able to focus on a reasonable number of regional initiatives and key strategies. Periodically, the organization will need to take stock of their strengths and weaknesses and the environment in which they work in order to (re)set clear goals, objectives, strategies, and tactics. Additionally, the organization should recognize the importance of adapting to change, internally and externally, to keep regional initiatives on track.

Program and Project Development and Implementation

The organization will need to pay careful attention to identifying desired outcomes, developing appropriate activities, and giving staff and/or volunteers the necessary resources. Likewise, the organization will not remain effective if they do not monitor their results and adapt the program to new information and lessons learned from evaluation.

Evaluation, Learning and Accountability

To be effective, the organization must be accountable to its constituents, including funders, their own committees, and respective communities. They will need to be active in evaluating their work and learning from success and failure. The organization will need to make a commitment to documenting their work, reporting and communicating in timely and appropriate ways, and aspiring to be transparent to their internal and external publics (**See Model Regional Communication Plan**). Being a learning organization means having the systems in place to evaluate progress and having an organizational culture that is willing to learn and open to change.

Human Resource Management

People are the most valuable resource an organization has. How the organization develops and manages people will be critical to their productivity and success. The organization should strive to develop volunteers that embrace and support the organization's values, vision, and mission. They should also embrace their role in providing individuals with avenues of service and opportunities for personal development that match their skills and interests. Furthermore, the WSC will need to appreciate that their volunteers must take care of themselves and not be overwhelmed or exhausted by the work.

Organizational Culture

Organizational culture includes written and unwritten rules that shape and reflect the way an organization operates. In short, it is how people do the work of the organization. It is the environment in which decisions are made and conflicts are resolved. The management structure, tone, and appearance of publications of the organization will be true expressions of its culture.

Management Systems and Structures

If organizational culture is the informal, invisible way the organization works, the management systems and structures are the formal and visible ways the organization will complete its work. In effective organizations, these systems and structures are aligned with the organization's vision, values, and mission. They are reviewed and adapted regularly so that they stay responsive to the current needs of the organization. Policies and procedures are documented in writing, as appropriate and understood by the people most affected by them.

Resource Development

Organizations that have all the other core components in place cannot be successful without resources to do the work. To be effective, the organization must have clear plans for resource development and the human capacity to implement those plans. Sustainable resource development requires clear understanding of each committee's regional priorities, programs, and financial objectives, as well as a long-range plan and an annual plan for funding.

Action Plan

Model Regional Communication Plan

Introduction / Purpose

As conveyed through the adopted mission and vision statements, the Plan will establish a vision for the future of the participating communities. Achieving that vision will require ongoing dialogue and cooperation among many different people and organizations. When communities expand their planning scale beyond their own borders, the resulting region requires a strong framework to guide their efforts. To that end, is recommended that these municipalities establish a responsible system for implementation of the plan. This proposed organization will require a good strategic Regional Communication Plan as one of the fundamental building blocks for effective and accountable plan delivery.

For the purposes of this regional planning effort, the region should adopt a Regional Communication Plan with a focus on both the short and long term. Short-term activities will guide communications during the completion and adoption of the plan and start up of the implementation effort. In the long term, activities will direct and sustain communication throughout regional implementation. The following Model Regional Communication Plan proposes a proactive approach to foster effective two-way communication, enable regional problem solving, and deliver strong and consistent information that will reinforce the idea of a region with one common purpose: the citizens.

Model Regional Communication Plan

1. Core Communication Values / Foundation for Regional Communication

The following core values are essential to cultivating effective regional communication:

- Communication is a two way process. The region will work to emphasize and practice active listening and encouraging feedback.
- Communication will be accurate and timely. To be influential, regional communication must be credible.
- Communication will be grounded in the interests and language of the receiver in both content and context.
- Communication will be compelling and continuous to compete for regional audience attention.
- Evaluation is an essential tool in continual communication improvement.

Through commitment to the above core values, the region will be able to build and maintain a strategic communication system based on a strong foundation, including the following principles:

- Participating communities are committed to making a good start in the regional planning effort and then turning that momentum into an established pattern for communication. Early and continual communications will be key to developing a long-term regional communication system.
- No one community will dominate regional communication. As in the planning process, all must participate equally.
- Although the Regional Communication Plan has an overall regional goal (objectives, initiatives, and actions), it will respect local and regional differences.
- The success of the regional communication effort will require that the region invest in it. Communication, like all aspects of inter-municipal cooperation, takes resources. The region will address, at the earliest possible time, where such resources will come from and how they will manage them over the long term.
- For the Plan to achieve sustainable implementation, the communication system needs to come from a stable institutional base. The strategy requires both strong leadership and accountability to ensure the consistent delivery of communication activities.

2. Communication Ground Rules

It is important to agree to a set of ground rules for communication at the initial stages of the planning process. They are an important basis for valuing and respecting the individuals and organizations from the participating communities as well as the communities themselves. The ground rules define a behavioral model which addresses how individuals work together, communicate, participate, cooperate, and support each other. They may be used to define and standardize procedures, use of time, work assignments, meeting logistics, preparation, minutes, discussion, reporting, respect, and courtesy. To be effective, ground rules must be clear, consistent, agreed to, and followed; furthermore, they should be added to and revised as needed.

Meeting Logistics

- The Coordinating and Functional Committees will each establish a schedule of regular meetings based on the scope of their current initiatives on a date and time as agreed to by the communities. Location of the meeting will rotate among the communities.
- All meetings will have an agenda. The agenda and any additional materials to be discussed at the meeting will be developed by the respective Committee Chair or their designee and distributed to committee members ahead of the meeting in enough time to absorb the information.
- Committee members are responsible for contacting the Committee Chairperson(s) with any agenda items they want to include at least two weeks prior to each meeting. Agenda items can be added at the meeting with the concurrence of the committee members present.

- All Committee members are expected to attend regularly scheduled meetings unless they are out of town, on vacation, or sick. If a Committee member is unavailable, he or she may have a designated, empowered representative attend in his or her place.
- Meetings will start promptly. All members are expected to be on time. If, for extenuating circumstances a member is late, he/she must catch-up on his/her own.
- Each Committee will designate an individual responsible for taking and distributing meeting minutes, including an action item list identifying deadlines and responsible individuals.
- Meeting minutes will be distributed within a reasonable timeframe following each meeting.

Regarding individual rules of engagement, all Committee Members will:

- Emphasize collaboration and use consensus for important decisions and issues. For less important issues, committees will rely on a subject matter expert with input from others. When the committee cannot reach consensus, an agreed upon alternative method for reaching a final agreement is implemented.
- Practice both active and reflective listening. Before making a point, members will confirm to the group that they appreciate the views of others by restating their point and seeking agreement that they truly understand the prior points.
- Practice self respect and mutual respect.
- Avoid finger pointing—address the process not the individual. Criticize only ideas, not people.
- Focus on the future, instead of getting stuck in the past.
- Watch for "trigger" words – remembering that language IS important.
- Be open to new concepts and to concepts presented in new ways. Keep an open mind. Appreciate other points of view.
- Agree to disagree, when necessary.
- Participate enthusiastically.

Regarding Committee rules of engagement, all Committees will:

- Include everyone in the discussion. Allow each participant to speak on an issue once before anyone gets to speak twice on the same issue.
- Handle differences or conflicts openly and positively. Differing perspectives about issues and approaches will be regarded as *problems to be solved* rather than as *battles to be won*.
- Ensure only one person talks at a time. Allow the person speaking to finish his/her statements. Don't interrupt someone while he/she is talking.
- Avoid the use of "killer" statements; don't shoot down ideas.
- Participate in "one" meeting and discuss items being handled by the entire group. Questions, ideas, and thoughts are shared with the whole group – rather than in sidebar conversations.

- Share the responsibility for keeping each meeting on track (and, when necessary, call for a review of the ground rules).

3. Overall Goal

The primary goal of the plan is to create a common framework for the effective development and delivery of regional communication both throughout the planning process and following plan adoption. Each community accepts their role in the course of the planning process to create an environment that will produce positive and constructive communication. Moreover, the region accepts responsibility for working together to achieve consistent, efficient, and high impact regional communication toward the long term visibility and viability of the effort.

4. Focus on Short- and Long-Term Communication

For the immediate timeframe, the communities will spend the coming months completing the plan and finalizing the details of the implementation system, securing their respective community's sign-off on the regional committee model and finally, beginning implementation. In the short term, the Regional Communication Plan will provide an internal structure to define how all involved communicate:

- with the County and any professional advisors;
- among its members; and,
- back to each municipality's elected and appointed officials.

Over the long term, the Regional Communication Plan will ensure that the implementing organization delivers timely, clear, and consistent communication to its stakeholder audiences. The established organizational framework – based on strong leadership – will ensure that the communication activities keep pace with plan implementation and remain focused on the relevant issues of the region.

Most importantly, the Regional Communication Plan will serve as a guide to managing the involvement and, when necessary, conflicting viewpoints of a wide range of stakeholders. Understandably, the participating communities do not all have the same interests, agendas, or priorities. The communication system provides a process to account for and respectfully accommodate these differences so that the region can take the resulting recommendations seriously. The process will also ensure that the region is ready to take advantage of all opportunities both while developing the plan and as implementation gets underway.

5. Objectives

The following objectives define what the region wants to achieve through communication.

- Engage all key internal and external audiences impacted by the regional comprehensive plan.
- Ensure that both internal and external stakeholders understand the goals, objectives, and expected outcomes of the regional comprehensive plan.
- Exploit innovative and existing communication channels and techniques to maximize awareness and understanding of both the regional plan and the regional implementation effort.
- Establish an element as part of the implementation effort (e.g., Regional Communication Team) to ensure an integrated and consistent approach to sustainable communications within the region and beyond.

6. Key Audiences

- Regional Plan Steering Committee
- Implementation/Organizational Committee
- Municipal Staff
- Local Elected Officials
- Planning Commissions
- Zoning Hearing Boards
- Parks/Recreation Commission
- Shade Tree Commission
- Environmental Advisory Council
- Public Safety and Emergency Service Providers
- Residents
- Property Owners
- Community Development Organizations (Local / County)
- Economic Development Organizations (Local / County)
- Civic Associations (Local / County)
- Educational Institutions
- Business Sector (Industrial/Commercial) Partners
- Neighboring Municipalities
- County Officials and Agencies
- State Officials and Agencies
- Federal Officials and Agencies

7. Key Message

In the short term, the Regional Communication Plan will establish a simple yet clear and effective key message for external communication:

EXAMPLE: The participating communities have joined forces to plan for the future of the region. Through the efforts of the implementation effort/organization, these communities will work to advance the quality of life in region by identifying, evaluating, and implementing community and economic development strategies consistent with the Regional Comprehensive Plan. There is great strength in unity, and by coming together to develop and implement a regional comprehensive plan, these communities are greatly enhancing their ability to get things done.

8. Critical Initiatives

The following critical initiatives will enable the participating communities to operate both during the process to create the plan as well as going forward with implementation.

- Develop and commit to implement both short-term and long-term regional communication plans.
- Establish roles, responsibilities, and expectations of committee members as well as any professional advisors.
- Agree upon the approach for dealing with conflicts before they arise. Set up a structure specifically to deal with potential conflicts – such as a Regional Communication Team (RCT) – so that if a situation does occur, there is a neutral path that individual participants, organizations, and/or the region can take to mitigate the negative effects. A RCT could use a convener to guide the team. The convener role may be better played by a regional business or nonprofit partner.

9. Communication Tools

Methods to carry out the Region's communications initiatives will include:

Media Statements / Press Releases	Annual Regional Meeting/Event
Annual Reports	Newsletters
Website	Q&A / FAQ Sheets
Fliers / Brochures	Background Papers
Letters / Memos	Speakers Bureau
PowerPoint Presentations	Videos
Personal Communication	

10. Specific Actions: Short-Term

In the short term, communication activities will focus on developing and managing an internal system for both the Regional Plan Steering Committee and the group considering the implementation framework under which to operate during the regional planning and capacity building process.

Activity / Message / Method	Audience	Timing / Frequency	Responsibility

11. Specific Actions: Long-Term

Over the long term, the Regional Communication Plan will ensure that the region works proactively to deliver timely, clear, and consistent communications to its stakeholder audiences. Once the Coordinating Committee is in place, they will establish a communication team and/or subcommittee with responsibility for developing, implementing and reviewing all communication activities. This committee – based on supportive leadership and strong accountability – will ensure that communication activities keep pace with plan implementation and remain focused on the relevant issues of this region. Recommended long-term communication activities include regular reporting to the communities, regular updates or inserts in each of the three community newsletters, development and maintenance of a regional website, annual event and related document to report on and celebrate regional accomplishments.

12. Evaluation and Improvement

The region will measure the success of the Regional Communication Plan by the extent to which they achieve both their communication and plan implementation objectives. Ongoing evaluation, review and improvements will ensure that communications activities keep pace with the implementation of plan and remain focused on the relevant regional issues.

Future Consideration:

Intergovernmental Cooperation Agreement

Should the region wish to investigate a formal Intergovernmental Cooperation Agreement (ICA) at a later date, there are a number of issues to consider:

Basic Provisions of the Intergovernmental Cooperation Act

The Pennsylvania legislature enacted the Intergovernmental Cooperation Act of July 12, 1972, P.L. 762, which is now codified as *53 Pa.C.S. §§ 2301 to 2315*. The Act authorizes two or more "local governments" to "...jointly cooperate...in the exercise or in the performance of their respective governmental functions, powers or responsibilities." *53 Pa.C.S. § 2303(a)*. In order to do so the local governments are required to enter into "...any joint agreements as may be deemed appropriate for such purposes."

A local government may institute intergovernmental cooperation by an ordinance of its governing body, and also it may be required to take such action if so directed by voter approved initiative or referendum. *53 Pa.C.S. § 2305*. Ordinances approving inter-municipal cooperation must specify the conditions of the agreement, the duration, the purposes, the manner and extent of any financing, the organizational structure necessary to implement the agreement and the manner in which any property, real or personal, shall be acquired, managed or disposed of. *53 Pa.C.S. § 2307*.

Other Issues of Intergovernmental Cooperation Agreements:

In addition to the basic provisions of ICAs set forth above, the following are additional issues that municipalities should consider in pursuing more formalized ICAs:

- Drafting the ordinance to allow modifications to the agreement after the ordinance is enacted. If the ordinance approves a specific draft of an agreement, there has to be a new ordinance enacted to approve a modification to the agreement.

- Adding general language authorizing municipal officials to take all actions such as "Borough Council is authorized to take such other action as may be necessary to carry out the purposes of this Ordinance in connection with the implementation of the Agreement."

- Ensure the ordinance for each local government has similar provisions concerning modification of the agreement and authorization to take all necessary action.

- Consider a joint legal advertisement for the proposed ordinance for all three boroughs to lessen advertising costs.

- No municipality should enact the ordinance before the language of the Intergovernmental Cooperation Agreement is finalized.

- Determine who will draft the agreement and how the five municipalities will allocate initial costs.

- Make sure the agreement spells everything out. Accept no assumptions and force each governing body to consider all issues.

- Address the procedure for making and communicating future decisions regarding the agreement.

- Ensure that if any other statute (e.g. the PA Municipalities Planning Code) is involved, the terms of the agreement comply with that statute.

- Clearly address how any costs are going to be allocated or shared.

- Address whether other local governments can join into the agreement, withdrawal of a participating local government, complete termination of the agreement, and dispute resolution procedures, such as mediation.

In Closing…

In closing, adoption of the Perry County Greenways, Parks, Recreation, and Open Space Plan and development of an implementation organizational structure should not be interpreted to suggest that the recreation planning program and collaboration process for Perry County is complete. Actually, adoption of the Plan signifies the County's future planning, collaboration, and implementation activities are just beginning. Recreation strategies and recommendations have been established for the future of Perry County in a number of social, environmental, and physical areas. It will require county leadership, residents, and volunteers to continue communicating, championing, and collaborating to attain the County's recreation vision.

Action Plan

The *Greenways, Parks, Recreation, and Open Space Plan* is meant to be handled. The action sheets contained herein are designed to effectively communicate the intent of the recommendation and the steps required to implement it. During implementation, the action sheets can be handed out to key stakeholders to build support for the project and to delegate tasks to project partners. As the top priority recommendations are implemented, it is recommended that the County review, update, and reprioritize the list of recommendations contained in the Plan, and subsequently develop a new Action Plan for the projects that are deemed most pertinent. This process is meant to aid the County in effectively following through with and completing the projects and actions set forth as part of this Plan.

The Action Plan table has been developed to provide direction for the County in implementing the Plan objectives. For each objective, the table lists proposed action steps, the priority status, the timeframe to implement, responsible party, and potential funding. Priority status and time frame qualifiers are described in more detail below.

- Priority Status – classified as low, medium, or high, this field can also be thought of as the level of importance or criticality to the action step. Priority status does not necessarily correspond directly to the implementation timeframe, as there could be segments that are considered a low priority, but are easy to implement, and are therefore projected to be completed in a short or medium timeframe. Conversely, there may also be proposed projects that are of a medium to high priority, but due to circumstances surrounding the project may not be completed in the near term.

- Time Frame – Classified as short, medium, or long, this field identifies when the project will be implemented. Although the region will first focus on short term improvements, it should also consider components of medium to long term projects that may take multiple years to implement. For the purpose of this plan Short Term is 1 to 3 years, Medium Term is 4 to 6 years, and Long Term is 7 years and beyond.

The projects identified in the following Action Plan were identified through a prioritization process with County staff. The projects and actions are consistent with the Project Blue Print and offer a starting point for the County Commissioners, and ultimately the Recreation Commission, to begin implementing the Plan. It is recognized that once the Recreation Commission is formed the projects identified in this Action Plan may be reprioritized. Additional funding sources can be found in **Appendix II.**

Overriding Action

Plan Adoption

There has been a significant amount of personal time and capital invested in this project to ensure the Plan meets the current and future needs of Perry County. The Plan is very specific to Perry County and it goes without saying that the adoption of the Plan by the Perry County Board of Commissioners is required for successful implementation to occur.				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Present the Plan to the Perry County Board of Commissioners.	High	Short	Board of Commissioners and County Staff	County General Fund, DCNR, DCED
2. Conduct Public Meeting with the Perry County Planning Commission.				
3. Prepare and advertise the Public Notice for the Public Hearing.				
4. Provide access to the Plan to the Perry County municipalities, school districts, and surrounding counties.				
5. Review comments received from the Perry County municipalities, school districts, and surrounding counties.				
6. Plan Adoption.				

Blueprint Actions

Priority #1 - Conserve land and water resources and promote activities that contribute to the ecological health of the County

Protect Natural and Water Resources, and Open Space				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Develop an educational program to educate elected and appointed officials on the importance of water resource protection and tools that are available to regulate uses.	High	Short	Board of Commissioners, County Staff, and recreation consultant.	County General Fund, DCNR, DCED
2. Encourage the adoption of stream buffering and natural resource protection ordinances by local municipalities. The County Planning staff can offer technical assistance and model ordinances to local officials.	Medium	Medium	County Staff	County General Fund, DCNR, DCED
3. Require the use of Best Management Practices (BMP's) to control stormwater runoff from individual properties and agricultural land. The County could develop demonstration projects to show the benefits of BMP's.	Medium	Medium	County Staff	County General Fund, DCNR, DCED

Priority #2 – Protect the Scenic and Rural Lifestyle

Encourage local municipalities to adopt ordinances that protect the Dark Sky of the County.				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Reach out to the local astronomy club(s) to determine the best location(s) for star watching in the county.	High	Short	County Staff , Municipal officials, Private Clubs	Municipal budgets, DCED, Private Funds
2. Educate local officials on the benefits of protecting the night sky and the economic benefits of star watching.	Medium	Medium	County Staff , Municipal officials, Private Clubs	
3. Provide model ordinances to those municipalities that have been identified by the astronomy clubs as having dark skies and are threatened by light pollution.	Medium	Medium	County Staff , Municipal officials, Private Clubs	

Priority #3 – Provide Assistance to Municipalities and Private Sector Partners

Develop educational meetings to educate local officials on the importance of adopting sound land use planning tools (Comprehensive Plan, Park and Recreation Plan, Act 537 Plan, Subdivision and Land Development Ordinance, and Zoning Ordinance.				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Utilize existing events, such as the Perry County Supervisors Convention, to conduct training workshops. Develop a power point presentation on community planning that can be used over and over and possibly make it available on line.	High	High	County Staff, Association Officers	County General Fund, DCNR, DCED
2. Identify web based and existing training opportunities that can be forwarded from the County to municipal officials.	High	Medium	County Staff	
3. Develop a municipal outreach program similar to what Cumberland County does. These meetings can be used to build relationships and educate elected officials on community planning tools.	Medium	Medium	County Staff	

Priority #4 – Establish partnership to Promote Greenways, parks, Recreation, and Open Space

Establish the Perry County Partnership in Parks, Recreation and Open Space (PROS) by creating the Perry County Recreation Committee (PCRC)				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Develop the organizational framework. The organization should be developed as an advisory organization to the Perry County Board of Commissioners, with membership from all geographic parts of the County. It is recommended that the organization should not exceed nine members.	High	Short	Board of Commissioners, County Staff, and recreation consultant.	County General Fund, DCNR, DCED
2. Formally establish the organization through appropriate action by the Board of Commissioners.	High	Short	Board of Commissioners, County Staff	County General Fund, DCNR
3. Seek and review resumes and letters of interest from individuals whom would like to volunteer for the organization.	High	Short	Board of Commissioners, County Staff	County General Fund, DCNR
4. Make appointments to the organization.	High	Short	Board of Commissioners	County General Fund
5. Identify a staff member and/or consultant to assist the organization with developing their role and responsibilities for the first year.	High	Short	Board of Commissioners	County General Fund, DCNR, DCED

Priority #5 – Expand recreation Opportunities

Develop On-Road Bicycling Loops				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Identify local bicycling clubs, and other pedestrian oriented clubs. These clubs should be part of any discussion on developing bicycling routes and pedestrian walkways.	Medium	Medium	County Staff, Local Clubs	County General Fund, State, DCED, Private Clubs
2. Secure funding for the project and prepare a scope of work.	Medium	Long	County Staff, Local Clubs	County General Fund, State, DCED, Private Clubs
3. Hire a consultant to prepare the plan.	Long	Long	County Staff, Local Clubs	County General Fund, State, DCED, Private Clubs

Priority #6 – Link the County through Greenways and Trails

Develop Greenways to Protect Linear Features and Promote Recreation				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Plan for a trail from Duncannon and Newport Boroughs to New Bloomfield to the Tuscarora State Forest following old railroad beds. This trail can be a combination pedestrian and equestrian trial similar to the Cumberland Rail Trail in Cumberland County. This trail could also be used by the growing Amish population in the western part of the County as a transportation corridor.	High	Medium	Municipal governing bodies; planning commissions; water/sewer authorities	County General Fund, State, DCED, Private Clubs
2. Plan for the development of the Shermans Creek Water Trail/Greenway.	Medium	Long	Municipal governing bodies; planning commissions; developers	County General Fund, State, DCED, Private Clubs, Watershed Groups
3. Relocate the Tuscarora Trail from Route 34 in Carroll Township.	Medium	Medium	Municipal governing bodies; planning commissions; developers	County General Fund, State, DCED, Private Clubs

Perry County Greenways, Parks, Recreation, and Open Space Plan

Appendix I

Public Participation Results

Perry Northeast – Oliver Township

February 18, 2010

Key

P – Project
G – Program
C – Collaboration
F – Funding
L – Local
T – Tourism
R – Regulatory
H – Historic
S – State

Strength/Opportunities	Category	Common Theme
The two big rivers are such an asset - why aren't they used more? Need to focus on water safety and recreation.	G, C, T, S	Yes
Community Pools	P, F, G, C, L	Yes
Millerstown - 40 acre park on east side of Juniata River - hope to get a trail down to Newport on the east bank. Going to be building a bridge across the Cocalamus Creek	P, F, S, L, C	
Susquehanna Boat Accesses - Attract diverse crowds of people	R, S	
Water trail signs at Millerstown Park.	R, S	
Perry County has a rich and vast historical background - canals, railroads, covered bridges, old iron ore furnaces, etc.	C, H, T	
Norfolk Southern owns portion of the canal. It crosses over the river at Millerstown. Some places have been filled in for the railroad. Some nice lockes as you go down the river - Miller Township and in the Wheatfield/Penn township area - on the west side of river	C, H, T, L	
Train station in Newport - opportunity to incorporate it into historical assets/potential trail, etc. Train station is privately owned.	C, H, L	
Playground in Newport is in bad shape - but partnerships lined up for donations/contributions. Approximately $250,000-$300,000 cost to renovate	P, G, F, L, R, C	
Midget baseball uses field at elementary school	G, C, L	Yes

Perry County Fairgrounds - called the Newport Fairgrounds, owned by the Perry County Fair Board. Have the county fair, carnival, pony races. Perry County Fair is the 3rd week in August. Agriculturally based	G, C, L	
Bicycling / Bicycle trails could develop in some of the less busy areas. There are clubs and groups and a route for the Newport Library that traverses a lot of the county. Purpose is to raise money for the library.	G, C, L, S, T	
Apple butter boil in Liverpool in October. Bicyclists come up from Harrisburg - cycle all around and stop for that specific event.	G, C, L, T	
Camp in Juniata Township - developed for leadership	G, C, L	
Have a lot of roads that aren't that busy compared to Cumberland and Dauphin Counties, but twists, turns, and bad shoulders hinder bicyclists	G, L, S, T, C	
Amish Draw - Tobias Animal Farm (In Dauphin County)	G, T	
Millersburg Ferry	H, T	
Volksmarch - national walking group - had a presence in Perry County. Louise Clauser - Tuscarora Township	G, T, F, C, L	
There is a church group looking at putting in a skate park outside of Millerstown on the east side of the road	P, G, F, L	
Open spaces used for a variety of passive recreation opportunities (Colorado example). If people could see that they would appreciate it around here.	P, F, L	
SR 17 between Millerstown and Ickesburg - several horse entities - people that give riding lessons, etc. Lots of horses in the western part of the county with the Amish population	G, T, L	Yes
People from Maryland come to Perry County to ride horses. A connection between Marysville and Blain would make a nice trip.	P, H, T, L, C, S	Yes
From Map		
Tuscarora Wild Area – Need access	C, F, S, T	
Anspach House – Historic Site	H, T	
Horse stables/boarding/riding concentration on Rt. 17 in Tuscarora Township	G, C, T	
Need right-of-way for trail from Millerstown Park to Newport	P, C, F, L, S, R	
Newport Owls owns land next to the Millerstown Park – Collaboration	C	
Howe Township Park – Launch site for kayaks, nice park	L, T, G	
Canal Locks – Historic Site	H, T	
Hunter Valley Winery – Tourism	T	
Red Bridge – Historic Site	H, T	
Eco-Tourism Potential	G, C, F, L, S, T	

Concerns	Category	Common Theme
Do state game lands parking area permit overnight parking? Need a place where you can park for an overnight or a weekend so you can get into the trails for a circuit	T, S	Yes
Cars entering parks and doing wheelies/donuts - late at night, break through barriers, drug problems too, from river bridge in Millerstown down into Greenwood Township	R, S, L	Yes
Vandalism - more of a problem in Newport parks than in Millerstown, but happens occasionally in Millerstown too. Kids' riding skateboards on top of the tennis nets in Newport; spray painting; can't do anything nice because it would just get torn up. People won't come down and use it anymore because of the people that hang out there. Same problem in Oliver Township.	R, S, L	
No lights at the playgrounds to light up certain areas.	P, F, C, L	
skateboarding - gets a lot of kids that don't use tennis courts or baseball, did have a parent that brought kids to request using a storage shed for and indoor skate park facility to be locked. Tony Hawk foundation gives up to $10,000 grants to low income areas for skate parks	P, G, F, C, L	
Mindset of "we've never done this before" ex - where are we going to store our stuff?	L, C	
Money! "We love this new park, it's going to be great…I'll help with fundraising, but don't ask me to pay taxes on it.'	C, F, L, S	Yes
Access - people coming from outside the county and people post "posted" no trespassing signs every 2 feet. Isn't only newcomers, people post because people are riding ATVs through fields and need to receive a clear message that that type of activity is not wanted.	R	Yes
A lot of initiatives that are accompanied by a lot of up front energy and then aren't carried through. Need to grab a hold of the successes in the county and run with it.	G, C, L, S	
Kentucky - county government; recreation associations through the county	C, L	
Challenge to get municipalities to work together	C, L	Yes

One of the challenges with trails - in addition to getting those pieces and linking them together is the protection of those trails. Example - Tuscarora Trail - land ownership changes impacting the trail. Impacts equestrians, hikers, bikers, etc.	P, C, L, S, F, T,	
A lot of people have gardens, but we don't have a community garden - people might be interested in it. Spiral path (CSA) near Ickesburg - buy a membership and they give you what they harvest for the week. Would get people involved with being outside, agriculture. Good with the "local foods" movement and the economy. Potential opportunity at a farm near Duncannon. FFA has a grant to do a community garden at the Perry County Fairgrounds this summer.	P, G, F, C, L	
No YMCAs, no indoor swimming facilities, Swimming lessons are typically taught by Red Cross instruction (Liverpool, Millerstown, New Bloomfield) Also the Y pool in Duncannon that is open with memberships	F, C, L	
Newport Owls bought an area for their picnic area - very nice pavilions. Millerstown park abuts the athletic fields, baseball, and football at this area and there are some disputes in this area.	C, L	
From Map		
Howe Township Park - Maintenance/oversight of users	L, R, S, C	

IF YOU COULD GET ONE THING IN PLACE IN 20 YEARS

Preserved open space
Restricted development - keeping Perry County the way it is.
Viable young farmers
Development - businesses (have the industrial park)
development where there is existing infrastructure - but there is no existing infrastructure
designated growth areas
history of the county still preserved and enhanced with better access

Perry West – DCNR Building

March 4, 2010

Key

P – Project
G – Program
C – Collaboration
F – Funding
L – Local
T – Tourism
R – Regulatory
H – Historic
S – State

Strength/Opportunities	Category	Common Theme
Opportunity for rail trail in region	P, C, F, L, S	
Dark sky – Important to this area	P, G, F, L, T, S, R	
Hobriter (sp?) Property in Centre Township – Potential 500 acre tract for recreation. Deed restrictions limit recreation to walking trails only. Centre and Wheatfield turned down the property, which has wetlands and steep slopes. No timbering allowed. Property is still available. Old rail bed is approximately ¼ mile long on property	P, L, S	
Central Pennsylvania Conservancy – Policy is to buy or ease land adjacent to preserved property to increase size.	C	Yes
Centre Township – Land needed for ball fields	P, F, L, S	
Most townships have been donated ground to develop parks.	P, F, L	
New Germantown Sportsmen Club – Located outside New Germantown. Used by local residents. Community yard sales.	G, L	
Centre Township donates money to the pool in New Bloomfield.	F, L	Yes
Toboyne Township buses kids to the New Bloomfield pool.	G, F, C, L	Yes
Local ball fields help the local community. More fields needed for all sports.	G, F, L	Yes
A lot of pull off areas for horse trailers in the western end of the county.	T	Yes
Perry County is a destination for equestrian activities.	T	Yes

Bridge by Wentzels' Mill and other bridge improvement projects should include parking areas for access to streams.	T, L, S, C	
Sherman Creek can be floated in March/April	T, C, L	Yes
From Map		
Hike for Habitat – Fowlers Hollow	G, C, T	
Fairview Church – Historic Structure	T, H	
Great Camping in area	T	
Snowmobile Trails	T	
Motor-cross event	T	
Post source watersheds for awareness/open space	P, C, F, L, R	
Central Pennsylvania Conservancy – Maintain connectivity between preserved parcels; use as a policy guide; headwater protection is important	C	
SR 74 into Juniata County – Overlook/hang gliding	G, T	
Tuscarora Mountain – Longest broad top mountain in the United States	T, C, F, S	
Green Park School – Historic Site	H, T, F	
Fetter House – Historic Site	H, T, F	
Ludolph Church – Historic Site	H, T, F	
Tuscarora Trial was relocated in the Tyrone/Spring Township Area	C	
Railroad corridor – potential trail	P, F, L, C, S	
Blue Bell Tavern at Little Buffalo State Park – Historic Site	H, T, S	
Centre Township is interested in recreation land	L, F, R	

Concerns	**Category**	**Common Theme**
Grant money requires an audit – expensive. Need to know requirements of grants upfront	F, L, S	
West Perry - School district is not allowing access to their property anymore	C, L	Yes
State requirements – wetlands, stormwater, drainage	R, S	
Old school house is falling down near the old park	T, H, F, S, L	
Tax revenue is a problem in the western end of the county. Can't buy land. Must use grants which are difficult to get.	P, F, H, L, S	Yes
Need closer access to pools in local communities instead of a central pool.	C, F, L	Yes
Overnight camping fills up quickly in the state parks.	T, S	
No organized equestrian clubs in the county.	T, L	
Property is being posted which creates access issues for horse trials.	T, F, L, S, C	

Public access for fishing/hunting is a big issue. Public access easements need to be financed.	T, F, L, S, C	
Posted property is an issue in general.	R	Yes
Litter is a big issue. Being respectful of the land is important.	R, L, S	
Advertising/tourism brings in more people.	T, H, F, L, S	
Vandalism is not rampant in this area; however, it does occur on state lands and in the townships.	R, L, S	Yes
No public/private areas for kids to hangout.	G, P, L, F	
No adult recreation in area.	G, P, L, F	
No shooting range in this area of the county	G, C, P, T, L	
State Roads need shoulders for biking. Local roads need to be swept.	C, L, S, T	
Mountain biking is not popular in the area due to lack of loops, slopes, streams. DCNR would work with a mountain bike club to layout a trail.	C, L, S, T	
From Map		
Pollution of source drinking water	C, R	
Bringing in outside people to the area	L, H, T	
Don't want this area advertised for recreation	T	
Tuscarora Trail was relocated to Rt. 34 at Sterrets Gap – Very Dangerous	T, F, C, S, L	

What you want to get out of the plan?

1. Justify needs for improvements – Need dollar amounts.
2. Connect trail from one end of the county to the other.
3. Plan cannot sit on the shelf. Must be used as a tool to collaborate. The plan is just the beginning of the conversation.
4. How to reduce environmental impact of users of the facilities.
5. Focus on important issues. Do not give to many options. Good prioritization.
6. Develop a detailed action plan.
7. Strong connection to opportunities.
8. Joint effort between municipalities to plan for recreation activity.
9. Special needs residents need to be included in the plan.
10. What do we do in the winter? Need something like the Lion's Den in Perry County.

Other

1. Big Spring is no longer a state park. Under management of DCNR forestry.
2. DCNR has interest in certain properties in the county. (See Gene for those sites)

3. New Bloomfield Fire Company built a soccer field until money is available for a new fire station. Asked to protect the soccer field.
4. Madison Grange – Amish is using the ball field
5. Dairy farms are converting to horse farms
6. Trails should be designed specifically for motorized and non-motorized uses.
7. Develop access signs to show which properties are accessible for hunting/fishing.
8. DCNR has partnered with many organization/volunteers to help maintain facilities.
9. Tyron Township has prepared a Master Plan for the Park in Landisburg.
10. Fry Park in Spring Township? Honor a fallen solider from Perry County.
11. Increased archery opportunities in the county.
12. Amish use of facilities?

Vision

1. Contiguous parcels of land to allow larger areas for wildlife.
2. Clean environment and place to live
3. Rural integrity of the county must be maintained

Perry Southeast – Penn Township

March 11, 2010

Key

P – Project
G – Program
C – Collaboration
F – Funding
L – Local
T – Tourism
R – Regulatory
H – Historic
S – State

Strength/Opportunities	Category	Common Theme
Duncannon is completing a bike/pedestrian master plan project – Apple Tree Alley Walk portion. Could be an off-road trail for Appalachian Trail hikers.	P, F, L	
Marysville – new development going in on South Mountain. Would like to connect Darlington Trail out through Rye Township. Developer bought land in Rye Twp.	P, C, L, R	
Rye Township (SALDO) ordinances having requirements to connect trails are a good tool.	L, R	
Developer dedicating 180 acres of 477 acres to Marysville Borough to remain as open space	L, R	
Marysville Borough has access to the river via a paved road that goes through an arch to Heritage Park – best small mouth bass fishing area in the state	G, L, T	Yes
Access to the Susquehanna River through the arches in Duncannon	G, L, T	Yes
Opportunity to preserve what's left of the Shermans Valley Railroad.	P, G, C, L, S, H, R	
Wheatfield Township – Wagner Park – old railroad bed that follows the creek. Next phase of operation at Wagner Park is to establish the trail system.	P, L, H, R	
Historic Resources - Iron furnaces	H, T	Yes
Road to Newport – has one section that is closed in winter – old lock and towpath, ruins of an iron furnace	H, T, C,	
Access to the Shermans Creek	P, C, F, L, T	Yes

Should plan for non-motorized traffic with road improvement projects	C, L, S	Yes
Plan for a trail between Rye Township Community Park and Marysville Borough and connection to Darlington Trail.	P, C, F, L, R	
Shermans Creek is an opportunity for a water trail	P, C, F, L, R, T	Yes
Perry County Recreation Association. Access to bring the canoes out of Shermans Creek in Duncannon	G, C, L, T	
High demand for community pools	G, C, L, F, S	Yes
Bike-a-thon - Opportunity to collaborate as a large group to help raise seed money to match other funding sources	C, P	
Rockville bridge is an asset – people come to take pictures	H, T	Yes
Need a map /access points for Shermans Creek	P, T, C, L	
Land behind Susquenita HS – needs to be a way to preserve that	L, R	
- Clarks Ferry Tavern – used to be a stagecoach stop and a place for lodging (near 3Bs) - Railroad station has been restored in Duncannon; being used by Blue Ridge Communications as a commercial establishment – offers beautiful view of the river - Conestoga wagons used to line up at the base of Peter's Mountain and wait for Mr. Clark to come pick them up - Heritage quilt trail – Shermanata Grange	H	Yes
From Map		
Girty's Notch – Historic Site	H, T	
Skate Park was proposed at the Watts/Buffalo Community Park	P, G, C, F, L	
Canal Locks	H, T	
Property is available next to SGL 174 in Penn Township	C, F, S, L, T	
Apple Tree Alley Bike/Walk – Duncannon Borough	T, L, F, S	
Sherman's Creek Water Trail	C, P, G, L, S, T	
Access to Sherman's Creek – Boat launch	C, P, G, L, S, T	
Important to protect Cove Mountain	R, L	
Possible trail along Fishing Creek to Marysville	L, C, F, P	

Possible extension of the Darlington Trial to proposed developments in Rye and Marysville.	L, C, F, P, S	
Possible trail connecting Lions Park to Cold Spring Development	L, C, F, P	
Susquehanna River – Best smallmouth bass fishing in state	G, T, C	
Abandoned railroad from Blain to New Bloomfield and Wheatfield	C, P, F, L, S, H, T	

Concerns	**Category**	**Common Theme**
Lack of knowledge of locals of resources in the county	P, G, C, F, L, T, H	
Someone has put in an I-beam bridge near the headwaters of Shermans Creek - near Fowler's Hollow. Very Dangerous.	R	
Lack of funding	L, S, F	Yes
Lack of trust between local municipalities	C, L, S	
Need for support when you do get the money. It's hard to advocate for parks and recreation when people worry about taxes, infrastructure projects, etc.	L, C	
Why doesn't the county fund parks? Other counties fund parks – Dauphin, Lebanon	P, F, C, L	
More volunteers are needed – too few people doing all of the work. Municipalities call on the same volunteers time after time because they are the people that say yes	C	
Marysville lion's club – people wish they could still go ice skating on the pond	R	
People don't want recreation/parks/trails next door – NIMBYs – it's difficult to get people to be more accommodating with trails	C, L	
Municipal officials need to enforce ordinances o Need to consider land dedication / fees in lieu of land dedication o Can require dedication of a trail and should include this as an option	R, L	
The area has a poor attitude	L	

A lot of traffic passes through the area on its way to the PA Wilds, north-central PA, or endless mountains o Opportunity to be a revenue generator – need to get people to stop	P, G, C, F, L, T, H, S	
Tax revenue is an issue	L, F	Yes
From Map		
Cell Towers impact area	R, L	
Darlington Trail is rough due rutting from vehicles	C, L, G, F	

What you want to get out of the plan?

1. See the county put together a county-wide plan that knits the county together and offers something for everyone along the way
2. A trail system could generate 50-60 million dollars a year
3. Something to bring people to Perry County and get them to stay
    - More tourism
4. Two groups that you are trying to target
    - Providing recreation for people that live here
    - Encouraging tourism for economic development
        - Mixed bag reception for people that aren't from around here
        - Young people don't stay – jobs that pay more just down the road
            - How do you attract people to stay – need a generation to want to come in to continue funding all of the things that we talk about and that are cherished (tax revenue is an issue)
            - Need to give them something to move back to – needs to be housing opportunities
5. Get more of the local people to spend their money here.
6. Have this plan be an educational tool for local leaders, schools, so people know what's here
    - Get the schools to latch on so that educational programs are provided by the schools
7. Such an opportunity for development that people don't know about. Need to get a pamphlet together that is going to set up a tour
    - Where would you stay?
        - 5 B&Bs – have one right by the Susquehanna River
        - No type of known hotel change
        - Potential for hotel development at Amity Hall intersection of US 11/15
8. Would like to see the county dedicate a PT or FT person to parks and rec to continue to pull the plan together (implementation)
9. Need to preserve what we can't do without – woodlands and open space. Guide growth where it is best suited. Save spots that are irreplaceable and the historical spots.

10. There are a lot of good jobs in Perry County and we don't need to put hotels here either. We don't have to create another Camp Hill. Preserve some of our uniqueness.
11. Need a loose coalition to oversee implementation – could target certain areas of the county, historic resources, etc.
    - Independent people/businesses help to keep Perry County's heritage.
    - Collaboration between common entities
    - Need to get people involved
12. Need a balance between all of the different viewpoints – preserving open space, woodlands, viewsheds, with growth and development
    - How many people are interested in Perry County's local historical resources besides polished history buffs and people that are local to the area? We can't expect that everyone travelling US11/15 and US 322 will want to see the sledworks and iron works. A brochure would appeal more to local population than outsiders.
    - Focus on things that are of national significance – Appalachian Trail, Kittatinny Ridge, Susquehanna Water Trail, etc.
13. Using history and reusing history
    - Reinvestment in existing structures; keeping history alive. If we lose history, we lose our identify
14. The plan needs to differentiate between local needs and opportunities and the regional and national needs and opportunities
    - The plan will provide tools that local municipalities can use to implement the plan.

Baskins Ferry – ran from confluence of Juniata and Susquehanna from1766 – oldest operation in the county.

Perry County Greenways, Parks, Recreation, and Open Space Plan

Appendix II

Funding Sources

FUNDING

The following section offers a description of funding sources that can be used to support the parks, recreation and open space projects and programs in Perry County. It is important to recognize that pursuing grant funding takes time, effort and know-how. Obtaining assistance in the form of a contracted or part-time grant writer offers a way for Perry County to take advantage of outside funding sources as well as to assist municipal and other partners in securing funding for their projects. Being able to leverage limited county and local funding would enable key stakeholders to get more done. The sources are organized and defined by local, state and federal resources and agencies.

Taxation Options

The following taxation options are presented with the understanding that their use in the current economic conditions is unlikely.

Local Sources

It is important that a local, dedicated source of revenue be established and utilized to attract state and federal funding. Below are listed other possible sources of local revenue for the trails program.

Property Tax

Property taxes are assessments charged to real property owners based on a percentage (millage rate) of the assessed property value. These taxes generally support a significant portion of stakeholders or municipality's non-public enterprise activities. However, the revenues from property taxes can also be used for public enterprise projects and to pay debt service on general obligation bonds issued to finance open space system acquisitions. Because communities are limited in the total level of the millage rate, use of property taxes to fund open space could limit the stakeholders or a municipality's ability to raise funds for other activities. Property taxes can provide a steady stream of financing while broadly distributing the tax burden. In other parts of the country, this mechanism has been popular with voters as long as the increase is restricted to parks and open space. Note, other public agencies compete vigorously for these funds, and taxpayers are generally concerned about high property tax rates.

Earned Income Tax

The earned income tax is levied only on residents' earned income (such as wages, salaries, or other reimbursements for work). Unearned income, such as interest, dividends, pensions, and social security are exempt from the tax. Unlike the federal or state income taxes, the earned income tax allows no exemptions or standard deductions. A jurisdiction can collect earned income tax from non-residents who work in the jurisdiction but do not pay an earned income tax in their "home" jurisdiction. The maximum levy is 1 percent of earned income. If both the municipality and school district levy the earned income tax, both must share the 1 percent.

Act 153 of 1996 - Pennsylvania municipalities have added a percentage of the Earned Income Tax for open space purposes. The municipalities generally put the question of adding to the Earned income tax generally one-quarter to one-half of one percent on a voter referendum. Generally these have been passing in Pennsylvania. Amending the Pennsylvania Conservation and Land Development Act, Act 153 provides certain types of local government units with a valuable financing tool as many municipalities seek the means to preserve open space in their communities. The Act allows cities, boroughs, towns and townships, as well as certain cooperative governmental units, to impose one of two taxes in addition to the taxing limitations set forth elsewhere to finance certain types of open space initiatives. Counties and county authorities are specifically prohibited from invoking either of the local taxing options. By ordinance, qualifying local government units may impose either (a) a tax on real property not exceeding the millage authorized by voter referendum, in addition to the statutory rate limits on real estate taxes in the relevant municipal code, or (b) an earned income tax on residents of that local government unit not exceeding the rate authorized by referendum, in addition to the earned income tax rate limit found in the Local Tax Enabling Act. The Act requires that revenue from either of the two authorized tax levies be used to retire indebtedness incurred in purchasing "interests in real property" or in making additional acquisitions of real property to secure an "open space benefit" under either the Conservation and Land Development Act or the Agricultural Area Security Law. The terms "interest in real property" and "open space benefits" are defined broadly in the Act and allow municipality's significant flexibility to achieve their land preservation goals in the manner best suited to their specific needs.

In addition to the local taxing options, the Act authorizes school district boards to exempt by resolution certain real property from further millage increases imposed on real property. Those types of real property that may be exempted include those whose open space property interests are acquired by a local government unit pursuant to the Conservation and Land Development Act, real property that is subject to an easement acquired under the Agricultural Area Security Law and real property whose transferable development rights have been transferred and retired by a local government unit without the development potential having occurred on other lands. The tax exemptions granted under the Act are not to be considered by the State Tax Equalization Board in deriving the market value of school district real property resulting in a reduction in the subsidy to that school district or an increase in the subsidy to any other school district.

Realty Transfer Tax - The realty transfer tax is a tax on the sale of real estate. The maximum levy is 1 percent of the sales price. If both the municipality and school district levy this tax, both must share the 1 percent.

Amusement Tax - The amusement tax is a tax on the privilege of engaging in an amusement. It is tax levied on the admissions prices to places of amusement, entertainment, and recreation. Amusements can include such things as craft shows, bowling alleys, golf courses, ski facilities, or county fairs. The amusement tax is considered a tax on patrons, even though it is collected from the operators of the amusement.

Mechanical Devices Tax - The mechanical devices tax is a tax on coin-operated machines of amusement, such as jukeboxes, pinball machines, video games, and pool tables. The tax rate is set as a percentage of the price to activate the machine.

Personal Property Tax - The personal property tax is similar to the real property and occupation taxes, in that it is levied on the value of property owned by residents. The property it taxes is intangible personal property, such as mortgages, other interest bearing obligations and accounts, public loans, and corporate stocks. The personal property tax has sometimes been called an honesty tax because the only way a county knows the value of a taxpayer's personal property is if that taxpayer is honest enough to report it.

Hotel Tax – This would be an important consideration as hotels are developed in Perry County in the future. The hotel occupancy tax, imposed at the same rate as sales and use tax, applies to room rental charges for periods of less than 30 days by the same person. The purpose of the hotel tax is to increase tourism and economic development in Pennsylvania. The tax supports advertising, development of publications related to tourism, capital and program projects to attract tourists, and in some counties open space conservation, trails and recreation facility improvements.

Bonds and loans can be used to finance capital improvements. The cost of the improvements is borrowed through the issuance of bonds or a loan and the costs of repayment are spread into the future for current and future beneficiaries to bear. However, financing charges are accrued and voter approval is usually required. There must be a source of funding (for the payment of the resulting debt service on the loan or bonds) tied to the issuance of a bond or loan. A number of bond options are listed below. Since bonds rely on the support of the voting population, an education and awareness program should be implemented prior to any vote.

Revenue Bonds

Revenue bonds are bonds that are secured by a pledge of the revenues from a certain local government activity. The entity issuing bonds, pledges to generate sufficient revenue annually to cover the program's operating costs, plus meet the annual debt service requirements (principal and interest payment). Revenue bonds are not constrained by the debt ceilings of general obligation bonds, but they are generally more expensive than general obligation bonds.

General Obligation Bonds

Local governments generally are able to issue general obligation (G.O.) bonds that are secured by the full faith and credit of the entity. In this case, the local government issuing the bonds pledges to raise its property taxes, or use any other sources of revenue, to generate sufficient revenues to make the debt service payments on the bonds. A general obligation pledge is stronger than a revenue pledge, and thus may carry a lower interest rate than a revenue bond. Frequently, when local governments issue G.O. bonds for public enterprise improvements, the public enterprise will make the debt service payments on the G.O. bonds with revenues generated through the public enterprise's rates and charges. However, if those rate revenues are insufficient to make the debt

payment, the local government is obligated to raise taxes or use other sources of revenue to make the payments. G.O. bonds distribute the costs of open space acquisition and make funds available for immediate purchases. Voter approval is required.

Special Assessment Bonds

Special assessment bonds are secured by a lien on property that benefits by the improvements funded with the special assessment bond proceeds. Debt service payments on these bonds are funded through annual assessments to the property owners in the assessment area.

Other Local Options

Mandatory Dedication of Parkland and Trails

The Mandatory Dedication of parkland is traditionally applied to development in suburban areas. However, it can also be applied to redevelopment projects. For example the redevelopment of a brownfields site in Plymouth Township Montgomery County into the Metroplex that can be viewed from the Pennsylvania Turnpike generated over one million dollars through the fee-in-lieu of parkland dedication provision of the Mandatory Dedication of Parkland Act. If suitable parkland is not available the developer may offer a fee-in lieu of dedication under the provisions of the Mandatory Dedication of Parkland Ordinance under the Pennsylvania Municipalities Code. Municipalities can also require the mandatory dedication of trails. The fee-in-lieu of dedication alternative allows the community to purchase land worthy of protection rather than accept marginal land that meets the quantitative requirements of a developer dedication but falls a bit short of qualitative interests.

Local Park, Open Space and Trail Sponsors

A sponsorship program for trail amenities allows smaller donations to be received from both individuals and businesses. Cash donations could be placed into a trust fund to be accessed for certain construction or acquisition projects associated with the greenways and open space system. Some recognition of the donors is appropriate and can be accomplished through the placement of a plaque, the naming of a trail segment, and/or special recognition at an opening ceremony. Types of gifts other than cash could include donations of services, equipment, labor, or reduced costs for supplies.

Volunteer Work

It is expected that many citizens will be excited about the development of a greenway corridor or a new park or canoe access point. Individual volunteers from the community can be brought together with groups of volunteers form church groups, civic groups, scout troops and environmental groups to work on greenway development on special community workdays. Volunteers can also be used for fund-raising, maintenance, and programming needs.

Commonwealth of Pennsylvania Funding Sources

The Commonwealth's current economic state and the change in the governorship of January 2011 leave many state funding programs in flux. Growing Greener, a major funding program for conservation, parks, trails and the like has committed its last bond money. The program is gathering momentum for re-enactment as Renew growing Greener. However, there is a long way to go until the outcome of this effort is realized. Historically, Pennsylvania has offered an array of state funding programs to support parks, recreation, greenway and trails. The following programs are listed as place makers to alert the reader of programs that have been in place and need to be re-authorized or re-constituted and funded in some format when the dust has settled on the economy and change in political leadership.

A Note on Contact Information
The contact information for the following funding sources is current at the time of the writing of this plan. No doubt, there will be changes in these programs and contacts. The information will provide a start and if things change, it may be possible to get a lead to the proper contact. An internet search can also provide this information as time goes by.

PennDOT

PennDOT's primary means of funding greenways projects is through the Transportation Enhancements Program that is part of SAFETEA-LU. Greenways projects with a tie to transportation, historic preservation, bicycle/pedestrian improvements, or environmental quality are eligible candidates for Transportation Enhancements funding.
Contact: PennDOT District 8 Office
(717) 787-6653
ra-penndot8@state.pa.us

The Community Conservation Partnership Program

The Commonwealth of Pennsylvania makes available grant moneys to municipal governments through this program to support greenway and park planning, design and development. Applications for these grants are due in April of each year, and a 50 percent match is required from the local project sponsor. The amount of maximum award varies with the requested activity. Planning grants are typically awarded $50,000 or less. Land acquisition and construction grants range from $150,000 to $200,000. Small community grants are also available through this program for municipalities with populations less than 5,000. These grants can support up to 100 percent of material costs and professional design fees for recreational facilities.

Contact: PADCNR Mike Piaskowski, Regional Park and Recreation Adviser
717-772-4362
mpiaskowski@state.pa.us

Rails-to-Trails Grants

The Rails-to-Trails Grants provide 50% funding for the planning, acquisition or development of rail-trail corridors. Eligible applicants include municipalities and nonprofit organizations established to preserve and protect available abandoned railroad corridors for use as trails or future rail service.
Contact: PADCNR Mike Piaskowski, Regional Park and Recreation Adviser
717-772-4362
mpiaskowski@state.pa.us

Urban and Community Forestry Grants

Can be used to encourage the planting of trees in Pennsylvania communities. Municipal challenge grants provide 50 percent of the cost of the purchase and delivery of trees. Special grants are available for local volunteer groups, civic clubs, and municipalities to train and use volunteers for street tree inventories, and other projects in urban and community forestry.
Contact: Extension Urban Forestry Program, School of Forest Resources at Pennsylvania State University
(814) 863-7941.

The Recreational Trails Program (DCNR)

National Recreation Trails Fund Act (NRTFA) or Symms Act Grants. This source of funding is a subset of TEA-21, and is administered by DCNR. Funds from this program can be used for the acquisition of land and the construction of trail treads and trail facilities.
Contact: PADCNR
Vanyla Tierney, Environmental Planning Supervisor
717-783-2654
vtierney@state.pa.us

DCED (Department of Community and Economic Development) Funding
DCED's mission includes four elements that each have a relationship to greenways: economic development, travel and tourism, technical assistance and community development. Each of DCED's funding programs is listed and described below.
Contact: For information on funding programs, DCED offers an interactive WEB site to search for specific assistance on grants for communities and local government:
http://www.newpa.com/find-and-apply-for-funding/funding-and-program-finder
Contacts for specific programs are listed below:

Community Revitalization Program

This funding source supports local initiatives aimed at improving a community's quality of life and improving business conditions.
Contact: PADCED Community Action Team Central Office
Louis Colon
717-720-7300
locolon@state.pa.us

Small Communities Planning Assistance

This grant is awarded to municipalities having a population of 10,000 people or less. The grant offers a no-match funding source that can be used to support neighborhood revitalization, economic development, community conservation and housing plans. Regardless of the project type, the grantee must demonstrate the project benefits low to moderate-income residents.
Contact: PADCED
Kerry Wilson
717-783-1402

Community Development Block Grants

This program provides financial and technical assistance to communities for infrastructure improvements, housing rehabilitation, public services, and community facilities. The program targets local governments and 70% of each grant must be used for activities or projects that benefit low to moderate-income people.
Contact: Perry County Planning Commission
717- 234-2639

State Planning Assistance Grant

This program provides funding to municipalities for preparation and maintenance of community development plans, policies, and implementation measures. The grant requires a 50% match and priority is given to projects with regional participation.
Contact: PADCED
866-gonewpa
http://www.newpa.com/contact-us

Main Street Program

The Main Street Program provides grants to municipalities and redevelopment authorities to foster economic growth, promote and preserve community centers, creating public/private partnerships, and improve the quality of life for residents. The program has two components, a Main Street Manager and Commercial Reinvestment. The Main Street Manager component funds a staff position that coordinates the community's downtown revitalization activities. The Community Reinvestment component provides funding for actual improvement projects in the community. The Main Street Manager is partially funded for a 5-year period while the Community Reinvestment activities require a minimum of a 50% match. A business district action plan must be completed for eligibility in this program.
Contact: DCED
Diana Kerr
717-787-5327

Elm Street Program

This program was created to bolster the older historic neighborhoods located within walking distance from revitalized Main Streets. Along with the physical changes they make to the properties, these grants also help create a positive image for the community.

PHMC - Pennsylvania State Historical and Museum Commission

The Commission grants helped to support museums, historical organizations, and county historical societies.
Contact: PHMC
717-787-3362
www.phmc.state.pa,us

Keystone Historic Preservation Grants

Local governments and non-profit groups could apply for this grant that may be used for preservation, rehabilitation, and restoration of historic properties, buildings, structures, sites, or objects.
Contact: PHMC Historic Preservation Grant Officer
Karen Arnold
(717) 783-9927
kaarnold@state.pa.us

Certified Local Government Grants

Federal funding program limited to Certified Local Governments for purposes of cultural resource surveys, technical and planning assistance, educational and interpretive programs, and national register nominations. The program includes a 40% local match that can be made with in-kind services, cash, or Community Development Block Grants.
Contact: Andrea MacDonald
717.787.4215
amacdonald@state.pa.us

DEP Growing Greener

Growing Greener is the largest single investment of state funds in Pennsylvania's history. Growing Greener directed nearly $650 million over five years to the Environmental Stewardship Fund. Growing Greener funds were used for farmland-preservation projects; preserving open space; cleanup of abandoned mines; watershed planning; recreational trails and parks; and help to communities to address land use concerns. Eligible applicants include non-profit groups, counties, and municipalities. Since the last bond funds have been committed, an effort to Renew Growing greener is being launched and the contact information is listed below.

Contact: DEP Grants Center
Tel. (717) 705-5400
e-Mail: GrowingGreener@state.pa.us

Stormwater Planning and Management Grants

This program provides grants to counties and municipalities for preparation of stormwater management plans and stormwater ordinances. The program requires a 25% local match that can come in the form of in-kind services or cash. While greenways are not specifically funded by the project, they are excellent elements of a stormwater management system. This program was part of the Growing Greener Initiative.
Contact: PADEP
717-772-4048.

Nonpoint Source Management Section 319 Grants

Section 319 grant funding comes from the federal Clean Water Act. The grants are available to local governments and nonprofit groups for watershed assessments, watershed restoration projects, and projects of statewide importance. The grant requires a 60% local match and 25% of the construction costs of practices implemented on private land must come from non-federal sources.
Contact: Russ Wagner
717-787-5642.

Environmental Fund for Pennsylvania

This fund is available to environmental, conservation, and recreation organizations for projects that improve the quality of life for Pennsylvania communities.
http://www.efpa.org/
Contact:
(215) 545-5880
Toll Free: 800-334-3190
info@efpa.org

Environmental Education Grants

This program uses a 5% set aside of the pollution fines and penalties collected in the Commonwealth each year for environmental education in Pennsylvania. There are eight different grant tracks with grants ranging from $1,000 to $20,000, most requiring a 20% match. Public and private schools, non-profit conservation/education organizations and county conservation districts may apply for the grants.
Contact: Department of Environmental Protection Environmental Education Grants Program EE Center, First Floor, RCSOB P.O. Box 2063
Phone: 717-772-1828 Fax: 717-705-4093
AT&T Relay Service for the Deaf: 1-800-654-5984 (TDD)
www.depweb.state.pa.us, keyword: EE Grants

Land Recycling Grants Program

Land Recycling Grants Program provides grants and low interest loans for environmental assessments and remediation. The program is designed to foster the cleanup of environmental contamination at industrial sites and remediate the land to a productive use.
Contact: Tom Fidler, Manager Land Recycling and Cleanup Program
717-783-7816

Tri-County Regional Planning Commission
Harrisburg Area Transportation Study (HATS)

The Harrisburg Area Transportation Study (HATS) was created in response to the Federal-Aid Highway Act of 1962, which mandated regional transportation planning as a condition for receiving federal funds for transportation projects. More importantly, the transportation planning was required to be supported through a continuing, comprehensive, coordinated (3C) process – a tenet which still holds true today. HATS is the designated Metropolitan Planning Organization (MPO), an organization of federal, state, and local agencies, and officials from Cumberland,

Dauphin, and Perry Counties, the City of Harrisburg, and Capital Area Transit, held accountable to implement the 3C process.

HATS serves 103 municipalities covering almost 1,700 square miles in south central Pennsylvania, including Cumberland, Dauphin and Perry Counties. Tri-County Regional Planning Commission (TCRPC) functions as the lead staff agency of HATS.

Contact: Tri-County Regional Planning Commission
717-234-2639
www.TCRPC-Pa.org

Federal Funding Sources

Most federal programs provide block grants directly to states through funding formulas. For example, if a Pennsylvania community wants funding to support a transportation initiative, they would contact the PennDOT and not the US Department of Transportation to obtain a grant.

Surface Transportation Act (SAFETEA LU) (Accessed through PennDOT)

For the past two decades, the Surface Transportation Act has been the largest single source of funding for the development of bicycle, pedestrian, trail and greenway projects. Prior to 1990, the nation as a whole spent approximately $25 million on building community-based bicycle and pedestrian projects, with the vast majority of this money spent in one state. Since the passage of ISTEA, funding has been increased dramatically for bicycle, pedestrian and greenway projects, with total spending north of $5 billion. Many programs within SAFETEA-LU deserve mention. The authorizing legislation is complicated and robust. The following provides a summary of how this federal funding can be used to support Perry County's greenway, parks, recreation and open space efforts. All of the funding within these programs would be accessed through the PennDOT.

1. Surface Transportation Program (STP) - This is the largest single program within the legislation from a funding point of view. Of particular interest to greenway enthusiasts, 10 percent of the funding within this program is set aside for Transportation Enhancements (TE) activities. Historically, a little more than half of the TE funds have been used nationally to support bicycle/pedestrian/trail projects.

2. Congestion Mitigation and Air Quality (CMAQ) - About five percent of these funds have been used to support bicycle/pedestrian/trail projects.

3. Highway Safety Improvement Program (HSIP) - Historically, bicycle and pedestrian projects have accounted for one percent of this program, or about $50 million under SAFETEA-LU. Some of the eligible uses of these funds would include traffic calming, bicycle and pedestrian safety improvements, and installation of crossing signs. This is not a huge source of funding, but one that could be used to fund elements of a project.

4. Recreational Trails Program (RTP) - The Recreational Trails Program is specifically set up to fund both motorized and non-motorized trail development. At least 30% of these funds must be spent on non-motorized trails, or $110 million.

5. Scenic Byways - The National Scenic Byway program has not traditionally been a good source of funding for bicycle/pedestrian/trail projects. Historically only 2 percent of these funds have been used to support bicycle and pedestrian improvements. Applications are only accepted by PennDOT from established scenic byways groups, but historically, byways groups have advanced proposals in partnership with other organizations — including cultural heritage tourism groups — in support of the byways' goals.

6. Safe Routes to School Program (SR2S) - This is an excellent program to increase funding for access to the outdoors for children. The SR2S Program was established in August 2005 as part of the most recent federal transportation re-authorization legislation--SAFETEA-LU. This law provides multi-year funding for the surface transportation programs that guide spending of federal gas tax revenue. Section 1404 of this legislation provides funding (for the first time) for PennDOT to create and administer SR2S programs which allow communities to compete for funding for local SR2S projects.

7. High Priority Projects - Under SAFETEA-LU more than 5,091 transportation projects were earmarked by Congress for development, with a total value in excess of $3 billion.

Contact: PennDOT District 8 Office
717-787-6653
ra-penndot8@state.pa.us

Land *and Water Conservation Fund* *(LWCF)*

The Land and Water Conservation Fund is the largest source of federal money for park, wildlife, and open space land acquisition. The program's funding comes primarily from offshore oil and gas drilling receipts, with an authorized expenditure of $900 million each year. The program has been fully funded for 2011 for the first time in decades. The program provides up to 50 percent of the cost of a project, with the balance of the funds paid by states or municipalities. These funds can be used for outdoor recreation projects, including acquisition, renovation, and development.
Contact: PADCNR Mike Piaskowski, Regional Park and Recreation Adviser
717-772-4362
mpiaskowski@state.pa.us

Environmental Protection Agency (EPA)

The EPA funds a program that enables communities to clean up polluted properties. Funding for these programs is available directly from the EPA and is administered in the form of grants to localities.

Information on general grants: http://www.epa.gov/region3/ee/pdfs/scgp2002.pdf

Region 3 contact: www.epa.gov/region03

Economic Development Administration
Funding is available through this federal program in the form of several different grants. Two grants that may be applicable to cultural heritage tourism are the Economic Adjustment Assistance Grant (which helps communities develop comprehensive redevelopment efforts that could include cultural heritage tourism programs) and the Planning Program Grant (which helps planning organizations create comprehensive development strategies). Only governmental units are eligible.

Contact: EDA Philadelphia Regional Office
Andrew Reid
267-687-4317
AReid@eda.doc.gov

National Trust for Historic Preservation
This endowment funds 14 different grants. The Preservation Funds Matching Grants and Intervention Funds assist nonprofit and public agencies with planning and educational projects or preservation emergencies, respectively. The Johanna Favrot Fund for Historic Preservation provides matching grants for nonprofit and public organizations whose projects contribute to preservation and/or recapturing an authentic sense of place. Begin the search for historic preservation funding and incentives by contacting the PHMC first.

Contact information about funding at federal level:

www.preservationnation.org/resources/find-funding/nonprofit-public-funding.html

National Endowment for the Arts
The National Endowment for the Arts organizes its grants around artistic disciplines and fields such as "folk and traditional arts," "local arts agencies," "state and regional" and "museums." Within these categories, the applicable grants are listed. The grants provide funding for artistic endeavors, interpretation, marketing and planning. Not-for-profit 501(c)(3) organizations and units of state or local government, or a recognized tribal community are eligible. An organization must have a three-year history of programming prior to the application deadline. Changes in the programs will occur in January 2011. For information on the programs search at the site listed below:

www.nea.gov/grants/apply/index.html

National Endowment for the Humanities
The National Endowment for the Humanities is a federal program that issues grants to fund high-quality humanities projects. Some grant categories that may be well suited to cultural heritage tourism are: grants to preserve and create access to humanities collections, interpreting America's historic places implementation and planning grants, museums and historical organizations implementation grants and preservation and access research and development projects grants. The grants go to organizations such as museums, libraries, archives, colleges, universities, public television, radio stations and to individual scholars. Matches are required and

can consist of cash, in-kind gifts or donated services. Information on grants and deadlines is available by searching on the site listed below.

www.neh.gov/grants/grantsbydivision.html

Preserve America

The Preserve America grants program funds "activities related to heritage tourism and innovative approaches to the use of historic properties as educational and economic assets." Its five categories are: research and documentation, interpretation and education, planning, marketing, and training. The grant does not fund "bricks and mortar" rehabilitation or restoration. This grant is available to State Historic Preservation Officers (SHPOs), Tribal Historic Preservation Officers (THPOs), designated Preserve America communities and Certified Local Governments (CLGs) applying for designation as Preserve America Communities. Grants require a dollar-for-dollar nonfederal match in the form of cash or donated services. For information about securing this designation and potential funding is available at the following site:

www.preserveamerica.gov/communities.html

Small Business Administration

Many cultural heritage tourism businesses are small businesses. The Small Business Administration (SBA) does not itself loan money, but guarantees loans from banks or from specially chosen small business investment companies. These loans can be used for business expenses ranging from start-up costs to real estate purchases. Eligible companies must be defined as "small" by the SBA. The following site provides information on how to search for funding assistance for small businesses:

http://search.business.gov/startLoans.html

U.S. Fish & Wildlife Service

The U.S. Fish & Wildlife Service has a long list of grant programs that benefit the conservation or restoration of habitats. These include grants for private landowners to assist in protecting endangered species, grants to restore the sport fish population and grants for habitat conservation planning and land acquisition. The amount, matching requirements and eligibility for each grant vary. The following site is the portal to search for information about and applications for available grants.

www.fws.gov/grants/

Private Foundations/Philanthropic Sources

1. American Conservation Association - conservation, river protection & wildlife
   200 New York Avenue, N.W., Suite 400, Washington, D.C. 20005

2. American Express Philanthropic Program - historic & natural assets
   http://home3.americanexpress.com/corp/csr.asp/

3. AmeriCorp's National Civilian Community Conservation Corps - community improvements including park and recreation improvements, resource conservation projects, and trails.
   www.americorps.org/about/programs/nccc.asp/

4. Andrew W. Mellon Foundation - conservation
   www.mellon.org/

5. Bankamerica Foundation - conservation, parks, fisheries, education
   www.bankofamerica.com/foundation/

6. Bikes Belong Grant Program - bike improvements
   www.bikesbelong.org/grants/

7. Caterpillar Foundation - history & environment
   http://www.caterpillar.com/sustainability/caterpillar-foundation

8. Chrysler Corporation Foundation - health & community
   http://www.chryslergroupllc.com/community

9. Coca-Cola Foundation - water stewardship, active healthy lifestyles, education
   www.thecoca-colacompany.com/citizenship/foundation_coke.html/

10. Compton Foundation - environment and sustainability
    www.comptonfoundation.org/

11. Davis and Lucille Packard Foundation - conservation
    http://www.packard.org/home.aspx

12. Exxon Mobil Foundation - community investment
    http://hoe.exxonmobil.com/Corporate/community.aspx
13. Fish America Foundation - fish & water resources enhancement
    http://www.fishamerica.org

14. Ford Motor Company Foundation – Sustainability and creating community opportunities
    www.ford.com/our-values/ford-fund-community-service/

15. General Mills Corporation – grants to non-profit organizations for youth fitness and the arts
    www.generalmills.com.corporate.committment/foundation.aspx/

16. General Motors Foundation – grants to non-profits for community improvement
    www.gm.com/corporate/responsibility/community/

17. Home Depot – variety of grants to build healthy communities. On hold for 2011.
    http://corporate.homedepot.com/wps/portal/Grants

18. J.C. Penney – variety of grants for recreation and educational programs
    www.jcpenny.net/company/commrel/index.htm/

19. John D. and Catherine MacArthur Foundation – community and economic development
    www.macfound.org/

20. Kodak American Greenways Awards Program - greenways
    www.grants.conservationfund.org/tcf/public/viewAwards.action/

21. Kresge Foundation - grants to non-profits in environment, health, the arts, and education
    www.kresge.org/

22. National Fish and Wildlife Foundation – restoration and enhancement of fishing
    www.nfwf.org/

23. National Football League – grants to non-profits to improve the quality, safety, and accessibility of local football fields
    http://www.sportsphilanthropyproject.com/assets/library/647_2009nflrfp.pdf

24. Norcross Wildlife Foundation – small grants to non-profits for land & habitat conservation
    www.norcrossws.org/

25. Recreational Equipment Company - stewardship
    www.rei.com/reigives/

26. Robert Woods Johnson Foundation health & physical activity
    www.rwjf.org/

27. Rockefeller Family Fund - environment
    www.rffund.org/

28. Sony Corporation of America Foundation - arts, health and community
    http://www.sony.com/SCA/philanthropy/guidelines.shtml

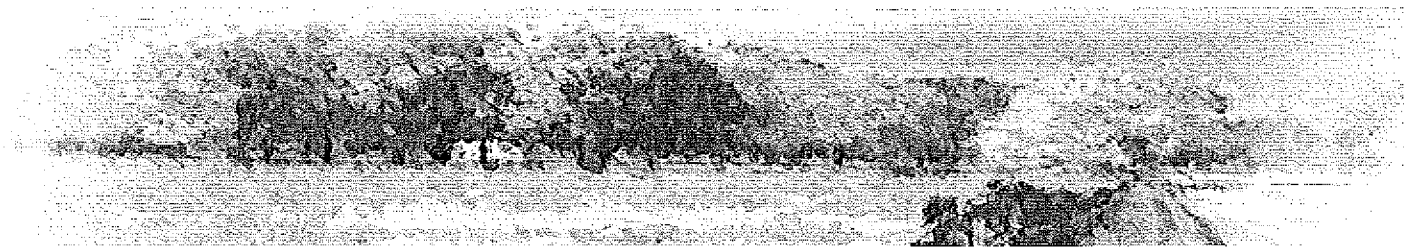
29. Surdna Foundation – grants to non-profits for community sustainability
    www.surdna.org/

Perry County Greenways, Parks, Recreation, and Open Space Plan

Appendix III

Pennsylvania's Recreational Use of Land and Water Act

Pennsylvania's Recreational Use of Land and Water Act



INTRODUCTION

Pennsylvania has a law that limits the legal liability of landowners who make their land available to the public for free recreation. The purpose of the law is to supplement the availability of publicly owned parks and forests by encouraging landowners to allow hikers, fishermen and other recreational users onto their properties. The Recreational Use of Land and Water Act ("RULWA"), found in Purdon's Pennsylvania Statutes, title 68, sections 477-1 et seq., creates that incentive by limiting the traditional duty of care that landowners owe to entrants upon their land. **So long as no entrance or use fee is charged, the Act provides that landowners owe no duty of care to keep their land safe for recreational users and have no duty to warn of dangerous conditions.** Excepted out of this liability limitation are instances where landowners willfully or maliciously fail to guard or warn of dangerous conditions. That is, the law immunizes landowners only from claims of negligence. Every other state in the nation has similar legislation.

PEOPLE COVERED BY THE ACT

The "owners" of land protected by the Act include public and private fee title holders as well as lessees (hunt clubs, e.g.) and other persons or organizations "in control of the premises." Holders of conservation easements and trail easements are protected under RULWA if they exercise sufficient control over the land to be subject to liability as a "possessor." (See Stanton v. Lackawanna Energy Ltd. (Pa. Supreme Ct. 2005)(RULWA immunizes power company from negligence claim where bike rider collided with gate that company had erected within the 70-foot wide easement over mostly undeveloped land it held for power transmission)).

LAND COVERED BY THE ACT

Although on its face RULWA applies to all recreational "land"—improved and unimproved, large and small, rural and urban — in the last 15 years or so, Pennsylvania courts have tended to read the Act narrowly, claiming that the legislature intended it to apply only to large land holdings for outdoor recreational use.

Courts weigh several factors to decide whether the land where the injury occurred has been so altered from its natural state that it is no longer "land" within the meaning of the Act. In order of importance:

(1) Extent of Improvements – The more developed the property the less likely it is to receive protection under RULWA, because recreational users may more reasonably expect it to be adequately monitored and maintained;

(2) Size of the Land – Larger properties are harder to maintain and so are more likely to receive recreational immunity;

(3) Location of the Land – The more rural the property the more likely it will receive protection under the Act, because it is more difficult and expensive for the owner to monitor and maintain;

(4) Openness – Open property is more likely to receive protection than enclosed property; and

(5) Use of the Land – Property is more likely to receive protection if the owner uses it exclusively for recreational, rather than business, purposes.

SITE IMPROVEMENTS

The following cases focus on the nature and extent of site improvements that might negate RULWA immunity:

- The state Supreme Court ruled that the Act was not intended to apply to swimming pools, whether indoor (Rivera v. Philadelphia Theological Seminary (Pa. Supreme Ct. 1986)) or outdoor (City of Philadelphia v. Duda (Pa. Supreme Ct. 1991)).

- RULWA immunity does not cover injuries sustained on basketball courts, which are "completely improved" recreational facilities (Walsh v. City of Philadelphia (Pa. Supreme Ct. 1991)).

- Playgrounds are too "developed" to qualify for immunity (DiMino v. Borough of Pottstown (Pa. Commonwealth Ct. 1991)).

- Playing fields generally are held not to be "land" within the protection of the Act (Brown v. Tunkhannock Twp. (Pa. Commonwealth Ct. 1995) (baseball field); Seifert v. Downingtown Area School District (Pa. Commonwealth Ct. 1992)(lacrosse field); Lewis v. Drexel University (Pa. Superior Ct. 2001, unreported)(football field); but see Wilkinson v. Conoy Twp. (Pa. Commonwealth Ct. 1996)(softball field is "land" under RULWA)).

• An unimproved grassy area at Penns Landing in Philadelphia was deemed outside the Act's scope, given that the site as a whole was highly developed (Mills v. Commonwealth (Pa. Supreme Ct. 1993); compare Lory v. City of Philadelphia (Pa. Supreme Ct. 1996) (swimming hole in "remote" wooded area of Philadelphia is covered by RULWA)).

RULWA immunity has been found in several cases where people were injured at outdoor sites containing limited improvements:

• An earthen hiking trail in a state park is not an improvement vitiating the Act's immunity (Pomeren v. Commonwealth (Pa. Commonwealth Ct. 1988)).

• The owner of property containing a footpath created by continuous usage, which led down to the Swatara Creek, has no duty to erect a warning sign or fence between his property and the adjacent municipal park (Rightnour v. Borough of Middletown (Lancaster Cty. Ct. of Common Pleas 2001)).

• A landscaped park containing a picnic shelter is still "unimproved" land for RULWA purposes (Brezinski v. County of Allegheny (Pa. Commonwealth Ct. 1996)).

• An artificial lake is just as subject to RULWA protection as a natural lake, although the dam structure itself is not covered (Stone v. York Haven Power Co. (Pa. Supreme Ct. 2000)).

• An abandoned rail line in a wooded area is covered by RULWA, even where the plaintiff fell from a braced railroad trestle (Yanno v. Consolidated Rail Corp. (Pa. Superior Ct. 1999)(but may no longer be good law after Stone)).

Uncertainty about what constitutes an improvement under the Act reportedly has had a dampening effect on efforts to improve public access to outdoor recreation sites. Public and private landowners are concerned that installation of fishing piers, boat docks, parking facilities, or paths and ramps for wheelchair use will strip much-needed RULWA immunity from otherwise protected land. A bill introduced in the state Senate in the late 1990s attempted to clarify that public access improvements would not affect immunity under the Act, but the legislation was not successful.

FAILURE TO WARN

As noted above, although negligence liability is negated by the Act, a landowner remains liable to recreational users for "willful or malicious failure to guard or warn" against a dangerous condition. To determine whether an owner's behavior was willful, courts will look at two things: whether the owner had actual knowledge of the threat (e.g., was there a prior accident in that same spot); and whether the danger would be obvious to an entrant upon the land. If the threat is obvious, recreational users are considered to be put on notice, which precludes liability on the part of the landowner. In a recent drowning case, for example, landowner Pennsylvania Power & Light Company claimed immunity under RULWA. The judge, however, sent to the jury the question of whether PP&L was willful in not posting warning signs. A previous tubing accident had occurred in the same location, and there was testimony that the dangerous rapid where the drowning occurred was not visible to people tubing upstream (Rivera v. Pennsylvania Power & Light Co. (Pa. Superior Ct. 2003)).

GOVERNMENTAL IMMUNITY

Interestingly, Pennsylvania's governmental immunity statutes, the Tort Claims and Sovereign Immunity Acts, shield municipalities and Commonwealth agencies from claims of willful misconduct. Liability only may be imposed upon these entities for their negligent acts. But, as noted above, where an injury occurs on "land" within the meaning of RULWA, the law shields landowners from negligence suits. In essence, public agencies are granted complete immunity for many recreational injuries. (See Lory v. City of Philadelphia (Pa. Supreme Ct. 1996)(city immune for both its negligent maintenance of recreational lands and its willful failure to guard or warn of hazards on that property)).

RECREATIONAL PURPOSE; PUBLIC ACCESS

Though not all recreational land is covered by the Act, the law's definition of "recreational purpose" is broad enough to include almost any reason for entering onto undeveloped land, from hiking to water sports to motorbiking. (See Commonwealth of Pa. v. Auresto (Pa. Supreme Ct. 1986)(RULWA covers snowmobile injury)). This is true even if the landowner has not expressly invited or permitted the public to enter the property. However, where the land is open only to selected people rather than to the public in general, this will weigh against RULWA immunity. (See Burke v. Brace (Monroe Cty. Ct. of Common Pleas 2000)(lake located in a subdivision and open only to homeowner association members and guests is not covered by RULWA)).

NO USER FEE

Finally, charging recreational users a fee (which is different than accepting payment for an easement) takes the property out from under the Act's protection.

Copies of this fact sheet may be obtained from:

PA Department of Conservation and Natural Resources
Bureau of Recreation and Conservation
Rachel Carson State Office Building
P.O. Box 8475
Harrisburg, PA 17105-8475
Telephone: (717) 787-7672
Fax: (717) 772-4363
www.dcnr.state.pa.us

Prepared by Debra Wolf Goldstein, Esq., of counsel to Penna. Land Trust Association, with financing in part from the Commonwealth of PA, Department of Conservation & Natural Resources, May 2006. This fact sheet is for purposes of general information only and is not intended as legal advice. The accuracy of the information could be affected by court rulings or statutory changes made after publication.

Perry County Greenways, Parks, Recreation, and Open Space Plan

Appendix IV

Ordinances and Papers

Adopted July 14, 2009

Dark Sky Lighting Ordinance

Town of Perry

Dane County, Wisconsin

Section 1: Purpose.

1.00 Purpose. This ordinance is intended to promote the preservation of dark skies over the Town of Perry and to protect the view of the night sky for the enjoyment of the citizens of the Town of Perry.

Section 2: Applicability.

2.00 Applicability. This ordinance applies to all outdoor lighting within the Town of Perry unless otherwise exempted in this Section.

2.1 This ordinance does not apply to emergency lighting.

2.2 This ordinance does not apply to temporary lighting.

2.2 This ordinance does not apply to vehicular lighting.

2.3 This ordinance does not apply to lighting on wheeled farm machines.

Section 3: Severability.

3.00 Severability. Should any portion of this ordinance be declared unconstitutional or invalid by a court of competent jurisdiction, the remainder of this ordinance shall not be affected.

Section 4: Definitions.

4.00 Definitions.

4.1 Light fixture means any device intended to produce illumination.

4.2 "Dark Sky" fixture means any light fixture that emits its light below 90 degrees when measured from 0 to 180 degrees vertical. Dark Sky fixtures keep most of their light from reaching the night sky.

4.3 "Dark Sky Cutoff" fixture means any light fixture that emits its light below 45 degrees when measured from 0 to 180 degrees vertical. Dark Sky Cutoff fixtures keep most of their light from reaching the night sky and also minimize ground reflection and reduce light scatter beyond the property line.

4.4 "Dark Sky Shade" means anything that is used to shade a light fixture so that it behaves as a Dark Sky fixture. These include but are not limited to, for example, fixtures outfitted with caps or housings or installed under canopies, building overhangs, roof eaves or shaded by other structures, objects or devices.

4.5 "Dark Sky Shield" means anything that is used to shield a light fixture so that it behaves as a Dark Sky Cutoff fixture. These include but are not limited to, for example, fixtures outfitted with caps or housings or installed under canopies, building overhangs, roof eaves or shielded by other structures, objects or devices.

4.6 "Motion sensor" means any device that turns a light fixture on when it detects motion and off when motion stops.

4.7 "Switch" means any device that can be manually controlled by a person to turn a light fixture on and off. For the purpose of this ordinance, switches include motion sensors but switches do not include light sensors or timers.

4.8 "Emergency" refers to lighting as required by civil officers, agents and officials to perform their duties to maintain the public health, safety and welfare.

4.9 "Temporary" refers to lighting as required by citizens to carry out legally approved activities for durations as specified in the permits for those activities. These include but are not limited to, for example, activities such as nighttime agricultural operations, construction work lighting, and seasonal decorations, but in no case for more than a period of 3 months without an Exemption granted by the Town of Perry.

Section 5: General prohibition of Non-Dark Sky lights and fixtures.

5.00 General prohibition of Non-Dark Sky lights and fixtures.

5.1 Non-Dark Sky fixtures are prohibited in the Town of Perry unless the fixtures are permitted by this ordinance.

Section 6: Light fixtures permitted by this ordinance.

6.00 Light fixtures permitted by this ordinance.

6.1 All light fixtures that were installed *prior* to the effective date of this ordinance are grandfathered, approved and permitted by this ordinance.

6.2. All light fixtures that are Dark Sky fixtures and Dark Sky Cutoff fixtures are approved and permitted by this ordinance.

6.3 All light fixtures that have a Dark Sky Shade or a Dark Sky Shield are approved and permitted by this ordinance.

Section 7: Replacement of Non-Dark Sky fixtures.

7.0 Replacement of Non-Dark Sky fixtures.

7.1 When a Non-Dark Sky fixture is replaced, it shall be replaced with one of the following:

7.1.1 Dark Sky fixture, or

7.1.2 Dark Sky Cutoff fixture, or

7.1.3 Non-Dark Sky fixture that has a Dark Sky Shade or a Dark Sky Shield that causes it to operate as if it were a Dark Sky fixture or a Dark Sky Cutoff fixture.

Section 8: Installation of new Dark Sky fixtures and Dark Sky Cutoff fixtures.

8.0 Installation of new Dark Sky fixtures and Dark Sky Cutoff fixtures.

8.1 When a new light fixture is installed, it shall be installed with a switch to allow it to be manually turned on and off or with a motion sensor to automatically turn it on when motion is detected and turn it off when motion ends.

Section 9: Light fixtures encouraged but not required under this ordinance.

9.00 Light fixtures encouraged but not required.

9.1 Light fixtures with motion sensors are encouraged to minimize the duration of nighttime lighting

9.2 Light fixtures with soft yellow or orange lights instead of harsh white lights are encouraged to protect the view of the night sky.

9.3 Dark Sky Shades and Dark Sky Shields are encouraged for old existing fixtures to protect the view of the night sky, minimize ground reflection and reduce light scatter beyond the property line.

9.4 Dark Sky Cutoff fixtures are encouraged where light fixtures are mounted on structures or poles higher than the first level above ground level to protect the view of the night sky, minimize ground reflection and reduce light scatter beyond the property line.

Section 10: Exemptions.

10.00 Exemptions.

10.1 The Town of Perry Board may allow Exemptions from this ordinance as needed to relieve any unusual circumstances or difficulties or costs that would be encountered if an attempt were made to comply with this ordinance.

10.2 The Town of Perry Board may allow Exemptions from this ordinance to recognize that a good faith attempt has been made to comply with this ordinance but compliance is still not possible due to unusual circumstances or difficulties or costs encountered.

10.3 The Town of Perry Board may grant Variances from this ordinance for the historic restoration of Historic Properties, Historic Resources and Historic Structures as defined by the Town of Perry in its Historic Preservation Ordinance

Section 11: Liability.

11.00 Liability. A person utilizing or maintaining an outdoor light shall be responsible for all costs and any other liability resulting from failure to comply with this ordinance.

11.1 Responsibility for costs and liability begins from and after the day after passage and publication of this ordinance as required by law.

Section 12: Enforcement and penalties.

12.00 Enforcement and penalties.

12.1. The Town Building Inspector and Town Board are authorized to enforce the provisions of this ordinance.

12.2 The penalty for violation of any portion of this ordinance shall be:

12.2.1 First violation: A notice to the property owner requesting compliance within 6 months.

12.2.2. Second violation: If after 6 months no Exemption from this ordinance has been granted and there is continued non-compliance, a forfeiture of $100 plus the cost of prosecution. Penalties are doubled for third and subsequent offenses.

Section 13: Disclaimer.

13.00 The Town of Perry does not, by approving or disapproving a lighting fixture, warranty or make assurance of any kind whatsoever, specifically as to whether the subject of the approval or disapproval is safe, suitable for its intended purpose, merchantable, or in compliance with any applicable codes or regulations.

Section 14: Effective Date.

This Ordinance shall take effect and be in force from and after the day after passage and publication as required by law.

Town Board Approval.

This Ordinance was adopted by the Town Board on this 14 day of July, 2009.

_____

Chairman

_____

Supervisor

_____

Supervisor

Dark Sky Ordinances:

How to Separate the Light from the Darkness

by David B. Kopel and Michael Loatman[1]

IP-4-2006
March 2006

independence institute

Executive Summary

In many areas of the United States it is difficult to view the stars in the sky at night. The International Dark Sky Association[2], has successfully lobbied state and local governments to pass restrictive ordinances on the type of lighting private property owners may use. These "Dark Sky laws" aim to reduce "light pollution" so as to make stargazing easier. Many of these laws, such as the City of Aspen's, impose unfairly short deadlines in forcing property owners to replace their current lighting. Excessively severe Dark Sky laws overlook the role that lighting plays in deterring crime.

States and localities should consider some key facts when studying dark sky legislation:

- Light is a good, not a form of pollution. Night-time lighting greatly expands human freedom of action.
- Urban lighting in the United States is not harming advanced astronomical research.
- Amateur astronomy is best conducted away from urban areas.
- Dark sky ordinances mainly benefit casual urban stargazers.
- Research shows that improved street lighting reduces crime by 20 percent.
- Retroactive ordinances are extremely costly and unfair to private property owners.
- There are many good Dark Skies laws which, imposed prospectively, can enhance stargazing without harming other interests. The final section of this Issue Paper provides some examples.

I. Lighting is a good, not a form of pollution

Advocates of harshly restrictive Dark Sky laws have invented the phrase "light pollution," a misleading term that should be banished from public discussion. Dioxin is a true pollutant; it is a by-product of certain industrial processes, and although the processes create useful goods, dioxin itself is of no value to any living creature. Dioxin is an unwanted, harmful, and useless waste product. So the phrase "dioxin pollution" makes sense.

Advocates of harshly restrictive Dark Sky laws have invented the phrase "light pollution," a misleading term that should be banished from public discussion.

When people talk about "air pollution" or "water pollution", they are really talking about pollutants in the air or water; they are not claiming that air or water are themselves a form of pollution.

The term "light pollution" is premised on the mistaken idea that light itself is a form of pollution, rather than a positive good, like air and water. Light helps reduce crime and has allowed people in the twenty-first century—unlike their ancestors from darker ages—to continue reading, socializing, and engaging in other activities after the sun goes down. Man-made light allows more human choices and therefore more freedom.

As scientists have noted, most man-made light does not reproduce the full spectrum of solar light. It has been argued that people who get too much indoor light, and not enough sunlight, suffer from disruption of their natural body rhythms, thus interfering with the production of melatonin and of hormones, and possibly making themselves more vulnerable to cancer. Thus, some of the more extreme Dark Sky advocates, who want to drastically curtail man-made lighting, claim that they are doing people a favor. We disagree.

Adults are capable of making their own decisions about bedtime. If they choose not to stay up late, they have the right to do so. Only the most extreme form of an oppressive Nanny State would try to control people's bedtimes.[3]

Only the most extreme form of an oppressive Nanny State would try to control people's bedtimes.

There are, however, many moderate and reasonable advocates of Dark Skies legislation, and they make some very good points. Throughout human history people have studied the heavens. To gaze at the moon and stars and planets is to look beyond the earth and beyond oneself—and for a moment, to forget oneself and thus to see everything else—to see the bigger picture of the wondrous universe.

If you learn at least a little astronomy, then you will have an easier time finding your way when you are lost, because you can find the North Star. You will know how to the tell the difference between the Winter Sky (featuring the clear, sharp light of Orion the Hunter in the southern sky) and the Summer Sky (featuring bright Vega and the Northern Cross arcing across the top of the sky). On moonless nights, you may see the Milky Way. For some people, the quiet reflective times of stargazing help them find their way when they are lost in a non-geographic sense. A child or an adult who is always inside watching television every evening is missing a much more important show outside in the sky.

Enjoying the Night Sky is not difficult for a beginner. Mercury, Venus, Mars, Jupiter, and Saturn are all visible to the naked eye, as are dozens of constellations. No matter what the time of year, there are always a few very bright stars which are easy to find and identify. With binoculars, a person can see moons of Jupiter, the rings of Saturn, the planets Uranus and Neptune, the closest galaxy (Andromeda), and beautiful details on the surface of Earth's moon.

So the proponents of Dark Sky laws are exactly right in their desire to preserve the opportunity for stargazing. However, the use of the phrase "light pollution" is dead wrong. Light, after all, is what

the star-gazers want to see—either direct light from stars, or sunlight which is reflected off a planet or moon.

Sometimes man-made light may overwhelm starlight, but this does not mean that man-made light is a pollutant simply because it is made by man, whereas starlight or moonlight is good just because is not man-made. First of all, man is part of nature, and therefore so is the light created by man. Anti-light extremists who argue that man-made lighting is a pollutant because it is unnatural would—if they were going to be consistent—never use eyeglasses, binoculars, or telescopes to stargaze. After all, eyes are "natural" and telescopes are artificial.

Sometimes manmade light may overwhelm starlight, but this does not mean that man-made light is a pollutant simply because it is made by man, whereas starlight or moonlight is good just because is not manmade.

So as we consider how to facilitate the viewing of the lights of the heavens, let us not make the mistake of considering the lights of the earth to be "pollution." Moonlight, starlight, and man-made light are all good, and a sensible policy will seek to harmonize their public uses, rather than imposing darkness for its own sake.

II. Urban lights in the United States are not affecting major astronomical research.

Starting from the earliest times when humans studied the stars, and continuing until a few hundred years ago, all scientific study of the stars was performed with the naked eye. Today, just about all the naked eye research which can be done has been done; the only significant contribution which a naked eye astronomer can make today is to report on the direction and number of meteors in his area during a meteor shower.

In 1609, Galileo invented the astronomical telescope. Within a few weeks, he discovered the mountains of the moon and the four largest moons of Jupiter, and found that the Milky Way was made of stars. Today, a few hundred dollars can buy a telescope much better than Galileo's. Ten thousand dollars can purchase an outstanding computerized telescope. But again, even the best of these amateur telescopes can only see objects almost all of which have already been carefully studied by professional astronomers.[4]

The telescopes used by Galileo and by modern backyard astronomers are optical telescopes; that is, they amplify light from visible spectrum. It is the optical telescope which is most at risk of interference from man-made terrestrial light.

It is the optical telescope which is most at risk of interference from manmade terrestrial light.

In the twentieth century, new scientific telescopes were invented which could receive and amplify waves from the non-optical portions of the electromagnetic spectrum. The most common such telescope is the radio telescope. Of course a radio telescope is not affected by street lights, but a radio telescope would be hindered by interference from radio signals.

Today, professional scientists use extremely large and high-powered telescopes which they place in very isolated locations—as far as possible from radio waves and street lights. The telescopes also are placed in elevated locations, to avoid distortions caused by the atmosphere.[5] Among the most important locations for modern scientific telescopes are Mauna Kea, Hawaii; Mount Hopkins, Arizona; and Cerro La Silla, Chile.[6]

Given the costs of producing these large telescopes, research universities have to pool their resources to fund construction. The University of Colorado's Center for Astrophysics and Space Astronomy has joined the Astrophysical Research Consortium, which built the Apace Point Observatory in Sunspot, New Mexico.[7]

Accordingly, there are only a few remote locations on earth where man-made light might interfere with the most advanced scientific research. There is no such location in Colorado. Only a few advanced research telescopes are near cities, such as the Kitt Peak telescope near Tucson, or the Mount Palomar telescope near San Diego.

Of course many universities in urban areas have their own observatories. The University of Colorado at Boulder and Denver University have on-campus observatories; both are often opened to the public for star-gazing events. The college observatories have powerful telescopes, but those telescopes are far less powerful than the advanced research telescopes in remote locations. Obviously the presence of urban light somewhat reduces the capabilities of the college campus telescopes. Indeed, if the cities of Denver and Boulder vanished, the light which is emitted just from the DU and CU campuses would be considered intolerable if the light were near one of the advanced research telescopes in Arizona or Hawaii.

However, a college which chooses to build a telescope on-campus is making a conscious trade-off. By being on campus, the telescope will necessarily be near man-made light; if the campus is located in an urban area, there will be even more man-made light. On the other hand, the urban college telescope is located conveniently to students, faculty, and people who live in the college town. Thus, the collegiate telescope can be used to educate many people.

...a college which chooses to build a telescope on-campus is making a conscious trade-off.

III. Serious amateur astronomy is best conducted away from urban and residential areas

As we have discussed above, almost anyone can be at least a casual astronomer, and we wish that almost everyone would. Among the people who know their way around the Night Sky, there is a subset of serious amateur astronomers. (Just as there is a large number of casual coin collectors—such as children who collect state quarters—and a much smaller group of serious collectors of rare coins.) High-quality modern amateur astronomical equipment is about a hundred times more light-sensitive than amateur equipment was several decades ago. So amateur astronomers have the ability to see very low magnitude objects under good viewing conditions.

Serious amateur astronomer organizations encourage their members to observe away from urban areas. StarDate Online, which is produced by the University of Texas McDonald Observatory, suggests stargazing "in remote rural areas, far from the lights of cities and towns." They also note that high altitude helps the view and therefore suggests viewing on top of a hill to avoid the turbulence of Earth's atmosphere.[8]

Instead of conducting stargazing sessions in suburbia or the cities, amateur astronomy groups often travel out to remote areas. For example, the Western Colorado Astronomy Club conducts viewing sessions on top of Blue Mesa, on the Rabbit Valley Overlook, and the Colorado National Monument.[9] The Denver Astronomical Society conducts "star parties" in a location near Byers.

Other than by returning to the Dark Ages, it would be impossible for any city to come close to matching the extremely low levels of man-made light which are found at amateur astronomy observation sessions. At star parties, cars are required to turn off their headlights. (Indeed, cars are one of the very major light sources in cities, and there is no current practical way to reduce headlight illumination without causing many more accidents.) Even ordinary flashlights are disfavored at star parties; participants instead use small flashlights which emit low levels of red light.

Other than by returning to the Dark Ages, it would be impossible for any city to come close to matching the extremely low levels of man-made light which are found at amateur astronomy observation sessions.

IV. Dark Sky laws benefit mainly solitary, casual, residential stargazing

The main beneficiaries of dark sky ordinances are people who wish to view the night sky from their backyard. Anyone who does not study the Night Sky at least occasionally is missing an important part of the human experience.

A. All choices of a residence involve voluntary trade-offs

People always make trade-offs in their lives, and some trade-offs involve sacrificing one good in favor of other goods. If you choose to live in Hawaii, you will enjoy the abundant sunshine and water, but you should not complain that you cannot go ice-climbing. Similarly, if you choose to live in Manhattan, you can enjoy the ballet, the opera, the museums, the bookstores, the street scenes, and the millions of other special activities possible when millions of people live together in a compact area. But when you move to Manhattan, you should not complain that you cannot afford a large house with a half-acre yard, and you also should not complain that it is hard to see the Orion Nebula distinctly.

...when you move to Manhattan, you should not complain that you cannot afford a large house with a half-acre yard, and you also should not complain that it is hard to see the Orion Nebula distinctly.

We point out these obvious trade-offs because some Dark Sky advocates refuse to acknowledge them. There are Dark Sky advocates who complain about the Las Vegas Strip. To state the obvious, the Las Vegas Strip is no place for people who want to commune with nature. Just as a minority of people who eat organic food want to eliminate the "bad" choices of people who choose to eat highly processed food, some Dark Sky advocates seem determined to impose their low-light agenda everywhere—regardless of the interests and needs of other humans.

B. Dark Sky laws should not interfere with lifestyle choices

We favor reasonable Dark Sky ordinances because we want to encourage backyard astronomy. But we do not favor oppressive ordinances which violate the rights of other people. Simply because we believe (as does the Dark Sky Association) that stargazing is an especially important activity does not mean that we have the right to injure other people who do not feel the same the way. In particular, we have no right to harm them financially, and no right to put them in danger of being attacked by a violent criminal. And we certainly have no right to try to limit their nighttime lighting because a scientist theorizes that people's natural circadian rhythms would be better served by going to bed at sunset.[10]

Simply because we believe (as does the Dark Sky Association) that stargazing is an especially important activity does not mean that we have the right to injure other people who do not feel the same the way.

C. Very dark skies are *not* necessary to encourage beginning astronomers

The brightness of a star is called the "magnitude." A star with a magnitude of 1 is 2.51 times brighter than a star with a magnitude of 2. A star with a magnitude of 2 is 2.51 times brighter than a star with a magnitude of 3. And so on. The limit of naked-eye visibility is about magnitude 5.5 or 6.

On a clear, moonless night on a mountain top in the countryside, when the atmosphere is perfectly still, a person with perfect vision can see about 2,500 or 3,000 stars. (A person in the southern hemisphere would see an equal number of different stars.) Under excellent but not perfect conditions (a clear night in the countryside at sea level) a person would see about 1,500 stars.

If a site's "limiting magnitude" is 5.5, there are about 800 visible stars. If the limiting magnitude is 5.0, about 400 stars would be visible.

Galileo's telescope enabled him to see about 30,000 stars. (Since the telescope allowed observation of

stars with magnitudes below the limits of naked eye visibility.) Using all of the world's best telescopes today, there about 70 sextillion (70,000,000,000,000,000,000,000) observable stars.

But to the extent that Dark Sky laws are primarily intended to nurture a child's sense of wonder in looking at the sky, the relevant form of observation is naked-eye observation.

For some types of naked-eye observation, darker is better, and pitch black is best of all. For example, even in a remote rural area, moonlight often washes out the Milky Way; so the Milky Way is best observed on a moonless night. The Milky Way is a beautiful and inspiring sight.

It also is a beautiful experience to go into the countryside and observe the canopy of 1,500-3,000 visible stars. One of the things that make the viewing so beautiful is that the view is overwhelming. Under optimal conditions, the sky appears quite dense with stars. Every child should see and appreciate this awesome view.

However, for the beginning or young astronomer, perfectly black conditions are not optimal. If one is going to learn the night sky, then one needs to learn to "navigate" the sky—to learn at least several constellations, and to be able to follow them as they cross the sky during the night. As one learns the constellations, one learns their seasonal cycles: Orion comes out the Winter, the Northern Cross in the summer, and the Big Dipper is out year-round, but changes position throughout the year.[11]

When one is learning the constellations, the 800 or 3,000-star night sky can be overwhelming. There are simply too many stars for most beginners to be able to sort out the constellations easily. Pristine viewing conditions can be an impediment.

The IDA's main justification for restrictions on night-time lighting is "for the children." If Dark Sky laws are really "for the children" (rather than for the dedicated hobbyist who is upset that he cannot see magnitude 11 stars in his telescope because of ambient urban light), then Dark Sky laws should focus mainly on preserving the night-time view of several hundred stars, rather than worrying about the visibility of magnitude 5.5 stars, which are a hindrance to the novice astronomer.

V. Examples of Stargazing under Varying Conditions

This section shows various views of the night sky, to illustrate how different conditions affect the number of visible stars. Colors in the illustrative figures are reversed, so that stars are dark, and the background sky is light.

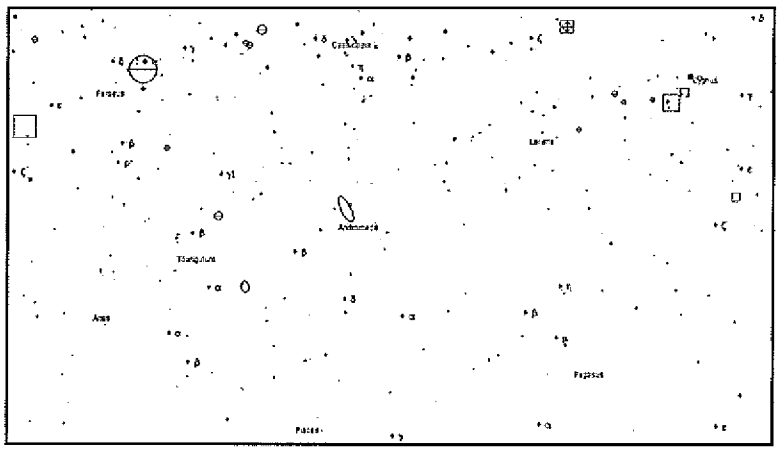


Figure 1. View from near Denver, on October 6, 2005, looking at the Zenith (straight up). The field of vision is 90 degrees wide. Stars of up to 5.5 magnitude are visible. Stars are represented as dots. Other objects (such as the Andromeda Galaxy, or nebulae) have different shapes. The Greek letters designate the major stars in each constellation. A view of the Zenith is generally superior to other views, because starlight travels through less of the Earth's atmosphere. Atmospheric fluctuations are what causes stars to appear to twinkle. The pictures in this section presume that the atmosphere is perfectly still.

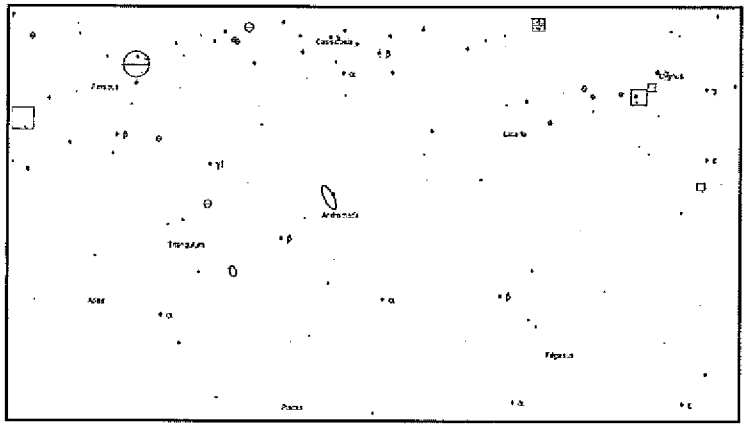


Figure 2. Same view. Stars of up to 4.5 magnitude. Fewer stars visible, due to moonlight, man-made light, or atmospheric turbulence.

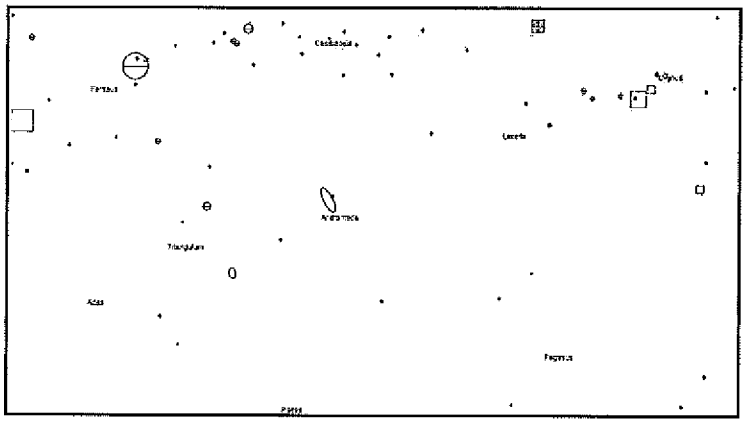


Figure 3. Same view. Only stars of 3.0 or brighter magnitude. Such a view could be the result of substantial interference from artificial light sources.

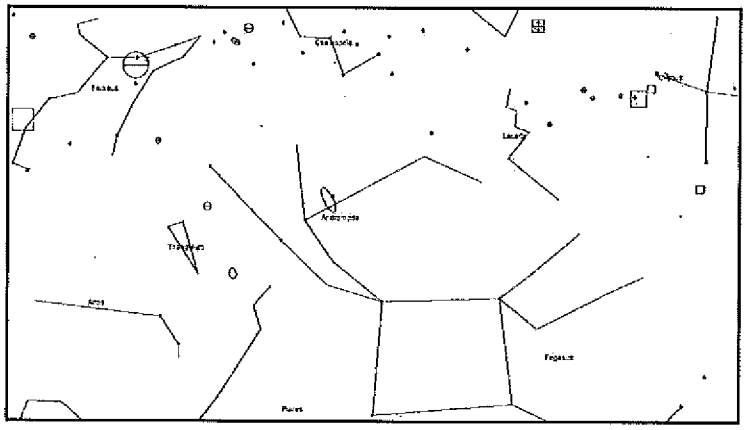


Figure 4. Same view. Stars up to 4.0 magnitude. Constellation lines included. The result of lesser interference from artificial light.

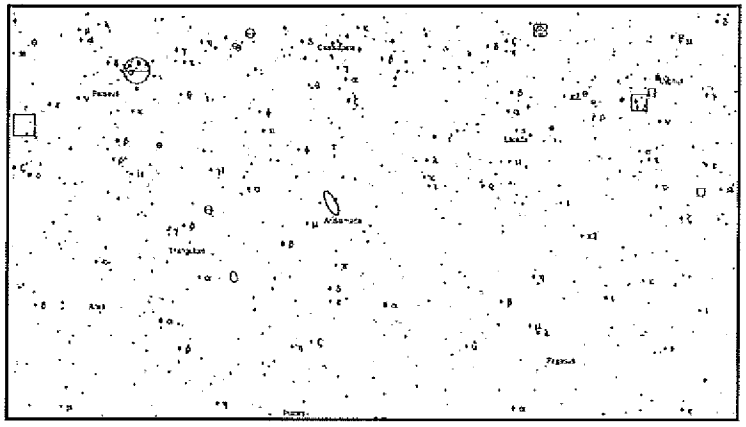


Figure 5. Same view. Stars up to 8.0 magnitude, which are visible with high-quality astronomical binoculars. Because a binoculars' field of vision is relatively narrow, a person could only see a small slice of this view at any given moment.

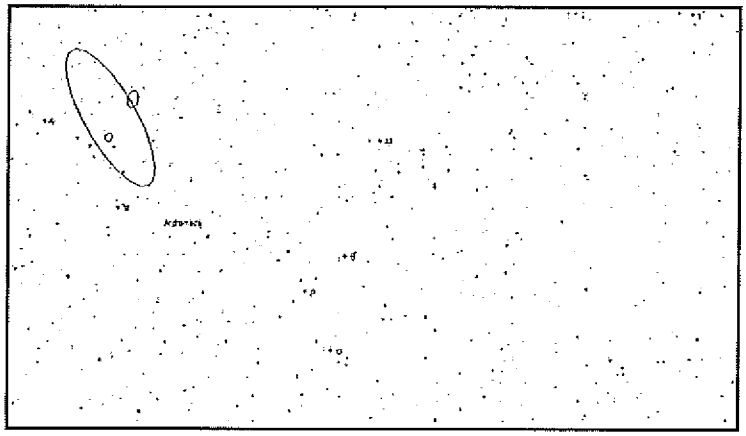


Figure 6. One sixth (15 degrees wide) of the above view, showing stars up to magnitude 10, which are visible with a fairly expensive amateur telescope. A person using a telescope would not actually see such a view, because a telescope has a very narrow field of vision, approximately one degree. With the telescope, many areas of the sky would appear completely blank. Typically, an amateur astronomer with a powerful telescope would examine a single star (or perhaps a double star) or other sky object.

VI. Improved street lighting reduces crime by 20% and enhances feelings of security

As long as humans have been keeping records of crime, there has been more crime at night-time than in the day-time.

In an 1885 U.S. Supreme Court case, Justice Harlan noted the importance of public street lighting for public safety:

> An English historian, contrasting the London of his day with the London of the time when its streets, supplied only with oil-lamps, were scenes of nightly robberies, says that "the adventurers in gas-lights did more for the prevention of crime than the government had done since the days of Alfred." [12]

A. Older and inconclusive articles

The IDA claims that there is no relation between increasing the amount of light and reducing crime. The IDA points to two studies by the U.S. Department of Justice and the National Institute of Justice that supposedly did not find conclusive evidence of a link between improved lighting and crime reduction.[13] The IDA's claims are overstated:

- The Department of Justice (DOJ) and the National Institute of Justice (NIJ) did not conduct studies, but instead reviewed already existing studies.
- Neither the 1977 DOJ review nor the 1997 NIJ review denied that improved lighting may lower crime rates
- Many studies noted within these reviews *did find* a relationship between better lighting and reduced crime
- The National Institute of Justice "study" cited by IDA is merely a single page in a 469-page book on a wide variety of crime reduction techniques.

The 1977 Department of Justice project reviewed sixty studies of lighting and crime and found no conclusive pattern.[14] In 1997 the National Institute of Justice updated the 1977 review; the 1997 review noted that a 1994 study in Scotland found that relighting in a Glasgow neighborhood resulted in a short term "reduction in victimizations that varied from 32 to 68 percent" and that the overall crime rate dropped 14 percent.[15] Another study conducted in 1994 found that lighting improvements in three areas of London resulted in "Substantial reductions in robberies, auto crimes, and threats" in two sites and the complete elimination of those crimes in the third site.[16] However, the 1997 NIJ author discounted the London and Scottish studies because they had not included a control area (a similar area where there was no change in lighting). Relying on the 1977 DOJ article, the 1997 NIJ review restated the old conclusions.

B. Recent scholarship

Research in the area of lighting and crime has continued since the summaries reported by the IDA. In 1999, criminologists David P. Farrington and Brandon C. Welsh analyzed eight American studies and five British ones. They concluded that "the capacity of street lighting to influence crime has now been satisfactorily settled."[17]

The Farrington-Welsh analysis finds that "the overall reduction in crime after improved lighting was 20% in experimental areas compared with control areas."[18]

The Farrington-Welsh analysis finds that "the overall reduction in crime after improved lighting was 20% in experimental areas compared with control areas."

Farrington and Welsh explain that "Street lighting benefits the whole neighborhood rather than particular individuals or households...In short, improved street lighting seems to have no negative effects and demonstrated benefits for law-abiding citizens."[19] The National Crime Prevention Council also concludes that lighting has a crime deterrent effect and increases detection of crime.[20]

Thus, street lighting is an especially beneficial form of crime prevention. Burglar alarms, for example, do reduce burglary of homes with installed alarms,

but do not reduce the overall burglary rate in a neighborhood[21] Burglar alarms impose a substantial burden on the community, because the vast majority of alarms are false alarms, which waste police resources.[22]

The recent Farrington-Welsh article clearly supersedes the older, agnostic reports by the DOJ and the NIJ. Farrington and Welsh use more recent research. Unlike some of the studies which were discounted by the NIJ, the Farrington-Welsh analysis did use control areas.

In the world of public policy, a twenty percent reduction in crime is *enormous*. There are hardly any crime-reduction strategies for which even the most optimistic advocates can point to research showing a twenty percent reduction.

C. Enhanced feelings of safety

Not even the most fervent Dark Sky advocates deny that the public feels safer when there is sufficient street lighting. Even the older research cited by IDA concluded the public feels safer with sufficient lighting.

Lighting in public areas encourages people to come out at night. Many local communities and universities light up common walkways so as to create more inviting, safer-feeling spaces. Vulnerable people are especially comfortable in lighted areas.

Now, the Farrington-Welsh research has confirmed the common sense of the public. The reason the public feels safer when lighting conditions are good is because the public is safer.

...when overly restrictive Dark Sky laws degrade the quality of street lighting, they promote violent crime.

Thus, when overly restrictive Dark Sky laws degrade the quality of street lighting, they promote violent crime. Less street lighting means more rapes, more assaults, more robberies, and more murders.

It is wonderful to be able to see the details of the Crab Nebula from your back yard. It is also wonderful to be able to walk down the street without being attacked by a violent predator. Sensible, moderate laws about Dark Skies can help casual astronomers without endangering the public.

VII. Some Dark Sky laws are extremely costly and unfair to private property owners

Dark sky ordinances can impose a substantial cost on landowners, business owners, and city and state governments. Consider, for example, a proposed ordinance in Durango, Colorado.

A local businessman who runs four Exxon stations calculated that the cost of complying with the ordinance would be $50,000—an enormous expense for a small businessman.[23] The cost of fixing one middle school in Durango was estimated to be $20,000—a huge capital cost for a typical public school.[24] Dark Sky laws should consider the cost to residents and businesses.

Dark sky ordinances can impose a substantial cost on landowners, business owners, and city and state governments.

A. Prospective laws

Laws which require businesses and homes to retrofit existing lights are unfair. If a property owner has installed lights in compliance with all existing zoning and other laws, it is wrong for the government to suddenly force her to spend thousands of dollars because the government decides it prefers a new form of lighting.

A better approach can be found in the 2001 State of Colorado law which requires all outdoor lighting fixtures funded by the state after July 1, 2002, to meet listed requirements.[25] This forward-looking legislation is the best solution. Prospective legislation stops the problem from becoming worse, since new lighting will be installed to meet the new standards. Property owners are not forced to tear out existing lights.

Over time, most lighting fixtures are replaced. So

a prospective law ensures that eventually almost all the lights in a jurisdiction will meet the new standards. A prospective Dark Skies law follows the same policy as that of the Americans with Disabilities Act. Existing businesses were not suddenly required to install elevators or other accessibility improvements; however, high standards of accessibility were imposed on new construction and on major renovations.

B. Boulder's retroactive ordinance

In Boulder, the city's Dark Skies ordinance requires that current lighting fixtures be modified to meeting the revised standards within fifteen years.[26] The compliance period is relatively long, but any requirement for retrofitting is unfair. Doubtless, many big businesses will buy new lights anyway in the next fifteen years; but some small businesses may be forced to spend thousands and thousands of dollars to replace construction which they installed in full compliance with Boulder's already arcane and rigorous zoning laws.

If Dark Skies, are, like public parks, a public good, then the public should pay for them. It would be wrong for a city government to take someone's land without compensation in order to create a park for the public.

If darkening the skies of Boulder (or some other city) is really so important that existing lighting fixtures should be ripped out and replaced, the proper approach would be for the city to pay compensation to property owners for the taking of their property. If Dark Skies, are, like public parks, a public good, then the public should pay for them. It would be wrong for a city government to take someone's land without compensation in order to create a park for the public. Likewise, it is wrong for a government to require a person to eliminate his lawful lighting property, with no compensation, in order to create Dark Skies for the public. [27]

C. Aspen's awful ordinance

Section 26.575.150 of the Code of the City of Aspen required that all light sources conform within one year of passage. This extremely short compliance period was very harsh on property owners, because it mandated that lighting fixtures be replaced long before the ordinary replacement cycle.

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Boulder is hardly known as a town in which property rights are of much concern to the local government. Yet even in the town nicknamed "the People's Republic," property owners were given a fifteen year window.

Moreover, some of the asserted rationales for Aspen's oppressive ordinance were ridiculous. For example, the ordinance asserted the legislative purpose of "eliminating the escalation of night-time light pollution." Eliminating the "escalation" of night-time light "pollution" could be accomplished solely by imposing new standards prospectively on future light fixtures—rather than by retroactively requiring replacement of existing light fixtures.

The Aspen city council also asserted that the ordinance would prevent the loss of "small town character."[28] One might think that Aspen's "small town character" is already preserved by zoning laws which make additional density and expansion nearly impossible.

Moreover, it is absurd to contend that "small-town character" really depends on the kind of stargazing distinctions which are preserved by the Aspen ordinance. The North Star (Polaris) is the last star on the handle of the Little Dipper constellation. The constellation consists of three stars in the handle, and four on the cup. Two of the stars in the cup have a nearby, dim star, and these dim stars are also part of the constellation. (The dim stars are magnitude 5.2 and 5.5.) Does Aspen's small-town feel really

depend on whether one can see the "extra" stars in the Little Dipper? On whether Aspen's night-time sky consists of 600 stars or 900?

A sky with 900 stars looks nicer than a sky with 600, but it hardly has much to do with small-town feel. Small towns above the Arctic Circle have nearly perpetual sunlight in the summer, but it would be ludicrous to claim that those towns lose their small-town feel because no stars are visible.

If encouraging a small-town sense of community is the goal of the ordinance, then Aspen should organize community night sky viewings ("star parties"). Star parties would encourage a sense of community and enhance a small town character by encouraging neighbors to stargaze together instead of alone in their backyards. The communal stargazing could take place in mountain parks near Aspen, and be led by astronomy professors or experienced amateur astronomers. Children could also be encouraged to go to these areas with their families and see more distant and fascinating elements of the night sky.

If encouraging a small-town sense of community is the goal of the ordinance, then Aspen should organize community night sky viewings ("star parties").

Meteor showers are often popular events to bring a community together.[29] The astronomy department at the University of Virginia has successfully held meteor shower viewings for residents of Charlottesville, Virginia, which were well attended.[30]

Legislation promoting and providing the small amount of money required to conduct these events would better serve to increase the community spirit as well as appreciation for the night sky.

Aspen's ordinance does evoke one type of small-town atmosphere: the small town depicted in Shirley Jackson's short story "The Lottery." This time, it is the homeowners and businesses which are selected for the ritual stoning—in order to affirm the city council's self-righteousness.

Another problem with the Aspen statute is its limitations on security lighting. Because research has shown that lighting can reduce crime, it is troubling that the statute imposes restrictions on how security lighting is used. If these restrictions lower the efficacy of security lighting, the restrictions would contravene the ordinance's primary goal to "promote safety and security."

Thus, Aspen should consider focusing its enforcement power on lights installed after the ordinance and should reduce regulations of security lighting.

Aspen's retroactive ordinance is an unfair violation of property rights, which the Colorado Constitution guarantees are the right of every person in Colorado, no matter where she lives. Just as the Colorado legislature in 2004 enacted remedial legislation to prevent some municipal abuses of the eminent domain power, the legislature should consider legislation to preempt abuse of property rights via municipal Dark Sky ordinances. When the ordinance has the effect of facilitating major violent felonies (surely a problem of statewide concern), then the need for preemption is all the greater.

...Aspen should consider focusing its enforcement power on lights installed after the ordinance and should reduce regulations of security lighting.

VIII. Guidelines for Dark Sky laws

- Do not impose requirements retroactively. Requirements for particular types of lighting should apply to new construction, or when old construction is renovated.

- Encourage retrofits of existing property through tax incentives, or by using public moneys to pay the cost directly.

- Laws should not grant the government a special exemption from the laws applicable to ordinary homes and businesses. If a particular government building has special security needs which necessitate extra lighting, the law should

also allow extra lighting for private properties which have special security needs.

- Light poles should direct most of their light downward, not wasting light into the sky. Some designs point down directly. Other designs use a reflective hood (known as a "shoebox") above the bulb, to bounce the light down. Municipalities should use such designs, which save energy and costs in the long run.

Policymakers should, however, recognize that "full cut off" (no light above the horizontal plane of the bulb) can make energy use less efficient. When a light pole uses full cut off (as opposed to regular "cut off" or "semi-cut off"), then the pole radiates very little light laterally (that is, 0 to 10 degrees below the horizontal plane). As a result, the pole illuminates a significantly smaller area of the ground. Thus, if a parking lot owner wants to cover the entire lot with at least some light, and municipal regulations force the owner to use full cut off shields on the light poles, then the parking lot owner will have to use more poles, which will be spaced relatively closer together. As a result, more electricity will be used to illuminate the parking lot. So the aesthetic environmental gain (no upward light from the parking lot) must be balanced against the environmental loss (more energy used). And the extra electricity expense imposed on the parking lot owner (and, necessarily, on the customers of the parking lot) must be considered.

...the extra electricity expense imposed on the parking lot owner (and, necessarily, the customers of the parking lot) must be considered.

Policy makers should also understand that even full cut off will not eliminate all sky glow, because some downward-directed light will bounce off the ground, or bounce off reflective objects (such as the metal and glass on automobiles) and then travel into the sky.

- So as a general policy, lighting should be directed downward, rather than radiating in all directions, but there must be adaptations for particular circumstances. For example, if the lighting is covered by a roof or other structure which shields the sky from the light, then the lighting can project upwards.

- Free-standing lights can be limited to a particular height (such as 25 feet), or the height of the building on the property they occupy.

- New billboards should have their lights pointing down from the top, not up from the bottom. After midnight, if the billboard is not advertising a business which is open after midnight, billboard owners should voluntarily turn the signs off.

So as a general policy, lighting should be directed downward, rather than radiating in all directions, but there must be adaptations for particular circumstances.

- Display lighting (as opposed to security lighting) should be turned off at a set time after the store is closed at night.

- Huge light projections—such as from car dealerships—that travel far beyond the commercial property from which they originate can be limited to use at particular times, and in particular directions. There is no problem about applying such regulations to existing advertising, because the government would not be requiring the advertiser to spend money to change the equipment. Rather, regulation of long-distance light is similar to regulation of sound trucks or bullhorns. Reasonable time, place, and manner regulations protect the public from annoyance.

- Some security lights, depending on the particular needs of an area, can be set so that they are only activated by motion detectors, and will automatically turn off after a particular period of time.

- The International Dark Sky Association provides a list of outdoor lighting fixtures

which minimize upward escape of light. www.darksky.org/fixtures/fixtures.html. The website of the Illuminating Engineering Society of North America, www.iesna.org, also has a great deal of information about lighting issues although, unfortunately, much of the material is available only to members.

- Property-owners very near astronomy research facilities should consider the use of low pressure sodium lights (LPS), because LPS light is emitted in a narrow wave spectrum; as a result, telescope filters have an easy time blocking out LPS light. LPS lights should not be encouraged for general use, because their color is sometimes difficult to distinguish from a yellow traffic light. Moreover, LPS lights require a large lamp, and the light distribution is consequently more difficult to control.

The above list of ideas is not a full catalogue of reasonable Dark Skies laws. But it is a good starting point, and it shows that there are many ways to protect the important interests of people who love viewing the beautiful night sky, while also protecting the safety, property, and liberty interests of everyone else.

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DAVID KOPEL is Research Director of the Independence Institute.

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Endnotes

[1] Michael Loatman is a candidate for a Juris Doctor degree at the University of Virginia School of Law. David B. Kopel is Research Director of the Independence Institute. Both Loatman and Kopel are amateur astronomers. We would like to thank Brian Barnett, Clayton Cramer, Michael King, Alberto C. Sadun, and commenters from the Volokh Conspiracy weblog (www.volokh.com) for helpful suggestions. The opinions in this article are those of the authors alone, and any errors are their responsibility.

[2] Their website is http://www.darksky.org.

[3] Some of the people who hope to use Dark Skies laws to encourage other people to go to bed earlier are rather hypocritical, since amateur astronomers often stay awake so they can work in the darkest period of the night.

[4] Comets would be among the exceptions, since some comets have not been visible from the earth in the era of powerful telescopes.

[5] Even a still atmosphere will somewhat interfere with the telescope's reception.

[6] A list of the world's largest telescopes can be found at http://www.seds.org/billa/bigeyes.html.

[7] Center for Astrophysics and Space Astronomy. "The FUSE Mission." http://casa.colorado.edu/ResearchProjects/arc/. Other participating universities include the University of Colorado, the University of Chicago, the Institute for Advanced Study (a private organization in Princeton, New Jersey), Johns Hopkins University, New Mexico State University, Princeton University, the University of Washington, and Washington State University. No significant optical telescope research is performed in the United States east of the Mississippi River.

[8] StarDate Online. "How do I find a good site for stargazing?" http://stardate.org/resources/faqs/faq.php?id=62

[9] Western Colorado Astronomy Club. "Maps" http://www.coloradowestastronomy.org/cnmmap.html

[10] One topic not addressed in this Issue Paper is a property owner casting unwanted light onto someone else's property. If you enjoy your dark backyard at night, your enjoyment may be lessened by light from your neighbor's floodlights which intrudes into your yard. Such an intrusion is a form of trespass, and a legitimate such for government regulation. But the topic is beyond the sky-centric focus of this Issue Paper.

Another topic not addressed in this Issue Paper is lighting control to protect wildlife. For example, sea turtles find their way to the ocean by looking for light reflecting off the water. Artificial lighting on beachfronts can confuse the nesting and movement habits of turtles. See http//www.turtles.org/threats.htm. For more, see Catherine Rich & Travis Longcore, eds., *Ecological Consequences fo Artificial Night Lighting* (Wash.,D.C.: Island Pr., 2005).

[11] To be precise, the Big Dipper is an "asterism" (a sub-unit) of the constellation Ursa Major (the Great Bear) and the Northern Cross is an asterism of Cygnus (the Swan). And to be more precise, all the visible stars rotate around the North Star, just as hands rotate around the center of a clock. So when we say that the Big Dipper is, for example, below and to the left of the North Star, we mean that it is below and to the left of the North Star in the evenings at certain times of the year. At other times of the year, when Big Dipper is below and to the left of the North Star during its daily rotation, the sun is out, so all the stars are invisible.

[12] *New Orleans Gas-Light Co. v. Louisiana Light & Heat Producing & Manuf'g Co. and others* 115 U.S. 650, 658 (1885), citing 7 Knight, c. 21. Also citing Thomas Babbington Macaulay, *The History of England from the Accession of James II*, volume 1, chapter 3, which states:

> It ought to be noticed that, in the last year of the reign of Charles the Second [1685], began a great change in the police of London, a change which has perhaps added as much to the happiness of the body of the people as revolutions of much greater fame. An ingenious projector, named Edward Heming, obtained letters patent conveying to him, for a term of years, the exclusive right of lighting up London. He undertook, for a moderate consideration, to place a light before every tenth door, on moonless nights, from Michaelmas to Lady Day, and from six to twelve of the clock. Those who now see the capital all the year round, from dusk to dawn, blazing with a splendour beside which the illuminations for La Hogue and Blenheim would have looked pale, may perhaps smile to think of Heming's lanterns, which glimmered feebly before one house in ten during a small part of one night in three. But such was not the feeling of his contemporaries. His scheme was enthusiastically applauded, and furiously attacked. The friends of improvement extolled him as the greatest of all the benefactors of his city. What, they asked, were the

boasted inventions of Archimedes, when compared with the achievement of the man who had turned the nocturnal shades into noon-day? In spite of these eloquent eulogies the cause of darkness was not left undefended. There were fools in that age who opposed the introduction of what was called the new light as strenuously as fools in our age have opposed the introduction of vaccination and railroads, as strenuously as the fools of an age anterior to the dawn of history doubtless opposed the introduction of the plough and of alphabetical writing. Many years after the date of Heming's patent there were extensive districts in which no lamp was seen.

For more on the expanding mandate for street lighting in London as a result of crime control concerns, see J.M. Beattie, *Policing and Punishment in London: 1660-1750* (N.Y.: Oxford Univ. Pr., 2001), pp. 207-25.

[13] International Dark Sky Association. "An Introduction to the Issues of Light Pollution." http://www.darksky.org/handouts/bc_intro_lp.pdf

[14] Lawrence W. Sherman, et al. *Preventing Crime: What Works, What Doesn't, What's Promising*, National Institute of Justice, http://www.ncjrs.org/works/wholedoc.htm

[15] Id.

[16] Id.

[17] Brandon C. Welsh, & David P. Farrington, *Effects of Improved Street Lighting on Crime: Protocol for a Systemic Review*. http://www.aic.gov.au/campbellcj/reviews/2003-11-StreetLighting.pdf

[18] David P Farrington & Brandon C. Welsh, "Improved Street Lighting and Crime Prevention," 19 *Justice Quarterly* 313 (no. 2, June 2002).

[19] David P. Farrington & Brandon C. Welsh, *Effects of improved street lighting on crime: a systematic review*. http://www.homeoffice.gov.uk/rds/pdfs2/hors251.pdf

[20] National Crime Prevention Council, *Lighting Up for Crime Prevention* http://www.ncpc.org/ncpc/ncpc/?pg=2088-8888

[21] Terance D. Miethe, "Citizen-Based Crime Control Activity and Victimization Risks: An Examination of Displacement and Free-Rider Effects," 29 *Criminology* 419 (1991).

[22] Simon Hakim et al., "Estimation of Net Benefits of Residential Electronic Security," 13 *Justice Quarterly* 153, 161 (1996).

[23] Patricia Miller, "City officials hear comments on dark skies", *Durango Herald* http://durangoherald.com/asp-bin/article_generation.asp?article_type=news&article_path=/news/04/news040212_2.htm

[24] Id.

[25] See Colo. Rev. Stats. §§ 24-82-901 & 902.

[26] City of Boulder. "Boulder Planning & Development Services Energy Code and Green Points Program Changes" http://www.ci.boulder.co.us/buildingservices/codes/lightingord.htm

[27] The IDA estimates that Americans are wasting approximately $1.5 billion dollars in electricity costs per year, through unnecessary upward-focused public lighting. International Dark Sky Association, "An Introduction to the Issues of Light Pollution," http://www.darksky.org/handouts/bc_intro_lp.pdf. If the estimate is accurate, then the cost of the extra electricity works out to about five dollars per resident of the United States and about seven dollars per adult. (Based on the Census Bureau estimate of a U.S. population of 291 million.) The large capital investments involved in changing the light sources are almost always going to be more costly to businesses (and therefore, ultimately more costly to consumers) than the lower electricity bills the IDA predicts citizens will receive as a result of new light fixtures.

[28] The City of Aspen lists preserving the small town character of Aspen as a main reason for passing its restrictive light ordinance. See City of Aspen Code, "Outdoor Lighting," § 26.575.150 http://www.ordlink.com/codes/aspen

[29] See Sky and Telescope Magazine's website for the dates of upcoming meteor showers. http://skyandtelescope.com/observing/objects/meteors/article_588_1.asp

[30] University of Virginia Department of Astronomy. "Leonids 2002". http://www.astro.virginia.edu/Leonids2002/

13952 Denver West Parkway • Suite 400 • Golden, Colorado 80401-3141
www.IndependenceInstitute.org • 303-279-6536 • 303-279-4176 fax

Mandatory Dedication of Parkland

A White Paper for the Lebanon County Comprehensive Plan

Purpose

Lebanon County has not completed an inventory of parks since its 1974 Open Space and Recreation Plan. The County is now updating its comprehensive plan and incorporating a new plan for open space, greenways, and recreation. During the initial phase of the planning process, interviews with local officials, municipal managers, and recreation advocates revealed that the municipalities of Lebanon County are not taking full advantage of their authority to require the dedication of land during the land development process. As a result, municipalities are not accumulating parkland through this no-cost-to-acquire method. This white paper cites the authority and requirements for municipal mandatory dedication and analyses the recreational parkland requirement based on population projections developed for the comprehensive plan, and makes recommendations that all municipalities adopt or revise their mandatory dedication provisions in order to preserve and develop land for recreation. The attachment provides information on adopted mandatory dedication ordinances in Pennsylvania.

Authority

The Mandatory Dedication of Parkland provision in the Pennsylvania Municipalities Planning Code (MPC) is a powerful planning tool that enables communities to acquire parkland or develop recreation facilities at no cost through the land development process.

Municipalities Planning Code Article V Section 503 (11)

(11) Provisions requiring the public dedication of land suitable for the use intended; and, upon agreement with the applicant or developer, the construction of recreational facilities, the payment of fees in lieu thereof, the private reservation of the land, or a combination, for park or recreation purposes as a condition precedent to final plan approval, provided that:

(i) The provisions of this paragraph shall not apply to any plan application, whether preliminary or final, pending at the time of enactment of such provisions.

(ii) The ordinance includes definite standards for determining the proportion of a development to be dedicated and the amount of any fee to be paid in lieu thereof.

(iii) The land or fees, or combination thereof, are to be used only for the purpose of providing park or recreational facilities accessible to the development.

(iv) The governing body has a formally adopted recreation plan, and the park and recreational facilities are in accordance with definite principles and standards contained in the subdivision and land development ordinance.

(v) The amount and location of land to be dedicated or the fees to be paid shall bear a reasonable relationship to the use of the park and recreational facilities by future inhabitants of the development or subdivision.

(vi) A fee authorized under this subsection shall, upon its receipt by a municipality, be deposited in an interest-bearing account, clearly identifying the specific recreation facilities for which the fee was received. Interest earned on such accounts shall become funds of that account. Funds from such accounts shall be expended only in properly allocable portions of the cost incurred to construct the specific recreation facilities for which the funds were collected.

(vii) Upon request of any person who paid any fee under this subsection, the municipality shall refund such fee, plus interest accumulated thereon from the date of payment, if the municipality had failed to utilize the fee paid for the purposes set forth in this section within three years from the date such fee was paid.

(viii) No municipality shall have the power to require the construction of recreational facilities or the dedication of land, or fees in lieu thereof or private reservation except as may be provided by statute.

Parkland Dedication

The Pennsylvania Municipalities Planning Code allows a municipality to enact language in the subdivision/land development ordinance requiring the dedication of land for recreational purposes. As an alternative, and if the municipality and the developer agree, the development may accomplish one or more of the following in place of public land dedication:

1. Construct recreational facilities,
2. Pay fees in place of land dedication, or
3. Reserve land in private ownership.

Standards

In 1983, the National Recreation and Park Association (NRPA) published standards and guidelines for parks and recreation services. In its classification system, NRPA outlines a range of traditional parks and recreation areas, as well as special purpose facilities, such as historic parks, waterfront parks, riverwalk parks, athletic parks, cultural parks, aquatic parks, etc. It notes that the diversity of park types offers a wide range of recreation environments, but that the provision of basic park and recreation areas is most important; other types supplement and enhance recreational opportunities for special interests. In addition, "geographic location, demographics, economic base, and history are important variables that influence the availability of resource patterns" to meet recreation needs. Yet, these should not outweigh the primary need to provide basic recreation opportunities. Furthermore, a community should have a number of different types of parks - not a single large park - that together meet standards for acreage and diversity of recreational opportunities.

With this background, NRPA recommended that "a park system, at a minimum, be composed of a core system of parklands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 population." This core system would be comprised of traditional mini-parks, neighborhood parks, community parks, regional parks, and regional park reserves. "The size and amount (number) of "adjunct" (or special use) parks would vary from community to community" but must be considered when accounting for the total of all park and recreation areas. Since its publication, this standard has been widely interpreted by community and recreation planners as 10 acres per 1,000 population.

In 1996, NRPA updated its standards and guidelines. It attempted to present a more community-based approach to determining the appropriate acreage for parkland and diversity of recreational opportunities. While many communities recognized the flexibility in this approach, others longed for a simple standard. Reluctantly, the editors published a standard of 10 acres per 1,000 population, noting that this should be the starting point for community discussion of parkland needs. Some communities rich in resources (natural and historic, as well as staff and volunteer) may find that a much higher acreage meets their needs for parkland and open space. Other communities with fewer resources may determine that a lower figure is suitable. Due to Lebanon County's abundant, high quality natural and cultural resources, the higher end of the original parkland standard, 10.5 acres per population, is noted here as the minimum parkland standard for the purposes of this analysis. Further consideration of the parkland standard will be given in the recreation profile and plan.

Requirements

In order to impose mandatory dedication requirements in Pennsylvania, the municipality must meet the following standards:

1. The ordinance must include "definitive standards" for amounts of land or fees to be dedicated. The generally accepted standards are those set forth through the recreation planning process identified by the National Recreation and Park Association. For over 30 years, these standards equated to a minimum of 10.5 acres per 1,000 population. Since then, many trends in parks and recreation occurred that merit consideration of raising this standard including new sports emerging such as soccer, lacrosse and field hockey; sports moving from one traditional season to year round play; more girls playing; people playing at younger and older ages, and a healthy aging population who are more involved in active lifestyles. In 1996, the NRPA updated the recreation planning process to encourage municipalities to plan for a standard that meets the true community need. In other words, recreation planning should respond to the local needs for specific types of recreation facilities based on the interest and well-being of residents, not just the land required for "all-purpose" play. Therefore, fees and other alternatives to land dedication should respond to these local needs.

2. The land or fees shall only be used to provide facilities "accessible" to the development.

3. There must be an adopted recreation plan.

4. The amount and location of land or fees must bear a "reasonable relationship" to the use of facilities by future inhabitants.

5. Fees from each development shall be designated for specific recreation facilities and shall only be spent for those facilities.

6. If the municipality does not use the fees within three years after they are paid, the person who paid the fees may, upon request, receive a refund including interest earned.

7. The municipality cannot require the dedication of land, fees, or facilities except in accordance with these standards.

Land Suitability

Land to be dedicated should meet the municipal or county standards to ensure that it is usable for recreation and accessible to the residents.

All land set aside for recreation should be suitable to serve the purpose of the recreation needs. The size, shape, location, and topography should be evaluated by the local parks and recreation board, elected officials, and if in conjunction with Lebanon County, with county planners.

Local communities could identify the major vacant parcels in their community and evaluate them according to criteria that the community develops for recreation land. The municipality could use these evaluations when the jurisdiction moves ahead with acquiring parkland through outright purchase, mandatory dedication of parkland, conservation by design land planning or other techniques.

How Mandatory Dedication of Parkland Works

A municipality's future need for parkland and recreation facilities depends on future population growth. The formula for setting the requirements does not attempt to place the burden of meeting past recreational needs on new development.

Using the 10.5 acres per 1,000 residents as the standard and the population projections developed for the Lebanon County Comprehensive Plan, the following table shows the projected need for parkland. If every jurisdiction were to adopt a mandatory dedication ordinance with this standard, the jurisdictions of Lebanon County would be able to add a minimum of 207 acres of parkland by 2020 at virtually no cost. The value of this based upon an estimated $50,000 per acre would be $10,368,000.

Year	Population	Population Increase	Additional Amount of Parkland Needed Based on 10.5 Acres Per 1,000 Population
2000	120,327		
2010	130,682	10,355	108.73
2020	140,075	9,393	98.63
TOTAL		19,748	207.36

Source: Yost-Strodiski-Mears and Toole Recreation Planning

Mandatory Dedication of Parkland for Commercial Development

The PA MPC does not distinguish between residential development and other types of development with regard to mandatory dedication. While most municipalities enforce their mandatory dedication requirement only on residential land development submissions, many municipalities in Pennsylvania have been enacting mandatory dedication of parkland ordinances for commercial development as well. This has resulted in the generation of significant revenues for parkland and recreation facilities in these communities.

Mandatory Dedication in Lebanon County Municipalities

There are ten municipalities in Lebanon County that have mandatory dedication provisions in their ordinances; the remaining 16 municipalities have no provisions for recreation or open space land dedication. The following are examples of the standards in the adopted provisions in Lebanon County.

Municipality	Land Area Requirement	Fee-In-Lieu Option
Annville	(Fee only)	$175 per dwelling unit
Cornwall	0.029 acres/dwelling unit	Fee – equivalent to fair market values of equivalent land as developed or improved property
N. Cornwall	0.029 acres/dwelling unit	Fee – based on number and market value of lots in development for single family developments, and on number units and number of bedrooms per unit for multi-family development
N. Lebanon	(Fee only)	$1,250 per residential lot
S. Lebanon	0.025 acres/dwelling unit	$1,225 per residential lot
Bethel	0.06 acres/dwelling unit	Fee – equivalent to the value of the lots or land being developed
Jackson	0.029 acres/dwelling unit	Fee – equivalent to fair market values of equivalent land as developed or improved property
Swatara	0.054 acres/dwelling unit	$750 per residential lot
Union	0.051 acres/dwelling unit	Fee – based on proportional fair market value of land; or $750 per residential lot if not appraisal is available; 3% for non-residential development
S. Londonderry	Sliding scale based on units in subdivision	$1,200 per single family attached or detached dwelling unit to be adjusted annually; multi-family developments to contain and maintain their own recreation facility

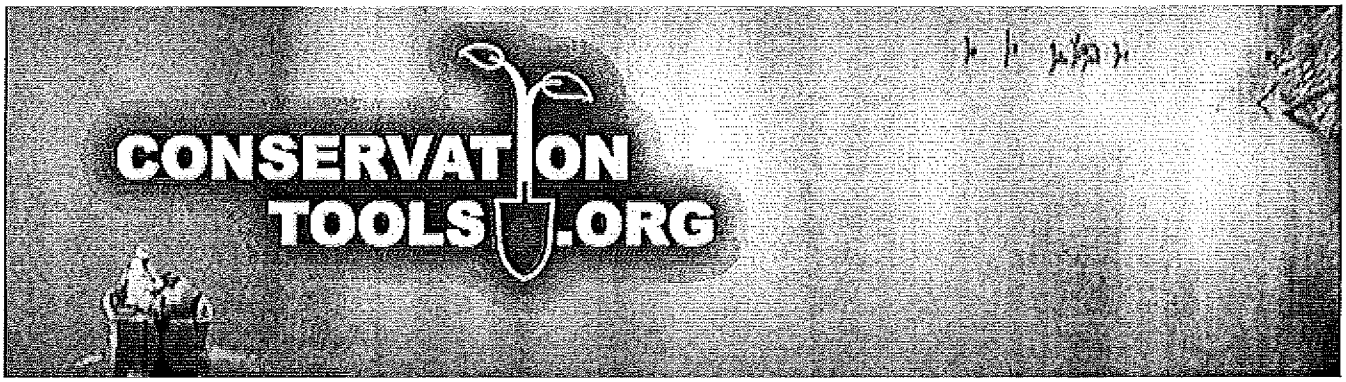
Source: Lebanon County Planning Department; Municipalities

Recommendations

1. The municipalities of Lebanon County should consider enacting a mandatory dedication of parkland ordinance as soon as they can. Since a park and recreation plan needs to be in place in order to set the standard for parkland, municipalities should move ahead in developing at least a "mini plan." A mini plan is a brief assessment of available facilities and needed improvements or acquisitions, documented in a comprehensive plan or in a separate study. Alternatively, municipalities should consider adopting the county park, recreation and open space plan as their own.

2. Consider establishing a parkland standard of at least 10.5 acres per 1,000 population and preferably higher to meet the true need of active engaged citizens.

3. Set the fee-in-lieu of dedication in accordance with market value rather than as a set fee. Since land values change, the fee should be adapted as land values change. This approach has been used in the Pocono Mountain area, where development activity has been rapid and market values have been increasing.



Public Dedication of Land and Fe in-Lieu for Parks and Recreation

A Pennsylvania municipality may require developers to dedicate land to the municipality for park a recreation purposes. A municipality may also give developers the options to instead pay a fee to b for providing park facilities, construct recreation facilities, or privately reserve land for park and rec purposes.

Summary

As part of the land development process, a Pennsylvania municipality may require the developer t dedicate land to the municipality for public parks and recreation purposes. Called "public dedicatio the state's Municipalities Planning Code, this tool is also referred to as "mandatory dedication".

A municipality may also provide the option for the developer to choose from several alternatives to dedication. However, municipalities may not mandate these alternatives. The developer may volur agree to do one or more of the following instead of or in addition to public dedication:

- Pay a fee to the municipality to be used for providing "parks and recreation facilities" access the new development. This is known as "fee-in-lieu" of land dedication;
- Construct recreational facilities; and/or
- Privately reserve land within the subdivision for park and recreation purposes.

Public dedication is based on the concept of impact fees: Development creates increased demand municipal services or facilities. Requiring the developer to provide amenities or funding for expand enhanced public amenities is an efficient and equitable way to offset some of the impacts of a new development.

Track Record

Scores – perhaps hundreds – of Pennsylvania municipalities have adopted public dedication and f lieu ordinances under the present state statutory authority established in 1988. Many of these are concentrated in high-growth counties surrounding metropolitan areas, such as Lancaster, Chester Berks, Lehigh, Northampton, Cumberland, Dauphin, and York Counties.

Conservation Impact

High impact in any municipality experiencing development. Public dedication and fees-in-lieu ordir permanently secure land for recreation or cash and facilities for recreational purposes with each n development project in the municipality.

What You'll Need

The municipality must prepare and adopt a park and recreation plan containing sufficient backgrou analysis to justify a particular public dedication standard. The municipality also will need to adopt a subdivision and land development ordinance ("SALDO") and include in the SALDO a section provi for public dedication (or amend an existing SALDO to add public dedication requirements). The se of a planning consultant or in-house planning staff for preparation of the plan and ordinance is higl desirable.

Obstacles and Challenges

A public dedication and fees-in-lieu ordinance will deliver the best results if coupled with strong ou efforts with developers. Good communications increases the likelihood that the municipality will ge makes the most sense for the community (and for the developer's customers) in each context (i.e. land in the development versus cash for purchase of land elsewhere versus construction of facilitie existing park, etc.).

Contents of Main Description

Key Resources
Introduction
Prerequisites to Using Public Dedication and Its Alternatives
Dedicating Land for Public Parks and Recreation Purposes
Fees-In-Lieu of Dedication Option
  Uses of fees-in-lieu
  How much can be charged as a fee-in-lieu of dedication?
Construct Recreational Facilities Option
Private Reservation Option
Combinations of Options
Excerpt from Section 503 of the Pennsylvania Municipalities Planning Code
  ENDNOTES

KEY RESOURCES

The 2008 publication, "Public Dedication of Land and Fees-in-Lieu for Parks and Recreation: A Gu Using Section 503(11) of the Pennsylvania Municipalities Planning Code", which this tool write up upon extensively, is available for download at the ConservationTools.org library, as are a variety o dedication and fees-in-lieu ordinances.

INTRODUCTION

Many Pennsylvania municipalities are experiencing growth pressures. New housing developments open spaces previously enjoyed by communities. New residents stress existing park facilities and demands for new and expanded recreational opportunities. Municipalities can manage these park recreation demands by putting an ordinance in place to require the establishment of new parkland park capital investments as part of each new development.

Pennsylvania municipalities have the power under Section 503(11) of the state's Municipalities Pla Code ("MPC")[i] to require developers to dedicate land to the municipality *for public parks and recr purposes.* Called "public dedication" in the MPC, this tool is often referred to as "mandatory dedica by those in the land use planning field.

Under Section 503(11), municipalities may also provide the option for developers to choose from s alternatives to public dedication. However, municipalities may not mandate these alternatives. Developers may voluntarily agree to do one or more of the following instead of or in addition to pul dedication:

> Pay a fee to the municipality to be used for providing "parks and recreation facilities" access the new development. This is known as "fee-in-lieu" of land dedication;
>
> Construct recreational facilities; and/or
>
> Privately reserve land within the subdivision for park and recreation purposes.

More and more municipalities in Pennsylvania are adopting public dedication ordinances. Many of are concentrated in high-growth counties surrounding metropolitan areas, such as Lancaster, Che Berks, Lehigh, Northampton, Cumberland, Dauphin, and York Counties.

The Pennsylvania Department of Conservation and Natural Resources ("DCNR") has compiled a s list of adopted public dedication ordinances entitled "Mandatory Dedication Ordinances across the Commonwealth" that can be accessed at the Public (Mandatory) Dedication section of the ConservationTools.org library. A variety of ordinances, a digital version of this publication and othe public dedication resources can also be accessed at this site.

Public dedication is based on the concept of impact fees: Development creates increased demanc municipal services or facilities. Requiring developers to provide amenities or funding for expanded enhanced public amenities is an efficient and equitable way to offset some of the impacts of new development.

Prior to 1988, Pennsylvania communities seeking funds from developers for park and recreation fa and certain other public improvements based these required contributions (known as "exactions") MPC language that did not provide clear authorization.[ii] Some developers objected to what they municipalities' "arbitrary and abusive application" of vague exaction rules. Act 170 of 1988 revised reenacted the MPC in part by specifically allowing municipalities to require dedication of land for p and recreation purposes. The law's intent was to establish "basic 'ground rules' ... to limit municip discretion."[iii] This was a good result for municipalities who previously had steered clear of impo exactions for fear of running afoul of the law; and it was a good result for developers, who now cou anticipate what could legally be required of them.[iv]

Although there has been little or no litigation relating to this particular section of the MPC, in recen decades the United States Supreme Court has weighed in on the general issue of developer exactions. The Fifth Amendment to the U.S. Constitution[v] reads in part, "...nor shall private prop taken for public use, without just compensation." In a series of cases interpreting this so-called "Ta Clause" of the Fifth Amendment, the Supreme Court has limited the ability of state and local governments to impose land use controls on private landowners. In *Nollan v. California Coastal Commission*,[vi] the Court declared that developer exactions violate the Takings Clause unless the an "essential nexus" (i.e., logical connection) between the contributions required of the developer public impact of the proposed development.[vii] In *Dolan v. City of Tigard*,[viii] the Court added to t nexus test, ruling that an exaction of property from the developer (i.e., requiring parkland to be set must be "roughly proportional" in nature and extent to the impact of the proposed land developmer

These cases underscore the importance of documenting municipal park and recreation needs and having a well-supported municipal recreation plan prior to implementing a carefully constructed pu dedication ordinance.

PREREQUISITES TO USING PUBLIC DEDICATION AND ITS ALTERNATIVES

In order to legally adopt a public dedication ordinance and impose a park and recreation exaction developer, the municipality, or several adjoining municipalities operating on a regional basis,[i] nee do several things:

Adopt a recreation plan;

Adopt a subdivision and land development ordinance ("SALDO");[ii] and

Include in the SALDO a section providing for public dedication.

These prerequisites are reviewed at length in "Public Dedication of Land and Fees-in-Lieu for Parl Recreation: A Guide to Using Section 503(11) of the Pennsylvania Municipalities Planning Code".

DEDICATING LAND FOR PUBLIC PARKS AND RECREATION PURPOSES

The MPC requires that a municipality's SALDO contain "*definite standards*" for determining the am and location of land required to be dedicated (section 503(11)(ii)). Moreover, the MPC (as well as before-mentioned Takings Clause cases and their progeny) requires that these standards "*bear a reasonable relationship to the use of the park and recreation facilities by future inhabitants of the development or subdivision*" (section 503(11)(v)). Because these phrases and concepts (together the phrase discussed in the section below, "*accessible to the development*") are not defined in the municipalities have taken a variety of approaches to determine appropriate standards. These approaches are reviewed in "Public Dedication of Land and Fees-in-Lieu for Parks and Recreatior Guide to Using Section 503(11) of the Pennsylvania Municipalities Planning Code".

FEES-IN-LIEU OF DEDICATION OPTION

With a well-drafted ordinance in place, public dedication of land may be *mandated* of developers. I municipality prefers an alternative to land dedication – fees-in-lieu of dedication, constructing recre facilities, reserving private land, or a combination of these – the municipality may *ask* the develope the alternative and the developer *may consent.*

Uses of fees-in-lieu

A good municipal recreation plan will identify key locations for local parks. Appropriate locations re combination of particular conditions. For example, community and neighborhood parks are often a -oriented, requiring lands that are flat and well-drained. Parks must be located in convenient and physically accessible locations that will not generate adverse impacts on adjacent properties. Whe linear parks or natural areas are important components of a park and recreation plan, the municip often is seeking to protect natural and cultural features that are unique to a particular area. These considerations limit suitable park sites to a narrow set of locations. In most cases a proposed development would not contain one of these locations, and consequently, a developer would be h pressed to provide the land that would meet the municipality's requirements.

The MPC addresses this problem, allowing municipalities to collect fees-in-lieu of parkland dedicat municipality can save these fees until enough capital has been acquired to purchase the targeted parkland (keeping the 3-year deadline noted below in mind). Alternatively, the fees-in-lieu of parkl can be used to provide infrastructure or buy recreational equipment for new parks, and/or make improvements to existing facilities. The sites must be accessible to future residents of the new

development. Fees *cannot* be used to simply maintain existing facilities or purchase maintenance equipment.

How much can be charged as a fee-in-lieu of dedication?

The MPC requires that fees charged "bear a reasonable relationship to the use of the park and recreation facilities by future inhabitants of the development or subdivision" (section 503(11)(v)). W the fees-in-lieu are used to help finance a public pool, a community center, or a neighborhood parl municipality's recreation plan should spell out how these types of facilities will be accessible to res of the new development.

As with land dedication, the MPC requires that the subdivision and land use ordinance contain "de standards" for determining the amount of fees-in-lieu that may be imposed (section 503(11)(ii)). In the fee-in-lieu should bear a direct relationship to the value of the type of land that would otherwise been dedicated.

Some municipalities simply state in their ordinances that the fee-in-lieu shall be equal to the avera market value of the land otherwise required to have been dedicated, as determined at the time of t the subdivision application. The burden for determining this value may be placed on the developer the municipality able to dispute or verify the value.[i] Other municipalities calculate an average per value in the municipality and post this amount in an annually-updated schedule of fees and charge

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CONSTRUCT RECREATIONAL FACILITIES OPTION

Again, only public dedication can be mandated, but the municipality may allow developers the opti build park and recreation facilities *instead of* dedicating land or build park and recreation facilities *i addition to* dedicating less land. For instance, if the public dedication ordinance required the devel dedicate seven acres of land, perhaps both the developer and the municipality would prefer a compromise whereby the developer donates only four acres but builds a basketball court and tot lo the grounds.

It can be very cost effective for both the municipality and developer to have contractors who are w on site preparation at a new development prepare and grade a nearby municipal athletic field whil equipment is in the vicinity. Likewise, contractors may be able to pour foundations and construct improvements programmed for the proposed park. Developers often welcome such opportunities, they can select specific recreation amenities that will "fit" their target customers and help to market proposed units.

Some municipalities integrate this approach as a predetermined option within the SALDO, while ot require the granting of a waiver.

Whatever the final "package," the recreation facilities built should bear a reasonable cost relationsl the value of the acreage that otherwise would have been required to be publicly dedicated.

PRIVATE RESERVATION OPTION

During the subdivision approval process, the municipality and the developer can decide to designa "reserve," a tract of private land for park and recreation purposes. The land remains privately owne is not dedicated to the municipality. The subdivision plan then shows the location of the future facil such as a tot lot. A written agreement between the developer and municipality spells out the responsibilities of the developer or homeowners association with regard to building and maintainin future facility. The benefit of this option is that the municipality can potentially avoid maintenance c for the privately-owned park and recreation facility. The downside is that the municipality will not h much control, the private facility will not be eligible for state-funded park improvement grants, and agreement may not permit people who don't live in the development to use the facility, depending the wording of the agreement.

Again, as with the previous two alternatives, the municipality can make this option available to developers but cannot mandate its use.

The private reservation option need not be limited to using a homeowners association. Municipaliti approve the transfer of ownership of private reservation lands to other suitable entities who may b better equipped to manage these lands over time. A tot-lot that serves only the most immediate re of the neighborhood might be logically owned and controlled by the homeowners association. How a passive nature-based park with little physical improvement might be a good candidate for owner and maintenance by a local conservancy. In contrast, a large athletic field complex might be best managed by the public school district. Municipalities should consider the potential viability and des of alternative ownership/management arrangements as part of the development review process.

COMBINATIONS OF OPTIONS

A municipality may allow developers to partially or fully substitute public dedication of land require with any combination of fees-in-lieu, construction of facilities and private reservation options.

For example, in the case of a hypothetical large-scale land development, a municipality's SALDO require the developer to dedicate 15 acres of parkland. In lieu of this dedication requirement, the municipality and developer might instead agree that the developer will:

> Pay a fee-in-lieu equal to the value of five improved acres of community parkland that is to provided away from the subject property but within a reasonable service area for residents o proposed development;

Dedicate to the municipality four acres of the land to be developed for a new neighborhood

Design and install those recreation facilities necessary to achieve a neighborhood-based le amenity within the four-acre park; and,

Transfer a half-acre of land to the homeowners association for a picnic area as well as a tw woodland within which the development's drip-irrigation community sewage disposal system outfalls.

This is but one example of the countless combinations that could be used to maximize the public b

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EXCERPT FROM SECTION 503 OF THE PENNSYLVANIA MUNICIPALITIES PLANNI CODE

Section 503. Contents of Subdivision and Land Development Ordinance. The subdivision an development ordinance may include, but need not be limited to: ...

(11) Provisions requiring the public dedication of land suitable for the use intended; and, upon agreement with the applicant or developer, the construction of recreational facilities, the payment in lieu thereof, the private reservation of the land, or a combination, for park or recreation purpose condition precedent to final plan approval, provided that:

(i) The provisions of this paragraph shall not apply to any plan application, whether preliminary or pending at the time of enactment of such provisions.

(ii) The ordinance includes definite standards for determining the proportion of a development to l dedicated and the amount of any fee to be paid in lieu thereof.

(iii) The land or fees, or combination thereof, are to be used only for the purpose of providing parl recreational facilities accessible to the development.

(iv) The governing body has a formally adopted recreation plan, and the park and recreational fac are in accordance with definite principles and standards contained in the subdivision and land development ordinance.

(v) The amount and location of land to be dedicated or the fees to be paid shall bear a reasonabl relationship to the use of the park and recreational facilities by future inhabitants of the developme subdivision.

(vi) A fee authorized under this subsection shall, upon its receipt by a municipality, be deposited i interest-bearing account, clearly identifying the specific recreation facilities for which the fee was received. Interest earned on such accounts shall become funds of that account. Funds from such

accounts shall be expended only in properly allocable portions of the cost incurred to construct the specific recreation facilities for which the funds were collected.

(vii) Upon request of any person who paid any fee under this subsection, the municipality shall re such fee, plus interest accumulated thereon from the date of payment, if the municipality had faile utilize the fee paid for the purposes set forth in this section within three years from the date such f paid.

(viii) No municipality shall have the power to require the construction of recreational facilities or th dedication of land, or fees in lieu thereof, or private reservation except as may be provided by stat

For more detailed information, read "Public Dedication of Land and Fees-in-Lieu for Parks a Recreation: A Guide to Using Section 503(11) of the Pennsylvania Municipalities Planning (

ENDNOTES

[i] 53 P.S. § 10503(11). The responsibility and power to plan and regulate land use in Pennsylvani exclusively with local government, including counties. This is the result of the Pennsylvania Gener Assembly delegating to municipal and county governments a portion of the state's "police power" v respect to planning and land use controls to protect public health, safety, and welfare. Responsibil land use planning and for regulating development is exercised through the authority granted to loc officials by the Municipalities Planning Code (except in Philadelphia and Pittsburgh).

[ii] Section 509(a) and (k) stated only that as a prerequisite to final approval, and in lieu of the com of any improvements, municipalities could require developers to provide enough financial security cover the costs of any required improvements.

[iii] Letter from Philip E. Robbins, Pennsylvania Department of Community Affairs, to Virginia Ricke Palmer Township Board of Supervisors (November 19, 1992), at p. 4, citing L.P. Symons, Esq., Lc Government Commission report (198_).

[iv] Municipalities may not legally impose offsite exactions unless they are specifically authorized b MPC:

No municipality shall have the power to require as a condition for approval of a land development subdivision application the construction, dedication or payment of any offsite improvements or cap expenditures of any nature whatsoever or impose any contribution in lieu thereof, exaction fee, or connection, tapping or similar fee except as may be specifically authorized under this act. (Section (b).)

Municipalities may, however, condition subdivision approval on *onsite* improvements or fees-in-lie thereof. See Soliday v. Haycock Twp., 785 A.2d 139, at 144-45 (Pa. Cmwlth. 2001).

[v] Passed in 1791.

[vi] 43 U.S. 625 (1987)

[vii] In Nollan, the Court held that the California Coastal Commission violated the "nexus" standard it required that the Nollans grant a public beachfront easement over their property in exchange for obtaining a building permit.

[viii] 512 U.S. 374 (1994)

[ix] The United States Supreme Court in *Dolan* applied a new, two-part test for determining whethe exaction imposed upon a developer or landowner is unconstitutional. As enunciated in the *Nollan* (an "essential nexus" first must exist between a legitimate government interest and the permit cond imposed by the local government. Second, there must be a "rough proportionality" between the ex and the impact of the proposed development. Applying this test, the Supreme Court ruled that the Tigard, Oregon, had not justified its requirement that the owner of a plumbing and electrical supply (1) dedicate the portion of her property lying within the 100-year floodplain for an improved storm drainage system, and (2) dedicate an additional 15-foot strip of land adjacent to the floodplain as a pedestrian and bicycle path. The total amount of land the city wanted to be dedicated amounted tc 10% of petitioner's property.

Comments

Please log in to post a comment.

Thanks to Pat Pregmon for supporting this website. Thanks also to the PA D of Conservation and Natural Resources. Photos courtesy of Wildlands Cons T.L. Gettings.

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Perry County Greenways, Parks, Recreation, and Open Space Plan

Appendix V

Newspaper Articles

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assist the cheerleaders with all sorts of activities."

The cheerleaders also will set up a yard sale in the Susquenita High School parking lot from 8 a.m. to 2 p.m. on June 25. The fund-raiser will be the second yard sale the cheerleaders have hosted.

Cheerleaders are offering space at a cost of $10 per table to anyone who would like to participate in the yard sale.

Fisher said the girls currently are trying to raise money for their summer cheer camp, camp wear, warm-ups and entry to perform their PECO competition routine.

Those wishing to secure a spot for the yard sale should contact Fisher at 957-3913, or by e-mail, shscheeryardsale@aol.com.

Greenways has a plan

+ By LISA DORMAN
Correspondent

The Perry County Greenways, Parks, Recreation and Open Space Committee met May 26 in the county courthouse to review its draft plan.

The plan, a culmination of several years of work, looks at all areas of the county and is intended to work as a component of the county's comprehensive plan, which serves as a general policy guide for housing, transportation, community facilities, utilities, land use and natural resources.

The comprehensive plan has a chapter dedicated to natural resource protection, parks and community recreation, however, the county commissioners recognized a need to develop a plan that specifically focuses on these important aspects.

Historical aspects, interviews with residents, public meetings to identify community issues and needs assisted in building the plan which also considers available demographics, physical characteristics, existing resources and strengths, and character of the communities.

The greenways plan is a guide for the next 10-15 years.

A key finding from the interviews, research and public meeting was the pride residents feel for their land, county and way of life. Volunteerism and self-sufficiency are two overwhelming elements, as well as a lifestyle which includes an enjoyment of the outdoors. The county also is blessed with two rivers, various streams, fields, mountains and woodlands and natural resources.

Population growth was reviewed. An increase of almost 25 percent occurred between 1970 and 1980. Growth continued through 2000, but at a slower rate.

Population shifted from the towns into the rural townships, with houses occupying what had once been viable fields. Increased development continues to threaten open space, with an average of 1,787 acres per year going to residential subdivisions.

The economic downturn has slowed growth in the county, however, with its close proximity to highways, job markets and available land, the county is threatened by a major development resurgence.

A blueprint was developed to retain and promote the county's beauty, rural character, history, and protect the natural resources. This can be accomplished only by involvement from residents and communities.

The plan concludes that municipalities have the real power, enforcement and leveraging tools regarding the location, character and timing of development and must implement ordinances to guide and promote this initiative as land continues to be developed for housing.

Benefits include protection of water quality, stormwater management including flood protection and reduction, erosion control and, one often overlooked benefit of open space and recreation facilities, an increase in property values.

Authors of the plan sum it up best in this fashion: "The plan is viewed as a beginning of an important era in which Perry County will act strategically and in collaboration with other public and private partners. Together their goal will be to conserve the natural and cultural resources as well as to provide opportunities for citizens to engage in active healthy living through recreation that are the hallmark of the way of life in Perry County."

Public meetings to gain input on the proposed projects and policies will be held at 7 p.m. on June 8 at the Oliver Twp. municipal building, and June 9 at the DCNR District Office in Toboyne Twp. Residents are encouraged to come at 6:30 to review maps, handouts and discuss the plan.

Readers interested in additional information should contact Jason Finnerty, staff planner for Perry County.

Editor's note: The author is a member of the committee that developed the greenways plan.

Deimler's BUTCHER SHOP

Palace Creek
Your One Stop For Indoor & Outdoor Furniture

Greenways meetings scheduled

In an effort to involve municipal officials and residents in preparing a Greenways, Parks, Recreation and Open Space Plan that will guide local decision making, the Perry County Planning Commission is hosting three community public meetings. The meetings will be held geographically — Perry West, Perry Northeast and Perry Southeast. All meetings start at 7 p.m. with doors opening at 6:30.

Perry West — Thursday, Feb. 11, DCNR district building in Toboyne Twp.

Perry Northeast — Thursday, Feb. 18, Oliver Twp. municipal building.

Perry Southeast — Thursday, Feb. 25, Penn Twp. municipal building.

Municipal officials and residents are invited to arrive at 6:30 to view project displays and speak with steering committee members and the consultant team. For more information, readers may call 697-3551 and ask to speak with Frank Chlebnikow, the project manager from Rettew.

Greenways, Parks, Recreation, and Open Space Plans organize and coordinate the interrelated collection of people, ideas, facilities, services, infrastructure, land uses and environmental elements that comprise the region. Encouraging municipal officials and residents to share their creative ideas and concerns will help to form a vision, goals and objectives for the study that accurately reflect the feelings of the community.

Follow dates to primary

Important dates leading up to the primary election are:

Feb. 16 — First day to circulate and file nomination petitions.

March 9 — Last day to circulate and file nomination petitions (petitions must be filed in the Voter Registration Office by 4 p.m.).

March 17 — Casting of lots for position on ballot, 10 a.m.

March 24 — Last day for withdrawal by candidates who file nomination petitions.

March 29 — First day before the primary election to receive absentee ballot applications.

April 19 — Last day to register before the primary.

May 11 — Last day before the primary absentee ballot applications may be received in the county board of elections.

May 14 — Last day for the county board of elections to receive voted absentee ballots by 5 p.m.

May 18 — Primary election.

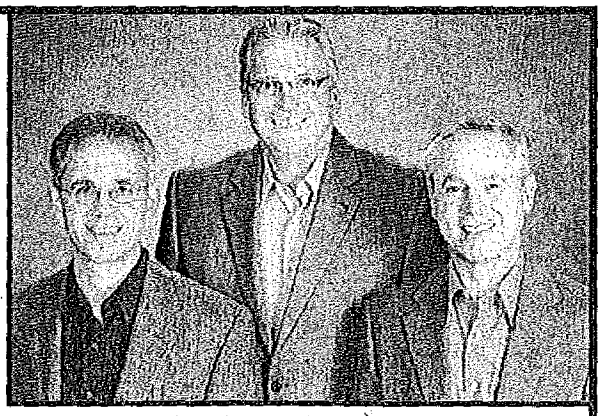
May 21 — County board meets at 9 a.m. to canvass election returns.

The Voter Registration Office is open 8 a.m. to 4 p.m., Monday through Friday, to accept voter registration applications, change of party and change of address.

Voter registration applications by mail are available at post offices in the county.

Voter registration applications also are available on the Web: www.dos.state.pa.us. Completed applications may be mailed to the Voter Registration Office, P.O. Box 37, New Bloomfield 17068.

The Couriers



"The Couriers" will be appearing at Duncannon Assembly of God, 500 N. High Street, Duncannon on Sunday morning, February 21, at 10:45 a.m.

Based in Easton, PA, The Couriers travel the United States and Canada performing in churches, auditoriums and community events.

Intricate arrangements, original compositions and powerful vocal harmonies are hallmarks of this dynamic ministry team.

The Couriers' ministry began in 1955 in Bible College, and since then this group of musical evangelists has traveled around the globe from concert stage to the little country church and everywhere in between. Current members Larry More, Tim Beitzel and Terry Smith are dedicated music ministers and present the Gospel Message with enthusiasm and class. Make your plans to be part of this special event and bri

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Roll Call

Army National Guard Staff Sgt. Larry L. Grose is returning to the U.S. after a deployment to Iraq or Afghanistan in support of Operations Iraqi Freedom or Enduring Freedom, respectively.

Soldiers return to Fort Dix, N.J., for debriefing, evaluations and out-processing procedures before returning to their regularly assigned Army Reserve or National Guard units.

Grose, an avionics communications equipment repairer, is a member of Company B, 628th Aviation Support Battalion, Fort Indiantown, Annville. He has served in the military for 16 years.

The soldier is the son of Oscar E. Grose of Carlisle. His wife, Jennifer, is the daughter of James Clouser of Duncannon and Wendy M. Clouser of Newville. He is a 1993 graduate of Carlisle High School.

———

Army National Guard Pvt. Samuel T. Osterhout has graduated from the Infantryman One Station Unit Training at Fort Benning, Columbus, Ga. The training consists of basic infantry training and advanced individual training.

A 2009 graduate of Susquenita High School, he is the son of Clyde Osterhout of Duncannon and nephew of Estelle Ducharme of Clarksville, Md.

Greenways meetings being held in county

✦ By LISA DORMAN
Correspondent

The Perry County Greenways, Parks, Recreation and Open Space Plan, is being developed in a series of public meetings, one of which was held Feb. 18 at the Oliver Twp. municipal building.

Frank Chlebnikow and Lauren Zumbrun of Rettew Associates have been working in conjunction with Ann Toole, Toole Recreation, and Ann Yost, YSM Inc., landscape architects for the project. A core group of individuals has held two meetings so far in an attempt to map existing recreation conditions of the county.

The public meeting was a chance to show the work done thus far, add to the map and gain input from the public. Main areas of interest include agricultural resources, open space, trails, recreation, water resources, wildlife, scenic vistas and overall quality of life.

A greenway plan will provide residents more opportunities to enjoy the beauty of the area while improving their health, promote controlled economic development and enhance the general quality of life. Preservation of existing open space will help to protect water and wildlife resources.

Sally Tengeres of the Conservation District, Jason Finnerty, Tri-County Regional Planning Commission, and the consultant team

backtracking to the beginning point or arranging for transportation at the end. Also discussed was the desire to protect and promote agriculture heritage while encouraging young farmers to join the ranks.

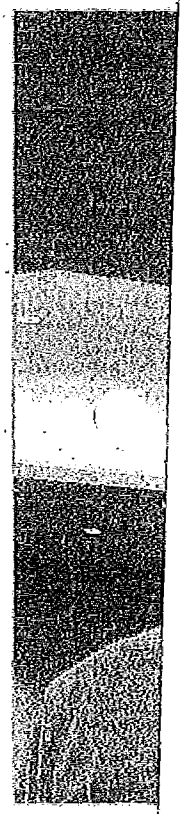
Vandalism was a concern, which will be addressed throughout the planning process. Existing parks have had vandalism problems such as destruction of equipment and facilities as well as fire.

The landscape architects indicated they had dealt with such problems before and have found that as more people use a facility, less vandalism occurs because the general public helps to police the area.

Parking and access were discussed. Access to the rivers is limited, and often areas that are open for fishing or recreation are treated with a lack of respect and eventually are closed to the general public.

The comment period will continue for the next two weeks. The next meeting is scheduled for 7 p.m., March 4, at the DCNR District Building in Toboyne Twp. Another meeting is set for 7 p.m., March 11, at the Penn Twp. municipal building.

Residents are invited to arrive at 6:30 to view project displays and speak with steering committee members



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Moms get out

Roll Call

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A 2009 graduate of Susquenita High School, he is the son of Clyde Osterhout of Duncannon and nephew of Estelle Ducharme of Clarksville, Md.

Moms get out of the house

MOMS Club of Perry County is inviting at-home mothers to their monthly meeting at 10 a.m., March 11, at Incarnation United Church of Christ, 45 N. Fourth St., Newport.

MOMS Club is an international support group for at-home mothers, providing a range of activities for local moms and their children.

For more information, readers may call 386-0877 or visit the Web site, www.momsclub.org.

Greenways meeting being held in county

✦ By LISA DORMAN
Correspondent

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A greenway plan will provide residents more opportunities to enjoy the beauty of the area while improving their health, promote controlled economic development and enhance the general quality of life. Preservation of existing open space will help to protect water and wildlife resources.

Sally Tengeres of the Conservation District, Jason Finnerty, Tri-County Regional Planning Commission, and several residents discussed the opportunities they see for the county, as well as their concerns. Several people commented on the wealth of recreational opportunities in the area with two rivers, numerous streams, mountains, trails and open space.

Several members of the group felt it would be an asset to have more loop trails or interconnecting trails of varying lengths for foot traffic and horseback riding. As they exist now, some of the most-used trails require either backtracking to the beginning point or arranging for transportation at the end. Also discussed was the desire to protect and promote agriculture heritage while encouraging young farmers to join the ranks.

Vandalism was a concern, which will be addressed throughout the planning process. Existing parks have had vandalism problems such as destruction of equipment and facilities as well as fire.

The landscape architects indicated they had dealt with such problems before and have found that as more people use a facility, less vandalism occurs because the general public helps to police the area.

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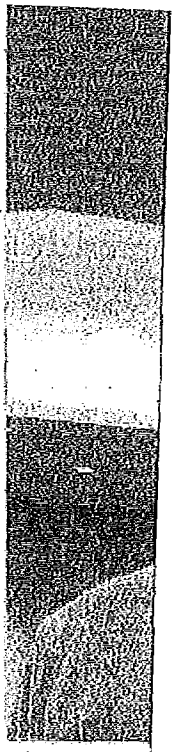

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Consistently the lowest prices &
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Estate Notice

Apt. A4
Harrisburg, PA 17110

ESTATE NOTICE
rs Testamentary on the
of **Charles E. Appleby,**
e of Tuscarora Town-
Perry County, Pennsyl-
deceased, have been
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to be indebted to said
will make payment im-
tely, and those having
will present them for
nent to:
Ms. Elizabeth H. Appleby
62 New Ridge Road
Millerstown, PA 17062
r attorney:
th P. Quigley
t Main Street
k 428
loomfield, PA 17068

Legal Notice

NOTICE
erland Valley Coopera-
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nsburg, Pa. 17257,
applying pesticides in
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25, 2011, weather
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be referred to Joe
General Manager, at
32-2197.

HEARING NOTICE
Township Zoning Hear-
ard will hold a hearing
Penn Township Munici-
ilding, 100 Municipal
g Road, Duncannon,
7:00 p.m. on July 14,
The hearing will con-
he request of Richard
cher for the property

4. Legal Notice

(Parcel # 210,133.05-011.000) located at 249 Sawmill Road, Duncannon, PA 17020. The applicant has requested a variance of Article VI, Section 605, Rear Setback Limits of the Penn Township Zoning Ordinance.

Helen Klinepeter,
ZHB Secretary

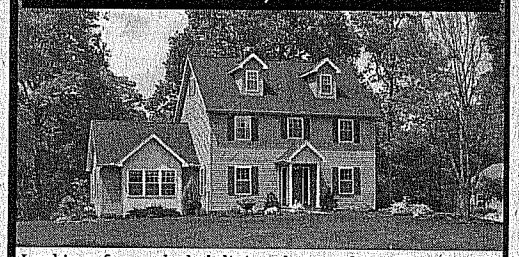
PETITION FOR ISSUANCE OF MOTOR VEHICLE TITLE
IN RE: 2008 COLONY MOBLE HOME 66251367501 HE
Shirley K. Bryner, Petitioner, requests a hearing be scheduled in Perry County Court regarding issuance of motor vehicle title for the above-referenced mobile home.
A HEARING is scheduled on the above-referenced issuance of vehicle title for Tuesday, August 2, 2011 in courtroom 1 at 8:30 a.m.

HEARING NOTICE
NOTICE IS HEREBY GIVEN by the Board of Commissioners of Perry County, Perry County, Pennsylvania, that the Board of Commissioners will conduct a public hearing on Monday, July 18, 2011, for the purpose of receiving public comment on the proposed Perry County Greenways, Parks, Recreation, and Open Space Plan, which will serve as an amendment to the Perry County Comprehensive Plan. The hearing will start at 9:00 a.m. in the Perry County Board of Commissioners Hearing Room, 25 West Main Street, New Bloomfield, Pennsylvania. A copy of the Final Draft Plan is available for review at the Perry County Commissioner's Office at the same address. This notice is given pursuant to Section 302 of the Pennsylvania Municipalities Planning Code, as amended.

PETITION FOR ISSUANCE OF MOTOR VEHICLE TITLE
IN RE: 2002 MITSUBISHI GS VIN # 4A3AC44G52E034996
CHARLES STURGEON, Petitioner, requests a hearing be scheduled in Perry County Court regarding issuance of motor vehicle title for the above-referenced motor vehicle.
A HEARING is scheduled on the above-referenced issuance of vehicle title for Wednesday, August 2, 2011 at 9 a.m.

NOTICE OF INTENT TO SEIZE & SELL PROPERTY
NOTICE TO:
Zora Bullett, Harrisburg, PA 17103
Kevin Durf, Shermans Dale, PA 17090
Dava Garcia, Marysville, PA 17053
Bertus Lindeboom, Shermans Dale, PA 17090
Bryan McVitty, Mechanicsburg, PA 17050
NOTICE IS HEREBY GIVEN, under the Self Storage Act,

$299,900



Looking for secluded living but within 20 minutes to Carlisle and Mechanicsburg and 30 minutes to Harrisburg? This Shermans Dale property is FOR YOU! Quality 3 story, 3 or 4 bedroom home nestled on 8.5 acres of both wooded and open acreage. This home is STUNNING, has beautiful hardwood floors, floor to ceiling stone fireplace in family room, great kitchen. Home is bright & cherry with a very open and spacious feel. Outdoor rear deck, paver patio, 1 car and 2 car detached garages and 2 car carport.

Call TODAY to see this property!

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Realtor
Dennis Eckman
Realtor

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OUR PERRY COUNTY AGENTS

John Leidy 443-0195
Cliff Dellinger 440-0227
Mike Dellinger 226-1291
Teresa Hower 574-1771
Melissa Anderson 443-8852
Wayne Hartzell 503-3159
Curt Long 756-2184
Fred Noye 805-8760
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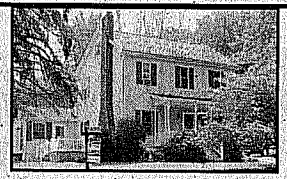
13.3-ACRE FARMETTE
Acreage, warehouse, barn, storefront, farmhouse, 2-car garage, it has it all. Turn back in time, raise your livestock, plant your garden. www.1932middleridge.com $199,000



6+ ACRES
House with barn, garage and workshop and view. Pool and large deck , small stream. Not many properties like this! Ready to move into! 1 mile west of Newport and 30 min to Harrisburg. www.2840newportroad.com $219,900

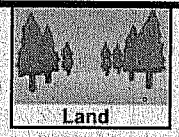
100% FINANCING

SHERMANS DALE - RETAIL/COMMERCIAL
Totally remodeled 4 years ago. New electric panel, 2 new heat pumps, new flooring throughout, fresh paint, new windows, 5 private offices, conference room, lunch room, 2 large administrative areas. 1.7 acres, lots of room to expand! Over 15,000 traffic count per day. www.5040springroad.com. $250,000

Call JOHN LEIDY (717) 591-7715 my desk • (717) 443-0195 my cell • jcl@leidy.com

ADORABLE TURNKEY CAPE COD
This home has been completely refurbished from the studs out (roof, windows, insulation, electric, heat pump w/central air, ceramic tile, carpet, etc. (simply everything is new). New stainless appliance package. Lots of storage! Come home to this landscaped corner lot and enjoy the gorgeous view of the river from your back porch. Visit www.428lincoln.com. $159,900

Call Teresa Hower at 717-574-1771



3 LIVERPOOL BORO BUILDING LOTS
- 0.4 acre, Market St. Public water & sewer, $34,900
- 0.5 acre, Market St. Public water & sewer, $34,900
- 2.5 acres, Rt. 17 at the boro line $44,900

Call Fred Noye Today 717-805-8760

GREENWOOD SCHOOL DISTRICT
All brick ranch house on nice level lot. Beautiful rural view from the rear of property. Large 2-car attached garage. Home is ready to move into w/just minor cosmetic improvements. Enjoy the stone fireplace during the winter and the peaceful rural setting. Basement is unfinished but has a woodstove hooked up for additional heat. $154,900.

Visit us at jgr.com
Experience the power ... across town or around the world

4. Legal Notice

HEARING NOTICE

Penn Township Zoning Hearing Board will hold a hearing at the Penn Township Municipal Building, 100 Municipal Building Road, Duncannon, PA at 7:00 p.m. on July 14, 2011. The hearing will consider the request of Richard Amspacher for the property (Parcel # 210,133.05-011.000) located at 249 Sawmill Road, Duncannon, PA 17020. The applicant has requested a variance of Article VI, Section 605, Rear Setback Limits of the Penn Township Zoning Ordinance.

Helen Klinepeter,
ZHB Secretary

Sheriff's Sale
July 22, 2011
at 1:00 p.m.

IN THE COURT OF COMMON PLEAS OF THE 41ST JUDICIAL DISTRICT OF PENNSYLVANIA, PERRY COUNTY BRANCH

By virtue of certain Writs of Execution issued out of the Court of Common Pleas of Perry County, PA, and to me directed, waiving stay, inquisition and exemption, I will on the above date at 1 o'clock in the Courthouse in the Borough of Bloomfield, Perry County, PA, expose to public sale the following described real estate:

PHH MORTGAGE CORPORATION, F/K/A/ CENDANT MORTGAGE CORPORATION, PLAINTIFF
Vs.
BRANDY STROMAN, DEFENDANT(S)
Judgment No. 2011-527, Writ No. 11-78
Attorney: Daniel G. Schmieg, Esq.
for Phelan, Hallinan & Schmieg, LLP

ALL that certain lot of ground situate in the Borough of Duncannon, Perry County, PA, bounded and described as follows:

BEGINNING at a point on the northern side of Hall Lane and lot, now of Charles E. Glass, et ux; thence along said Hall Lane N. 49 degrees 40 minutes W. 78.25 feet to a point at the northern side of Hall Lane and lot, now or formerly of Thomas Wilkinson, thence along said lot N. 37 degrees 06 minutes E. 146.6 feet to a point at lands of Andrew Boyle; thence along said lands of Andrew Boyle S. 49 degrees 30 minutes E. 71.15 feet to a point at lot now of Charles E. Glass et ux, thence 37 degrees W. 146.3 feet through the centerline or partition wall of a double frame dwelling house, to a point, the Place of BEGINNING.

HAVING thereon erected a two-story frame house.

TITLE TO SAID PREMISES VESTED IN Brandy Stroman, single woman, by Deed from Martha E. Glass, widow, by her attorney-in-fact, Charles F. Rohrer, dated 01/24/2003, recorded 01/27/2003 in Instrument No. 200300897.

TAX PARCEL No. 060,118.02-053.000

Property: 422 Hall Lane, Duncannon, PA 17020-1440

All parties in interest and claimants are hereby notified that a Schedule of Distribution will be filed by the Sheriff in the Office of the Sheriff and the Prothonotary on August 11, 2011 and that the distribution will be made in accordance with said schedule unless exceptions are filed thereto within ten (10) days thereafter.

Terms of Sale

Ten percent of purchase money to be paid when the property is stricken down, and the balance due August 1, 2011. Deed and transfer tax to be paid for by the purchaser.

CARL E. NACE, SHERIFF
New Bloomfield, PA

HEARING NOTICE

NOTICE IS HEREBY GIVEN by the Board of Commissioners of Perry County, Perry County, Pennsylvania, that the Board of Commissioners will conduct a public hearing on Monday, July 18, 2011, for the purpose of receiving public comment on the proposed Perry County Greenways, Parks, Recreation, and Open Space Plan, which will serve as an amendment to the Perry County Comprehensive Plan. The hearing will start at 9:00 a.m. in the Perry County Board of Commissioners Hearing Room, 25 West Main Street, New Bloomfield, Pennsylvania. A copy of the Final Draft Plan is available for review at the Perry County Commissioner's Office at the same address. This notice is given pursuant to Section 302 of the Pennsylvania Municipalities Planning Code, as amended.

PETITION FOR ISSUANCE OF MOTOR VEHICLE TITLE

IN RE: 2008 COLONY MOBLE HOME 66251367501 HE

Shirley K. Briner, Petitioner, requests a hearing be scheduled in Perry County Court regarding issuance of motor vehicle title for the above-referenced mobile home.

A HEARING is scheduled on the above-referenced issuance of vehicle title for Tuesday, August 2, 2011 in courtroom 1 at 8:30 a.m.

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July 22, 2011
at 1:00 p.m.

IN THE COURT OF COMMON PLEAS OF THE 41ST JUDICIAL DISTRICT OF PENNSYLVANIA, PERRY COUNTY BRANCH

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FIRST NATIONAL BANK OF PENNSYLVANIA, PLAINTIFF
Vs.
NOAH I. YODER AND SADIE K. YODER, DEFENDANT(S)
Judgment No. 2011-79 Writ No. 11-58
Attorney: Scott A. Dietterick
for James, Smith Dietterick & Connelly

ALL THAT CERTAIN PIECE, parcel and tract of land, situate in Saville Township, Perry County, Pennsylvania, more particularly bounded and described, as follows, to wit:

BEGINNING at a point within the right of way of Township Road T-425 (Rupp Road) where the northwest corner of the property herein conveyed joins the northeast corner of lands now or formerly of Wayne W. Weibley, Jr. and the southern or eastern border of lands now or formerly of Grady T. Reisinger (Lot #1 of Plan Book 41, Page 19) said point also being North 36 degrees 24 minutes 08 seconds West, a distance of 36.45 feet from a concrete monument offset set at iron pin on the boundary of lands now or formerly of Wayne W. Weibley, Jr.; thence along lands now or formerly of Grady L. Reisinger and through the right of way of Township Road T-425, North 45 degrees 58 minutes 30 seconds East, a distance of 423.72 feet to a point; thence along same and through the right of way of T-425, North 57 degrees 03 minutes 15 seconds East, a distance of 172.54 feet to a point in the road, being the northeast corner of the property herein conveyed, and the northwest corner of Lot #1 of the hereinafter referenced subdivision plan; thence along the dividing line between the within conveyed and described Lot #2 and Lot #1, South 34 degrees 08 minutes 14 seconds East, a distance of 1,269.46 feet to a point marked by a

5.Announce

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Plans. Financial as
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serve the best. Call
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hotline.

PREGNANT? CONS
ADOPTION? FFTA is

Sheriff's Sale
July 22, 2011
at 1:00 p.m.

IN THE COURT OF COMMON PLEAS OF THE 41ST JUD
DISTRICT OF PENNSYLVANIA, PERRY COUNTY BRA

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PNC MORTGAGE, A DIVISION OF PN
BANK, NATIONAL ASSOCIATION S/B
NATIONAL CITY BANK F/K/A NATION
CITY MORTGAGE A DIVISION OF
NATIONAL CITY BANK, PLAINTIFF
Vs.
DALLAS T. KIRK, DEFENDANT(S)
Judgment No. 2009-838 Writ No. 11-
Attorney: Gary McCafferty, Esquire f
Goldbeck, McCafferty & McKeever

ALL THAT CERTAIN piece, parcel or
of land situate in Duncannon Borough,
County, Pennsylvania, bounded and des
as follows:

ON the North by Margaretta Street; on th
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and On the West by lands of the Penn C
Railroad Company.

HAVING THEREON erected a frame dw
house numbered 603 Market Street.

BEING PREMISES: 603 N. Market Stree
603/607 North Market St. and 6 Clark Stre

TAX PARCEL #060,118.01-049.000

All parties in interest and claimants are h
notified that a Schedule of Distribution w
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the Prothonotary on August 11, 2011 an
the distribution will be made in accordanc
said schedule unless exceptions are filed th
within ten (10) days thereafter.

Terms of Sale

Ten percent of purchase money to be paid
the property is stricken down, and the balan
August 1, 2011. Deed and transfer tax to b

Perry County Greenways, Parks, Recreation, and Open Space Plan

2011

Perry County Greenways, Parks, Recreation, and Open Space Plan

Adopted

August 15, 2011

This Plan has been partially funded by the Pennsylvania Department of Conservation and Natural Resources, and the Department of Community and Economic Development's Land Use Planning and Technical Assistance Program

COUNTY OF PERRY

Perry County Veterans Memorial Building
25 West Main Street
P.O. Box 37
New Bloomfield, PA 17068

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Sally Tangeres, Watershed Specialist
Charles Markle, Nutrient Management Technician
Scott Flanders, Agricultural Conservation Technician
Neil Imes, Resource Specialist

PROJECT PARTNERS
Perry County Planning Commission
Perry County Conservation District
Pennsylvania Department of Conservation and Natural Resources
Department of Community and Economic Development
RETTEW
YSM
Toole Recreation Planning

COUNTY OF PERRY
Commonwealth of Pennsylvania

RESOLUTION
No. 2011 – 13

A RESOLUTION OF THE BOARD OF COMMISSIONERS OF THE COUNTY OF PERRY, COMMONWEALTH OF PENNSYLVANIA, APPROVING THE PERRY COUNTY GREENWAYS, PARKS, RECREATION AND OPEN SPACE PLAN AS AN AMENDMENT TO THE 2007 UPDATE TO THE PERRY COUNTY COMPREHENSIVE PLAN.

WHEREAS, the Perry County Perry Planning Commission has been enacted to serve in the official capacity as the planning agency for Perry County; and

WHEREAS, the Tri-County Regional Planning Commission continues to provide staffing support to the Perry County Planning Commission; and

WHEREAS, the Pennsylvania Municipalities Planning Code (Act of 1968, P.L. 805, No. 247, as reenacted and amended) empowers counties to adopt comprehensive plans; and

WHEREAS, the Perry County Planning Commission has assisted in the preparation and recommends approval of the Plan to the Perry County Board of Commissioners; and

WHEREAS, Perry County benefited financially from a Pennsylvania Department of Community and Economic Development Land Use Planning and Technical Assistance Grant, a Pennsylvania Department of Natural Resources Community Conservation Partnerships Program Grant, and a USDA Community Development Block Grant to complete the Plan and perform outreach; and

WHEREAS, the Perry County Commissioners recognize the importance of coordinating planning consistency at the various levels of government; and

WHEREAS, the Plan intends to further the County Comprehensive Plan as it pertains to land use planning, community facilities and service, and natural resource protection; and

WHEREAS, the Perry County Planning Commission conducted three separate public education/outreach meetings throughout the County, and distributed and posted the Plan on the County website to increase public involvement; and

WHEREAS, the Perry County Commissioners held the required public hearing in accordance with the Pennsylvania Municipalities Planning Code (Act of 1968, P.L. 805, No. 247, as reenacted and amended).

NOW, THEREFORE, BE IT RESOLVED, by the Perry County Board of Commissioners hereby approve the Perry County Greenways, Parks, Recreation and Open Space Plan as an amendment to the Perry County Comprehensive Plan and direct the following action be taken to implement the same.

1. The Perry County Planning Commission staff is directed to file the Perry County Greenways, Parks, Recreation and Open Space Plan with the Governor's Center for Local Government Services with the Pennsylvania Department of Community and Economic Development and the Perry County Department of Conservation and Natural Resources.

2. The Perry County Planning Commission and planning staff shall take such additional action to implement this Plan as may reasonably be necessary.

Adopted this 15th day of August, 2011

COUNTY OF PERRY
COMMONWEALTH OF PENNSYLVANIA

Brenda K. Benner, Chairman

Stephen C Naylor, Vice-Chairman

John J. Amsler, Secretary

ATTEST:

Kathy Burkholder, Chief Clerk

[SEAL]

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Perry County Greenways, Parks, Recreation, and Open Space Plan

The Foundation

The mission of Perry County government is to promote the health, safety and welfare of all Perry County citizens. We are committed to sound land use planning, working with public and private sector partners to preserve our rural character, conserve our agricultural and natural resources, establish a thriving economy, and provide the highest quality public recreation opportunities possible in a fiscally responsible manner.

The Foundation

Introduction

Perry County's geographic location in the Ridge and Valley Province has resulted in a varied topography that is characterized by mountain ridges, undulating hills, and rich, fertile valleys. This variation has also created a diverse habitat for many species of flora and fauna. The *Perry County Natural Areas Inventory* and Chapter III, Natural Resources of the *Perry County Comprehensive Plan* identify several important natural resources and critical habitat areas in the county. These features will be used to build the foundation upon which to base recommendations for open space protection and natural resources conservation.

Natural Resources

Geology

Perry County is located in the Susquehanna Lowland and the Appalachian Mountain Section of the Ridge and Valley Province. The Susquehanna Lowland Section includes the Susquehanna River Valley and low to moderately high linear ridges and linear valleys. The majority of the County is included in the Susquehanna Lowland Section; this includes the interior portion of the County north of Blue Mountain, east of Bowers Mountain and Skinner Ridge, and south of Conococheague Mountain and Tuscarora Mountain. Outstanding geologic features in the County that are included in the Susquehanna Lowland Section include Warm Springs near Landisburg and Big Spring State Park. Fowlers Hollow and Little Buffalo State Parks are located in the Susquehanna Lowland Section. Local relief in this section is less than that found in the bordering Appalachian Mountain Section, but this section was formed in the same way. The rocks were compressed toward the northwest by pressure from the southeast. This pressure folded the rocks into long linear folds, and erosion of the folded rocks created the ridges and valleys. Harder rocks, mainly sandstones, eroded more slowly and formed the ridges, while the softer rocks, such as shales and siltstones, eroded more rapidly to form the valleys.

The far western portion of the County and the mountain ridges that form its northern and southern borders are located in the Appalachian Mountain Section of the Ridge and Valley Province. The Appalachian Mountain Section consists of numerous long, narrow mountain ridges separated by narrow to wide valleys. The tops of the ridges are always several hundred feet higher than the adjacent valley. Very tough sandstones occur at the crests of the ridges and relatively soft shales and siltstones comprise most of the valleys. Blue Mountain, Tuscarora Mountain, and Conococheague Mountain are located in the Appalachian Mountain Section. Outstanding scenic geological features include all of the historical mountain gaps including each

of the Susquehanna water gaps, Gibson's Rock, Second Mountain, Watts Mountain, Big Knob, and Hawks Rock.

Karst topographical features are common in many areas of the Appalachian Mountain Section and Susquehanna Lowland Section. In addition to sinkhole and foundation stability concerns in developed areas, karst features also increase the potential for groundwater contamination due to the high solubility of the rock. Problems are compounded in places where development has occurred without regard for predevelopment hydrological conditions, leading to the concentration of water in one particular location. As such, the *Perry County Greenways, Parks, Recreation, and Open Space Plan* will look to conserve areas of limestone and dolomite as open space in an effort to prevent additional sinkhole and groundwater contamination occurrences. The Geology of Perry County is graphically shown on **Comprehensive Plan Map 3-3.**

Water Resources

Chapter III provides a detailed discussion on groundwater resources and their role as a drinking water source. Surface water is intricately connected to groundwater. The two "feed" one another, and also have the potential to contaminate one another. Run-off and ground-based pollutants can percolate into the water table, degrading groundwater. Contaminated groundwater, emerging from springs, wells, and marshes can pose threats to surface water.

Water resources are a critical component in a system of green infrastructure. They provide habitat for fish and other water creatures, and provide corridors for wildlife migration. In addition to providing a drinking water source, surface water features also provide opportunities for recreation, conservation greenways, and trails. Protecting water resources and associated stream bank habitats and floodplains will ensure critical wetland areas are preserved and will help to mitigate flooding downstream.

The *Greenways, Parks, Recreation, and Open Space Plan* focuses on surface water features. The Pennsylvania Department of Environmental Protection (PA DEP) defines surface water as "water on the surface of the earth, including water in a perennial or intermittent watercourse, lake, reservoir, pond, spring, wetland, estuary, swamp or marsh, or diffused surface water, whether such body of water is natural or artificial. The term does not include re-circulated processed water or wastewater stored in an off-stream impoundment, pond, tank or other device unless such water or wastewater is withdrawn and used by a person other than the person who initially withdrew the water from a water resource or obtained such water from a public water supply agency."

The Susquehanna River is the most prominent surface water feature in the county. The Juniata River is a major tributary that joins the Susquehanna River at the eastern County line, north of Duncannon Borough. Other prominent surface water features include Shermans Creek, Buffalo Creek, Cocolamus Creek, and Holman Lake in Little Buffalo State Park.

Chapter 93 of the Pennsylvania Code provides stream classifications which include Trout Stocking Fisheries (TSF), Cold Water Fisheries (CWF), Warm Water Fishes (WWF), Migratory Fishes (MF), High Quality Waters (HQ), and Exceptional Value Waters (EV). TSF, CWF, and WWF classifications are based on maintenance and propagation of the fish species, and the flora and fauna which are native to that habitat. MF refers to the passage, maintenance and propagation of fish which move to or from flowing waters to complete their life cycle in other waters. The Special Protection waters, HQ and EV classifications are to be maintained and protected based on the chemical and biological water quality standards established for these classifications. HQ and EV waters are surface waters having quality which exceeds levels necessary to support propagation of fish, shellfish, and wildlife and recreation in and on the water. The difference between the two is EV waters are to be protected at their existing water quality because they have outstanding recreational or ecological values. HQ waters are also to be protected, but their water quality can be lowered if a discharge is a result of necessary social and economic development and all in-stream uses are protected. EV classification mandates a higher level of protection since the HQ classification provides for anti-degradation based upon specific criteria.

Table 1-1 displays the stream classifications for watercourses in Perry County. Major rivers and streams in Perry County are graphically shown on **Comprehensive Plan Map 3-1.**

TABLE 1-1
PROTECTED STATUS OF STREAMS

Stream	Zone	Water Uses Protected
Susquehanna River	Main Stem, West Branch Susquehanna River to Juniata River	WWF, MF
Unnamed Tributaries to Susquehanna River	Basins, West Branch Susquehanna River to Juniata River	WWF, MF
Boyers Run	Basins	WWF, MF
Bargers Run	Basin	WWF, MF
Hunters Run	Basin	WWF, MF

Stream	Zone	Water Uses Protected
Bucks Run	Basin	WWF, MF
Buffalo Creek	Basin	WWF, MF
Juniata River	Main Stem, Confluence of Frankstown Branch and Little Juniata River to Mouth	WWF, MF
Unnamed Tributaries to Juniata River	Basins, Kishacoquillas Creek to Little Buffalo Creek	WWF, MF
Raccoon Creek	Basin	CWF, MF
Cocolamus Creek	Basin	TSF, MF
Reiders Run	Basin	CWF, MF
Wildcat Run	Basin	CWF, MF
Buffalo Creek	Basin	HQ-CWF, MF
Little Buffalo Creek	Basin, Source to State Park Dam	HQ-CWF, MF
Little Buffalo Creek	Basin, State Park Dam to Mouth	CWF, MF
Unnamed Tributaries to Juniata River	Basins, Little Buffalo Creek to Mouth	WWF, MF
Bailey Run	Basin	CWF, MF
Howe Run	Basin	WWF, MF
Board Run	Basin	WWF, MF
White Run	Basin	WWF, MF
Losh Run	Basin	WWF, MF
Unnamed Tributaries to Susquehanna River	Basins, Juniata River to Muddy Run	WWF, MF
Little Juniata Creek	Basin	CWF, MF
Shermans Creek	Basin, Source to Cisna Run Village	HQ-CWF, MF
Shermans Creek	Main Stem, Cisna Run Village to Mouth	WWF, MF
Unnamed Tributaries to Shermans Creek	Basins, Cisna Run Village to Mouth	WWF, MF
Bixler Run	Basin	CWF, MF
Muddy Run	Basin	WWF, MF
Laurel Run	Basin, Source to South Branch Laurel Run	EV, MF
South Branch Laurel Run	Basin	HQ-CWF, MF
Laurel Run	Basin, South Branch to T339	HQ-CWF, MF
Laurel Run	Basin, T339 to Mouth	CWF, MF
Montour Creek	Basin	CWF, MF
Baker Creek	Basin	CWF, MF

Stream	Zone	Water Uses Protected
McCabe Run	Basin	CWF, MF
Green Valley Run	Basin	CWF, MF
Perry Furnace Run	Basin	CWF, MF
Pisgah Run	Basin	WWF, MF
Fishing Run	Basin	WWF, MF
Dark Run	Basin	CWF, MF
Cove Creek	Basin	CWF, MF
Fishing Creek (West)	Basin	CWF, MF
Horse Valley Run	Basin	HQ-CWF, MF

SOURCE: Pennsylvania Code, Chapter 93

In addition to protecting water resources, it is important to protect stream banks and areas of vegetation alongside streams and watercourses. This can be accomplished through the preservation or planting of riparian buffers. Riparian buffers mitigate floods, recharge groundwater, prevent erosion and sedimentation of the stream, trap pollutants within plant roots, and improve aquatic and terrestrial species habitat.

Riparian buffer plants slow runoff from precipitation and allow it to infiltrate into the soil. This settles out sediment, nutrients, and pollution before they reach the stream. Forested buffers have the greatest filtration capacity. The trees found in forested buffers also help to regulate the water temperature of a stream by providing shade. The quality of the riparian buffer and its wildlife habitat increases as the size of the buffer increases.

Floodplains - Floodplains are defined by the severity of storm needed to flood an area. The most common measure of floodplain is the 100-year floodplain. A 100-year flood or 100-year floodplain describes an event or an area subject to a 1% probability of a certain size flood occurring in any given year.[1] Adequate floodplain management is crucial to municipalities that have extensive floodplain areas. Preserving floodplain areas from development disturbances minimizes potential damages to property and risk of injury due to extensive flooding. Allowing the floodplain areas to remain in their natural state will also minimize any major changes to the balance of the hydrologic system and provide a protective riparian buffer, thereby reducing pollutant levels which may reach the waterway. The unplanned encroachment of structures and land filling activities in floodplain areas have the potential of reducing the floodplain land area and water carrying capacity, thus increasing water heights, velocities, and flood hazards in areas beyond these encroachments. Incorporating conservation areas in the landscape along watercourses will be effective in preserving floodplain areas. A community's agreement to adopt and enforce floodplain management ordinances, particularly with respect to new construction, is an important element in making flood insurance available to home and businesses owners. Additionally, communities can mitigate risk by reclaiming floodplains as older homes deteriorate or are destroyed by flooding. **Comprehensive Plan Map 3-1** shows the 100-year floodplains in Perry County.

[1] Organization of American States, Department of Sustainable Development

Wetlands - As defined by the Pennsylvania Department of Environmental Protection (DEP), Environmental Protection Agency (EPA), and the US Army Corps of Engineers, wetlands are those areas which are inundated or saturated by surface or groundwater at a frequency and duration to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas which possess three essential characteristics: (1) hydrophytic vegetation, (2) hydric soils, and (3) wetland hydrology.

Wetlands have become recognized as uniquely important components of the landscape by scientists, engineers, public interest groups, and governmental agencies. Their importance lies both on the traditional values of wetlands as areas of fish and wildlife protection as well as in newly found values of wetlands as areas for stormwater management. Wetlands are a critical component of the following:

- Fish and Wildlife Habitat
- Water Quality Maintenance
- Pollution Filter
- Sedimentation Removal
- Oxygen Production
- Nutrient Recycling
- Aquatic Productivity
- Open Space Preservation
- Microclimate Regulation
- World Climate Regulation
- Flood Control
- Energy Source Production (peat)
- Recreational Land Preservation
- Chemical and Nutrient Absorption

Wetlands are further discussed in Chapter III of the *Perry County Comprehensive Plan*. The locations of federally recognized wetlands in Perry County are shown on **Comprehensive Plan Map 3-6**.

Woodlands

Forested areas of Pennsylvania provide multiple benefits to the citizens of the Commonwealth. These include:

- Improving air quality
- Improving water quality
- Providing habitat for a variety of plant and animal species
- Providing recreation and scenic opportunities
- Supporting a dynamic forest products industry that supports many rural communities and is an economic driving force in the Commonwealth.
- Offering protection from floods and erosion

Chapter III of the *Perry County Comprehensive Plan* provides an in-depth discussion of woodland resources in the County and the relationship between forests and water resources. This plan will look to protect woodland areas in the county, especially those located on steep slopes or along streams.

Wildlife

The watercourses and woodlands in Perry County provide habitat for an abundance of wildlife. Chapter III of the *Perry County Comprehensive Plan* notes that there are a variety of non-game species of birds, amphibians, reptiles, and small mammals in the county. Game species include white-tailed deer, gray squirrel, cottontail rabbit, turkey, grouse, ring-neck pheasant, woodcock, mourning dove, and various waterfowl. Red and gray fox, mink, muskrat, raccoon, weasel, opossum, bear, coyote, and beaver are also found in the county.

The Perry County Natural Areas Inventory identifies several animals of special concern. These include:

- Upland sandpiper
- A cave amphipod
- Bog turtle
- Potomac sculpin
- Bald eagle
- Leonard’s skipper
- Yellow lampmussle
- Allegheny woodrat
- Yellow-crowned night-heron
- Black-crowned night-heron
- Fly-poison borer moth
- Regal fritillary
- A cave isopod

- Barn owl
- Rainbow mussel

In addition to offering nesting sites and habitats for various species of wildlife, Perry County is also located along a major flyway used by migrating raptors. Waggoner's Gap and the Tuscarora Ridge are both listed as Important Bird Areas (IBAs) by the Pennsylvania Audubon Society.

Natural Areas Inventory

The *Natural Areas Inventory of Perry County* was completed by the Pennsylvania Science Office of the Nature Conservancy in 2000 and updated in 2005. The report and map contain information on the locations of threatened and endangered species and the highest quality natural areas in the county. Information contained in the *Natural Areas Inventory* is summarized in Chapter III of the *Perry County Comprehensive Plan* and will be important to consider when developing recommendations for open space preservation. **Comprehensive Plan Map 3-7** displays the locations of priority sites listed in the *Natural Areas Inventory*.

Natural and Wild Areas

PADCNR has designated four Natural and Wild Areas within the Tuscarora State forest in Perry County. These sites contain exemplary natural features and provide habitat for unique plant species, and are also open to the public for interpretation and passive recreation. Information in this section is referenced from PADCNR and the Perry County Natural Areas Inventory.

Hemlocks Natural Area - The Hemlocks Natural Area is situated in the Tuscarora State Forest Lands which is partially located in Toboyne Township along Hemlock Road near Big Spring State Park, and consists of 120 acres of virgin hemlock in a narrow ravine about one and a half miles long. Three miles of trails traverse the area on each side of Patterson Run. The trailhead parking area contains a picnic table for public use. More importantly, this area is recognized as a National Landmark. In recent years most of the virgin hemlocks have succumbed to the Wooly Adelgid.

Hoverter and Sholl Box Huckleberry Natural Area - This site is an isolated ten acre tract in Centre Township near New Bloomfield that contains a rare colony of Box Huckleberry, a single plant estimated to be 1,300 years old. There is an interpretive trail at the site. The Box Huckleberry is nationally recognized as an endangered species.

Frank E. Masland, Jr. Natural Area - This site encompasses 1,270 acres that surround a two-mile section of North Branch Laurel Run. It is a good example of old, second-growth forest. Several access points along the outer fringe lead to a primitive trail system.

Tuscarora Wild Area - The Tuscarora Wild Area is located on a 5,328 acre tract on the eastern end of Tuscarora Mountain. The timber within the Tuscarora Wild Area was cut between 1902 and 1917 removed by a self-acting incline and logging railroad. The Commonwealth purchased

these lands in 1964, and today there is little evidence of man-made disturbance. Primitive backpack camping is permitted.

Important Bird Areas

Pennsylvania Audubon established the Important Bird Area (IBA) program to help reverse declining trends in bird populations in the state. An IBA is a site that is part of a global network of places recognized for their outstanding value to bird conservation. The Pennsylvania Ornithological Technical Committee evaluates nominated sites to determine if they meet the objective criteria to classify them as an IBA.

Two IBAs are located partially within Perry County, the Kittatinny Ridge IBA and the Tuscarora Ridge. The Tuscarora Ridge IBA encompasses the corridor from Washington County, Maryland to the Juniata River. It follows the Tuscarora Ridge along the Fulton-Franklin, Huntingdon-Franklin, and Juniata-Perry Counties borders. The Tuscarora Ridge is part of a system of ridges that acts as a major migratory funnel for raptors. Seventeen species are regularly observed.

The Kittatinny Ridge, also known as Blue Mountain, is a long mountain ridge that winds 185 miles through eastern and central Pennsylvania to the Maryland line. The Ridge is a globally-significant fall migration flyway used annually by tens of thousands of raptors and vultures, and millions of songbirds, and has been designated by Audubon Pennsylvania as the state's largest IBA. The many rock outcroppings along the ridge also make it an excellent place to watch migrating hawks, eagles, and vultures.

Waggoner's Gap Hawk Watch is located on SR 74 on the Cumberland/Perry County line, and has been owned and operated by Audubon Pennsylvania since 2001. Raptor migration data have been collected at Waggoner's Gap since the 1950s. The rock outcropping is an ideal place to view several migrating bird species including red-tailed hawk, broad-winged hawk, red-shouldered hawk, rough-legged hawk, bald eagle, golden eagle, American kestrel, Merlin, peregrine falcon, turkey vulture, black vulture, northern harrier, osprey, sharp-shinned hawk, cooper's hawk, and northern goshawk . The Cliff Jones Field Station initiative includes improvements to the site on the east and west sides of SR 74 included handicapped-accessible viewing areas, trail improvements and interpretive signs, creation of an outdoor classroom and picnic glen, and enhanced education and outreach.[2]

[2] Audubon Pennsylvania. http://pa.audubon.org

The Foundation

Open Space and Agricultural Resources

The term "open space" can have a variety of connotations. This is evident in the definition of open space that is presented in the introductory section of the *Greenways, Parks, Recreation, and Open Space Plan*: Open areas of land, whether protected or unprotected, public or private in nature, and undeveloped or actively used for farming, forestry, or other horticultural purposes. Open space can include stream valleys, forests and woodlands, wetlands, conservation lands, ridge tops, parks, and fields, among other pieces of the landscape.

In a rural setting, open space can be thought of as the mountains and ridgetops in the County that are largely undeveloped or wooded. These same ridges may be included in publicly owned land such as those within the Tuscarora State Forest or in one of the state parks in the county. In an agricultural setting, open space may be thought of as areas that are being actively farmed, rather than being used for residential development. These private farms may be protected through an agricultural easement, or they may be included in some sort of an agricultural preservation program such as an agricultural security area or clean and green. It should be noted, however, that the latter two programs, although supportive of agriculture, do not ensure permanent protection of the land. Natural habitats including streams, riparian buffers, and conservation areas are also representative of open space. These areas may be protected by a permanent easement, owned by a conservation group, or they may be vulnerable to development pressures. Open space, although not as vast, is also present in a more developed setting. In the boroughs and villages of the county, open space may be represented by municipal parkland, a natural public gathering area, or a trail to a school or community resource. Open space in a more urban setting, along with other forms of community greening, such as street trees and plantings, help to improve environmental conditions and aesthetics in the community.

Protected Open Space

Each of the features discussed above represent a component of the open space network of Perry County. Protected open space includes tracts of open space that are publicly owned, such as state forest land, state parks, state game lands, and county and municipal parks. Protected open space also includes agricultural land protected by an agricultural easement, and lands owned by a private conservation organization or homeowners association. These lands have been protected from development and will remain as open space in perpetuity. In total, Perry County contains 354,347 acres and of that 69,698 acres or 19% of the County is in protected open space. Protected Open Space areas are graphically shown on **Foundation Map 2**.

Public Parkland/Facilities – Public parkland and public facilities are further discussed in the section dedicated to parkland and recreational facilities and include state forests, state parks, state game lands, and county and municipal parks. Approximately 63,160 acres of land are included in public parkland and facilities in Perry County.

Agricultural Easements – The Agricultural Conservation Easement Purchase Program was developed to strengthen Pennsylvania's agricultural economy and to protect prime farmland through the purchase of agricultural conservation easements, i.e. development rights, on prime agricultural land from willing land owners with the use of federal, state, county, and local funds. The program is administered by the State Agricultural Land Preservation Board and the Pennsylvania Department of Agriculture, Bureau of Farmland Preservation. The Perry County Conservation District administers Perry County's Farmland Preservation Program.
The program is voluntary and there are several requirements that must be met to participate in the program including a minimum size of 50 acres and enrollment in an Agricultural Security Area. The farm is then given a numerical score through a land evaluation and site assessment among other considerations, and is ranked against other eligible farms. The numerical score determines which properties will be granted easements, based on available funds.

Farmers that enroll their land in the program receive a stipend for agreeing to place certain restrictions upon the land to maintain and permanently preserve high quality, functional farmland. The land continues to be the farmer's private property and the farmer retains all privileges of land ownership, except the ability to sell the land for non-agricultural development or to develop the land for non-agricultural purposes. An agricultural conservation easement is permanent and transferable; if the landowner sells the property, the new landowner is subject to the same restrictions and must continue to use the property exclusively for agriculture. Through 2010, the County has preserved 7,125 acres on 49 farms. These properties are shown on **Comprehensive Plan Map 3-8**.[3]

Conservancy Lands – Land may also be protected through the efforts of a conservancy or a private homeowners association. The Central Pennsylvania Conservancy (CPC) works in Perry County and seven other mid-state counties including Cumberland, Dauphin, Franklin, Huntingdon, Juniata, Mifflin, and Snyder Counties. The mission of the CPC is, "to conserve natural resources and open space for the benefit of current and future generations through the acquisition and protection of land in the central Pennsylvania region." CPC is focused on the protection of the Kittatinny Ridge (Blue Mountain), agricultural preservation, watershed conservation and riparian protection, sustainable development, and culturally important areas with historical or recreational significance. As of December 2009, the CPC has protected approximately 1,038.31 acres of land in Perry County through conservation easements. This figure does not include land that has been protected through an agricultural easement. The Reineman Wildlife Sanctuary was created by a trust under the will of Mrs. Florence W. Erdman

[3] Farmland Preservation Program data retrieved from the Perry County Conservation District website on 12/02/2009. www.perrycd.org

in memory of her mother. The Sanctuary was established for Dickinson College in 1966, and dedicated on September 30, 1971.

This 3,037-acre sanctuary, located in Green Valley, Perry County, was to be used solely for field studies in botany, biology, and geology, as well as the conservation and preservation of wildlife. Recreation such as hunting, fishing, or trapping is prohibited. The trustees, in exchange for supervision and educational use by the College, would pay all capital costs and program funding. These properties are shown on **Comprehensive Plan Map 3-8**.

Unprotected Open Space

Many of Perry County's open space resources are not protected, and are thus vulnerable to development pressures. These areas may be wooded, agricultural, meadow lands, or riparian, and although they currently contribute to the network of open space in the county, there are no protections in place to ensure that they will continue to remain as open space. It should also be recognized that as the population of Perry County increases, some of these areas will need to be used for new residential, commercial, or industrial development. As such, it is important to analyze and prioritize sites for open space protection. Areas of unprotected open space are shown on **Comprehensive Plan Map 6-1** and may include the following:

The Susquehanna Water Gap - The Susquehanna Water Gap is a cluster of "gaps" where the Susquehanna River has carved through the last few ridges of the Appalachian Region, including Blue Mountain and Cove Mountain in Perry County, and Peter's Mountain, Stony Mountain, Second Mountain, and Blue Mountain in Dauphin County. The Susquehanna Water Gap is part of the Kittatinny Ridge Greenway and has a variety of natural and recreational assets including scenic beauty, hawk migration, bird watching, canoeing, and hiking. In addition to providing unique habitats, the forested ridges also play a role in recharging private and public water supplies in the valley.

Although natural and recreational benefits in this area are plentiful, the area remains relatively unprotected. As development extends outward from Harrisburg, the mountain slopes in Penn Township and Marysville Borough especially are faced with increased pressures for development. As Perry County moves forward with this plan it will be imperative to consider unique natural resources and partner with municipalities to appropriately plan for their protection.

Additional Unprotected Natural Areas – Unique natural areas include woodlands, ridge tops, water resources, floodplains, wetlands, and priority sites identified in the *Natural Areas Inventory of Perry County*, that are not currently protected. Unprotected natural areas also include linear features that may ultimately be designated as a greenway or for trail use. Due to their unique conditions and sensitive habitats, these areas should be considered for ultimate preservation of open space.

Unprotected Agricultural Land – This study recognizes agricultural activity, such as crop farming, as a legitimate use of land that effectively removes it from development consideration, and contributes to the open space network and/or the perception of open space. Agricultural land owners may enroll their land in an Agricultural Security Area (ASAs), or in Clean and Green, which both support agriculture. The Clean and Green program offers the property owner certain tax incentives for not developing the property, but neither of these programs permanently protect the land. ASAs are further discussed in in Chapter III of the *Perry County Comprehensive Plan* and are graphically shown on **Comprehensive Plan Map 3-8**. Moving forward, it will be important for Perry County to evaluate the location of agricultural land relative to other components of the open space network, along with soil properties to determine priority areas for conservation.

Forests and Woodlands – Prior to clearing by European settlers, most of Perry County was covered by forests. Today most of the forested areas are concentrated in the slopes and ridges of the county, and along its streams and creeks. The main forest cover type is mixed oak-hickory stands consisting mainly of white oak, red oak, hickory, black oak, and chestnut oak. A portion of the Tuscarora State Forest is located in western Perry County and was formed as a direct result of the depletion of the forests that took place during the mid to late 19th Century. In total, the forest is comprised of 90,512 acres and is open to hunting, fishing, and general outdoor recreation. Detailed forest resource plans have been developed for the Tuscarora State Forest. The current plan sets objectives for sound multiple-use forest management which includes the maximum sustained yield of high quality timber products; protection of watersheds for the maximum yield of potable water; the exploration and the wise development of mineral resources; and providing the types of recreational opportunities available only from large tracts of forest land.

The concept of multiple-use has been an increasing factor in the management of State Forest land. There are three municipal watersheds located wholly or in part on the Tuscarora State Forest; they use to supply water to Shippensburg, Mount Union, Mifflin and Mifflintown via the Gunter Valley Reservoir; however, the reservoir area has been converted to a recreational destination in Franklin County. In addition, a small emergency water supply for Lewistown is located on Minehart Run. Timber management is also an important activity. The sale of timber products from the Tuscarora State Forest returns money to the Commonwealth's general fund, while providing a stable resource base for the forest products industry of the area. The annual allowable cut for the Tuscarora State Forest is 3.6 million board feet of sawtimber and 15,700 cords of pulpwood.

Environmentally, a forested or woodland area is important for stormwater and erosion control, wildlife habitat, groundwater purification, and provides thermal benefits. Socially, these areas provide visual breaks, contribute to the retention of the county's rural character, and contribute to one's inner connection with nature. Commercially, these areas can be timbered and increase the value of property. It is clearly obvious that forested and woodland areas play just as an important role in the lives of county residents as does its agricultural areas.

Conclusions – Strengths and Challenges

Strengths:

- Perry County contains an abundance of natural resources and plant and animal species of special concern. The topographic conditions in the County result in a variety of sensitive habitats that support species diversity. The woodlands, ridge tops, streams, wetlands, fertile valleys, and agricultural resources that thrive in Perry County provide nesting and migration areas for wildlife and growing areas for plant life to thrive.
- Although Perry County is close to Harrisburg, physical features of the landscape, including the Susquehanna River and Blue Mountain, have protected the County from the sprawling development patterns that have rapidly extended into Cumberland and Dauphin Counties. This has resulted in a relatively low density population and vast areas of open space.
- The Perry County Conservation District, which administers the Farmland Preservation Program, and the Central Pennsylvania Conservancy are active in the County and recognize the importance of protecting unique natural areas, farmland, and open space. To date, 8,163 acres of land have been protected through agricultural and conservation easements.

Challenges:

- While Perry County has an abundance of open space resources currently, many of these resources aren't protected. This includes features such as the Susquehanna Water Gap, and significant open areas in the more rural parts of the County that are owned by private landowners. While Perry County residents appreciate the rural nature and scenic beauty of the community, they do not have the resources available to ensure that these resources are conserved for generations to come.

Greenways and Trails

Introduction

In 1998, then Governor Tom Ridge called for the state to research linear corridors of open space and the potential establishment of greenways throughout Pennsylvania. This vision culminated in the publication: *Pennsylvania Greenways: An Action Plan for Creating Connections*. This plan was designed to advance a Pennsylvania greenways partnership program, and was developed by DCNR in conjunction with the Department of Environmental Protection (DEP), the Department of Transportation (PennDOT), and the Pennsylvania Greenways Partnership Commission. The plan defines a greenway as:

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

The definition of “greenway” contained in the introductory section of this plan is derived directly from the above stated definition. The system of green infrastructure in Perry County can be thought of as an interconnected system of hubs and spokes. The hubs are represented by significant natural areas in the County including open space, woodlands, parks, water resources, and sites contained in the *Natural Areas Inventory*. Hubs can also be destinations for human activity such as population and commerce centers, and historic or cultural sites. Greenways can be thought of as the spokes that connect the hubs and complete the system.

Greenways can serve many purposes and provide many ecological, social, and economic benefits. Greenways can take the form of conservation greenways which provide habitat or migration corridors for wildlife and plant species; these areas should be earmarked for preservation or conservation based on their level of significance and quality as a natural resource, and may not be suitable for human use. In other cases, greenways may be used very actively by humans, and their importance as a natural corridor may be secondary to their

functioning for passive recreation or alternative transportation. Recreational greenways are often thought of as some type of "trail", but it should be noted that greenways that function for more natural purposes can have recreational components without an actual trail being present. Where a defined trail is present, the type and purpose of the trail, as well as the type of user, can vary significantly. Trails are usually described by the type of user, such as hiking trails or equestrian trails. A trail's level of use depends on the amenities offered along the trail (availability of fitness stations, picnic areas, parks, trash receptacles, lodging, supplies stores, etc.), its length, the proximity of population centers, access points, the terrain it passes through, and the trail surface. The many benefits of greenways and trails are listed in the introductory section of the *Greenways, Parks, Recreation, and Open Space Plan*.

The establishment and recognition of greenways throughout Perry County will greatly contribute to the quality of life for all Perry County residents as well as visitors. Some of the envisioned benefits greenways planning will yield are:

- Greenways will further Perry County's sense of place.
- Greenways will support the retention of Perry County's scenic beauty.
- Greenways will protect Perry County's water resources. Their establishment and protection will aid in buffering non-point sources of pollution as well as protect critical recharge areas.
- Greenways will establish a means of protecting and managing wildlife in Perry County, as well as species habitat, such as forests and other ecosystems.
- Greenways can provide recreational opportunities in Perry County for those of all ages and abilities.
- Greenways can provide transportation alternatives, and as such reduce traffic congestion.
- Greenways will offer an added positive contribution to Perry County's economic climate.
- Greenways are a key component in Perry County's strategy to foster health and wellness.
- Greenways offer a sensible solution to protecting human health, safety, and general welfare in Perry County.
- Greenways will lay the foundation for cooperation in Perry County from its citizens

Greenways and Trails

Although conceptually the location of a greenway corridor may seem logical and feasible, the actual placement and designation of the greenway, its degree of protection, and its permitted level of public use may be impacted by several factors. These factors include the property owner or owners (private owners vs. publicly owned vs. owned by a conservancy or not-for-profit organization), existing protection (state/federal regulations, easements), and local municipal planning and zoning.

Property ownership is often a large hurdle to surmount when designating greenways and developing trails. Residents who value and support trail development may think differently when a trail is proposed on their property. Reasons for the animosity include concerns over liability,

and loss of privacy and private property rights. When evaluating the location of greenways and trails, it is important to identify existing property owners and involve them in these discussions from the outset. This will encourage buy-in to the project's concept and open the door for acquisition or land donation discussions if the trail is part of a larger initiative. When land is owned by a conservancy or not-for-profit organization, or an easement has been placed on the property, certain restrictions may exist on how that property may be used. For example, land that has been preserved for agriculture may not be able to be used for human recreation purposes. It is important to understand the restrictions that are placed on such properties when determining greenway and trail locations.

The existing level of protection may impact the proposed use of the greenway or trail. For example, wetlands and species of special concern are protected by state and federal regulations. Where these and other features are present, human use may be limited. Conversely, linear corridors that are part of a larger greenway but do not contain these protected features may be more vulnerable to development and should be considered priorities for protection. Losing these segments will impact the continuity of the larger greenway.

Municipal planning and zoning can also influence greenway and trail development. Municipal officials may place certain restrictions on how land may be developed that contains certain natural features such as floodplains, steep slopes, and wetlands, through a conservation district or conservation overlay in their zoning ordinance and accompanying regulations. Municipal officials also have the opportunity to designate the location of trails in a comprehensive plan or on an official map.

A Closer Look at Greenways

PADCNR has designated five mega-greenways in Pennsylvania that are 100 miles or more in length, pass through multiple counties and regions, and are recognized in the state plan. Perry County is fortunate in that it has three state recognized mega-greenways that traverse the county. These greenways provide opportunities for open space conservation, recreation, and ecological systems management, as well as economic development and tourism. It will be important for Perry County to develop collaborative partnerships with the Commonwealth, local municipalities in which the greenways are located, and other public, private, and non-profit groups and organizations to ensure proper management and protection of these valued resources. Through the development of this plan, Perry County will look to develop a network of regional and local greenways that tie into the designated mega-greenways and form an integrated green infrastructure network. Greenways and Trails are shown on **Plan Map 1.**

Kittatinny Ridge Greenway - The Kittatinny Ridge Greenway follows the Kittatinny Ridge, also known locally as Blue Mountain, for approximately 53 miles along Perry County's boundary with Cumberland County. The greenway then extends south into Maryland, crossing Franklin and Fulton Counties; and northeast to New Jersey, crossing Dauphin, Lebanon, Schuylkill, Berks, Carbon, Leigh, Northampton, and Monroe Counties. In Perry County, The Kittatinny Ridge Greenway traverses Carroll, Jackson, Rye, Southwest Madison, Spring, Toboyne, and

Tyrone Townships and Marysville Borough. As noted previously, Waggoner's Gap is located along this greenway, and the greenway has also been designated as an Important Bird Area, due to its significance as a major flyway for migrating raptors, vultures, and songbirds.

Pittsburgh to Harrisburg Mainline Canal Greenway - The Pittsburgh to Harrisburg Mainline Canal Greenway is a 320-mile long, 2-mile wide corridor that follows the path of the historic Pennsylvania Mainline Canal from Pittsburgh to Harrisburg. It traverses Perry County via the Juniata River in the northeastern part of the county. The Pittsburgh to Harrisburg Mainline Canal Greenway runs concurrent with the Juniata River Water Trail; in Perry County the two run for 18 miles to the Juniata River's confluence with the Susquehanna River. From that point, it shares its designation with the Susquehanna Greenway for an additional 10 miles to the Perry-Cumberland County Boundary line. In total, this greenway travels approximately 28 miles through Perry County in parts of Buffalo, Greenwood, Howe, Rye, Miller, Oliver, Penn, Tuscarora, and Wheatfield Townships, and Duncannon, Marysville, Millerstown, and Newport Boroughs.

Susquehanna Greenway - The Susquehanna Greenway follows the Susquehanna River approximately 17 miles to contact with Reed Township, Dauphin County. The Susquehanna Greenway reemerges in the County at the confluence with the Juniata River. From there it picks up for an additional 10 miles south to the Perry - Cumberland County boundary line. Combined, the greenway runs nearly 27 miles through the county. The Perry County municipalities within this greenway corridor include Buffalo, Liverpool, Penn, and Watts Townships, and Duncannon, Liverpool, Marysville, and New Buffalo Boroughs. The Susquehanna Water Gap and Susquehanna Water Trail are also within the greenway.

Building Our Greenway Connections with Our Neighbors

As of the date this plan was undertaken, all of Perry County's surrounding counties have adopted greenways plans. The dates associated with these plans range from 2006 - 2009

Cumberland County

In April 2006, Cumberland County coordinated the preparation of Land Partnerships a Countywide Strategy for Open Space Preservation and Smart Growth. With the adoption of this plan County recognition of two of Pennsylvania's "Mega" Greenways will be shared with this neighbor county. They include the Kittatinny Ridge Greenway and the Susquehanna Greenway. Another greenway considered from Cumberland County's plan is the one buffering the Appalachian Trail.

Within Cumberland County's plan the Kittatiny Ridge was highlighted as a continuous greenway the entire length of the northern and common shared border with Perry County. This plan serves to recognize this feature by mirroring Cumberland County's vision.

The Susquehanna Greenway covers the entire eastern end of Cumberland County. Perry County's plan will repeat the same to form a northern extension.

As previously mentioned, the Appalachian Trail has been assigned a greenway designation in Cumberland County. As with the Susquehanna Greenway, this plan intends to extend greenway focus along the trail running north.

Dauphin County

In April 2009, Dauphin County completed the Dauphin County, Parks, Recreation, Open Space and Greenways Study. As with Cumberland County, Perry County will share two "Mega" Greenways with Dauphin County. They are also the Kittatiny Ridge Greenway and the Susquehanna Greenway. Like Cumberland County, the Appalachian Trail was also considered for the purpose of greenway designation.

In Dauphin County's plan the Kittatinny Ridge was highlighted as the Darlington Trail Greenway and does not continue to its eastern boundary for termination. The greenway intersects the Susquehanna Greenway.

The Susquehanna Greenway covers nearly all of the entire western side of Dauphin County. Perry County's plan will reflect recognition on the County's eastern side. The only exception to this arrangement is the area occupied by Reed Township, Dauphin County, which is on the western shore.

As previously mentioned, the Appalachian Trail has been assigned a greenway designation in Cumberland County. As with the Susquehanna Greenway, this plan intends to extend greenway focus along the trail running north.

Franklin County

According to the Greenways Plan for Franklin County, over 80% of the Franklin-Perry border is shaded green on the map suggesting greenway consideration and substantially compatible land use at this shared boundary line. The Horse Valley, the only other observable anomaly is a pie slice-shaped area just north of SR 274. The Plan also reveals efforts to identify existing trail linkages with Perry County. Both the Tuscarora Recreation Greenway and an Iron Horse to Tuscarora Greenway are mentioned.

Juniata County

In December 2009, Juniata concluded its joint planning process with Mifflin County. The resulting document was entitled Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan. From the Plan, Juniata County and Perry County will share the Pittsburgh to Harrisburg Mainline Canal Greenway as a Pennsylvania "Mega" Greenway.

The *Pittsburgh to Harrisburg* Main Line Canal Greenway covers nearly all of the entire western side of Dauphin County. Perry County's plan will replicate this on its eastern side. The only exception to this arrangement is that of Reed Township.

Within Juniata County's portion of its joint plan, the Backlog Mountain/Shade Mountain Greenway was highlighted as a continuous greenway the entire length of the southern and common shared border with Perry County. This plan serves to recognize this feature by shadowing Juniata County's pursuit.

Trails

Creating Connections, developed by the Pennsylvania Greenways Partnership in 1998, lists and describes the following types of trails:

- *Hiking Trails* – Hiking trails are often located in wooded or wilderness areas, are at least several miles in length, and may be only a narrow footpath with minor improvements to the trail bed. Hiking trails vary in their ease of navigation and terrain.
- *Nature Trails* – Nature trails are usually shorter trails of a mile or two in length and are likely to form complete loops. They often have interpretive signs, observatory areas, or indoor or outdoor learning centers associated with them.
- *Hike-and-Bike Trails* – Hike and bike trails exclude motorized vehicles, with the exception of maintenance and emergency vehicles. Flatter, wider trails with improved surfaces appeal to a wider audience of pedestrians, mountain bikers, horseback riders, and cross-country skiers.
- *Multi-use Trails* – Multi-use trails may allow multi-uses including equine and motorized conveyances and, in general, provisions are made to separate motorized vehicles, non-motorized conveyances, and pedestrians. This separation may be accomplished through the designation of different lanes for different types or users, or through the establishment of parallel trails at different grades.
- *Exercise Trails* – Exercise trails are close to population centers and may attract joggers, runners, and walkers. They may also incorporate elements of a fitness course.
- *Bike Paths* – Bike paths are separate paths designed for bicycles only.
- *Bike Routes* – Bike routes are usually identified routes that utilize the existing roadway network that indicate to bicyclists that these routes are preferred over other routes. Bike routes can utilize existing shoulders, incorporate share-the-road signage, have a separate, designated bicycle lane, or provide a paved, parallel trail for bicyclists off of the main road.
- *Rail Trails* – Rail trails utilize inactive railroad corridors and railroad rights-of-way for greenways and trail development. The once-extensive railroad network in Pennsylvania has resulted in numerous opportunities for multi-use trail development. In some cases, a trail can coexists with an active rail line; the trail and the rail line run parallel to each other either grade separated or at-grade.
- *Tow paths* – Tow paths were once used by mules to pull canal boats. Although not as vast as the system of railways, canals were once an integral component of Pennsylvania's transportation network.

- *Snowmobile and ATV Trails* – Snowmobile and ATV trails are increasing in popularity in Pennsylvania and the state has developed several resources for riders including trail maps and legislation pamphlets for riders. Currently, there are no ATV trails in Perry County.
- *Utility Corridors* – Utility corridors can offer opportunities for trail development similar to railroad rights-of-way.

Trails in Perry County may fall into one or more of these specific trail types. This plan looks at trails in terms of their geographic level of significance. The following trails are located in Perry County. These features are shown on **Plan Map 1**.

National Hiking Trails

Appalachian National Scenic Trail - The Appalachian National Scenic Trail is a continuous, marked footpath extending along the Appalachian Mountain system for more than 2,100 miles between Katahdin in Maine and Springer Mountain in Georgia. The National Trails System Act authorized new, broader agreements among federal agencies, states, and non-federal entities to manage the trails. The Appalachian Trail Conservancy and Appalachian Trail Park Office, in partnership with the United States Department of Agriculture Forest Service, and numerous volunteer organizations, share responsibility for general trail management and operations; resource management; facilities and use management; information, interpretation, education, and outreach; and technical program support. The Appalachian National Scenic Trail enters Perry County from the south at the Darlington Shelter in Rye Township and travels northeast through Rye and Penn Townships, and Duncannon Borough, where it crosses the Susquehanna River into Dauphin County via the Clarks Ferry Bridge. The total length of the Appalachian Trail in Perry County is 12 miles.[4] Of the three municipalities that the trail passes through in Perry County, Duncannon Borough provides hikers with such amenities as mail pick-up and drop off, and food and lodging; thereby, making Duncannon Borough is the quaint essential Appalachian Trail town.

The Apple Tree Alley Walk is a demonstration project of the Susquehanna Greenway Partnership. This is one of the first projects to be undertaken to implement the Susquehanna Greenway in Pennsylvania. The trail would extend along Apple Tree Alley from Fritz Street to Noye Park. The trail follows the path of an abandoned rail line and other municipal streets and rights-of-way. The trail will provide a pathway through the Borough for use by pedestrians, including through hikers on the Appalachian National Scenic Trail. The trail will allow hikers to experience Duncannon's riverfront history and will provide access to local businesses including those concentrated in the historic Duncannon Square.

[4] The Appalachian Trail Conservancy. www.appalachiantrail.org.

On June 11th 2008, then Governor Rendell signed House Bill 1281 amending the Appalachian Trail Act of 1978. HB 1281 is now known as Act 24 of 2008 and became effective on August 10th, 2008. The amended act now requires municipalities within which the Appalachian Trail passes to adopt and enforce zoning ordinances that preserve the "natural, scenic, historic and esthetic values of the trail and to conserve and maintain it as public resource". Fortunately, Rye Township, Penn Township, and Duncannon Borough have all adopted a zoning ordinance, which will be required to be updated to be in compliance with Act 24.

State Recognized Hiking and Land-Based Trails

Tuscarora Trail - The Tuscarora Trail was originally created as a new route for the Appalachian Trail. It branches off of the Appalachian Trail at Deans Gap at the Cumberland-Perry County line, and follows the Blue Mountain ridge top southwesterly to Maryland, where it connects to the Big Blue Trail before joining the Appalachian Trail again in Shenandoah National Park. The trail is over 250 miles, with 110 miles in Pennsylvania. Approximately 30 miles are located in Perry County. Sections of the trail are maintained by the Potomac Appalachian Trail Club – North Chapter.

Darlington Trail - The Darlington Trail runs for 7.74 miles from the Appalachian and Tuscarora Trail junction at the western end, to Tower Road at the eastern end. The trail is located within State Game Lands #170 and maintained by the Susquehanna Appalachian Trail Club. Parking areas are located along Lamb's Gap Road, Miller's Gap Road, and Tower Road. Expansion of the trail to Marysville Borough is planned upon completion of the Rockville Estates subdivision on Marysville Borough.

Iron Horse Trail - The Iron Horse Trail is located in the Tuscarora State Forest and consists of a 10-mile loop between Big Spring State Park and the Eby Cemetery along SR 274. The trail follows the grade of the Perry Lumber Company and the Path Valley Railroads.

Little Buffalo State Park Trails

Little Buffalo State Park has approximately 8 miles of hiking trails that include:

- Little Buffalo Creek Trail – located at the west end of the park, this one mile trail offers hikers the beauty and sounds of water and good opportunities for seeing wildlife.
- Exercise Trail – a 1.2 mile loop trail with 18 permanent stations.
- Blue Ball Trail – a paved, ADA accessible .25 mile trail that runs from the East Picnic Area to the Blue Ball Tavern.
- Fisherman's Trail – a 1 mile, easy hiking trail that wanders through a mature hemlock forest. A vista overlooking the lake and dam is located at the east end of the trail.

- Mill Race Trail – this trail can be accessed by Shoaff's Mill and by the environmental interpretive center. It follows Furnace Run and the mill race for .5 miles.
- Middle Ridge Trail – a 2.5 mile difficult trail that runs from the Exercise Trail to the west end of the park. It offers many short, steep climbs while traveling through a variety of habitats.
- Buffalo Ridge Trail – a 1.5 mile difficult trail that runs from the East Picnic Area to the Newport and Sherman's Valley Railroad Trace and offers glimpses of the industrial history of the area.

Newport and Shermans Valley Railroad Trace - Included in the seven-mile network of trails in Little Buffalo State Park are two small sections of rail-trail. Together they are called the Newport and Sherman's Valley Railroad Trace. Highlights alongside the trace include a covered bridge over Furnace Run, Shoaff's Grist Mill, and an original rail car.

Fowler's Hollow State Park Trails - Alfarata and Beaston Trails, which are extensive trails in the Tuscarora State Forest, meet in Fowler's Hollow State Park. There are 6 miles of trails within the park and this area is a trailhead for a variety of hiking trails within the Tuscarora State Forest. The Tuscarora Big Blue Trail and Perry Lumber Trail are located nearby.

Big Spring State Park Trails - Big Spring State Park contains a 1 mile loop trail and serves as the trail head for the Tunnel Trail. This trail leads to a partially completed railroad tunnel. Historic interpretation is provided at the trail head. The park also provides access to the Iron Horse Trail.

Tuscarora State Forest Trails - In addition to the Tunnel Trail, Tuscarora Trail, and Iron Horse Trail, an additional 167 miles of short, local hiking trails are located throughout the Tuscarora State Forest. The majority of these trails have signs at the starting and terminal points. Most of the trail maintenance is done by volunteers.

In addition to hiking trails, the Tuscarora State Forest offers a snowmobile trail system of more than 100 miles that provides excellent snowmobiling during snowy winter months. A cross-country ski area is located in Fowler's Hollow that follows 11 miles of trails and old railroad grades.

A Closer Look at Water Trails

In addition to the hiking and land based trails described above, Perry County also contains two state-recognized water trails that provide opportunities for water based recreation. The Pennsylvania Fish and Boat Commission (PFBC) define water trails as boat routes suitable for canoes, kayaks, and small motorized watercraft. Like conventional trails, water trails are recreational corridors between specific locations. Water trails are comprised of access points, boat launches, day use sites and potential overnight camping area, enabling the water trail to be used for single day and multiple day trips. Water trails also provide connections to history, ecology, geology, heritage, and wildlife. PFBC is the sole agency to designate official water trails; however, individual trails and trail corridors are conceived and maintained by a network of

volunteers, property owners, civic groups, and associations. Water trails are a special type of greenway and offer various benefits to local communities and Perry County including enhancing opportunities for tourism and economic development, providing recreational amenities, and encouraging restoration and conservation through proper stewardship of the resource. All designated water trails abide by "leave no trace" principles.

Susquehanna River Water Trail - The Middle Susquehanna River Water Trail is located along 51 miles of the Susquehanna River between Sunbury and Harrisburg. In 2008, the Middle and Lower Sections of the Susquehanna River Greenway and Water Trail were designated as a National Recreation Trail. The Susquehanna River Trail Association manages the Middle Section of the water trail. Official access points are located in Duncannon and Marysville in Perry County. In addition to the official access points, there are other access points to the Susquehanna River, such as Pennsylvania Fish and Boat Access areas, private campgrounds, and other privately owned properties that provide access to the river.

The Susquehanna River offers numerous recreational opportunities; however, access to the river along the Perry County shore is limited by U.S. 11/15 and the Norfolk Southern rail line. Additionally, seasonal variations in water depth limit the river's capacity as a recreational resource.

Juniata River Water Trail – Lower Section - The Lower Section of the Juniata River Water Trail travels through Perry County from the Juniata County boundary to the river's confluence with the Susquehanna River. The ability to paddle the river varies throughout the year based on water flow. There are also many cobble bars on the river than may ground a boat if the water is too low, and there are also several "pools" that may retain adequate water year round. The following access points to the Juniata River Water Trail are located in Perry County:

- Millerstown – Primitive access at Millerstown Community Park that includes parking and carry-in canoe access.
- Greenwood Township – PFBC surfaced ramp access.
- Newport – Primitive access.
- Howe Township Park – Primitive access.
- Green Valley – Surfaced ramp access in campground.

Artisan Trail - The Perry County Council of the Arts (PCCA) is an active participant in the RT 15 Byway of the Arts. The Byway of the Arts serves to provide linear connection to arts-related places in relatively close proximity to the RT 15 corridor. In Perry County there are presently four identified destinations for the traveling public to visit along the trail.

In 2010, a dual exhibit of area artisan works was held at the PCCA Gallery and the Landis House both in Newport. Aside from this pair of PCCA properties, a few Perry County businesses also participate. These include places like Hunters Valley Winery and Expresso Yourself Café.

Bicycle Routes

- *Bicycle PA Route J*: US Traffic Route 11/15 from Reed Township, Dauphin County north to the Perry County - Juniata County boundary line. This is the only bicycle route for Perry County presently recognized by the Commonwealth of Pennsylvania in its current Bicycle Pedestrian Plan.

- *Shermans Creek Ride*: One of the most scenic and amenable bike rides in south-central Pennsylvania is found along Shermans Creek near Dellville. Although not established as a formal bikeway, the route offers nearly ideal riding conditions for bicycle enthusiasts. The total distance if the ride is about 8 miles.

Heritage Trails – The self-guided tour of Perry County takes you through some of the most beautiful scenery in Pennsylvania. The entire tours covers approximately 200 miles and it starts and ends at Amity Hall. Along the way the tour points out historical sites and buildings of Perry County[5]. The Perry County Historical Society has developed the self-guided tour trial and it is fully described in the A Self-Guided Driving Tour of Perry County book.

Covered Bridges Trail - Perry County has fourteen covered bridges located throughout the county. These bridges offer a glimpse of the past and are of great historic and economic value to the County. A detailed description and location of the County's covered bridges can be found in a book titled Perry County, PA Covered Bridges Trail.

Potential Considerations for Trail Linkage

In addition to the greenways and trails discussed above, there are other types of linear connections within Pennsylvania that warrant discussion in this section. These linear corridors may or may not be part of a larger greenway or trail corridor. This includes PA scenic byways, connections within developed areas, and Heritage Corridors.

Pennsylvania Byways - Pennsylvania Byways are routes designated by PennDOT at the request of local communities that seek to highlight six qualities of a route: cultural, historical, recreational, archaeological, scenic, and natural qualities. The Pennsylvania Byways program parallels the Federal Highway Administration's National Scenic Byways Program, and a route must first be a Pennsylvania Byway before it will qualify for designation in the national program. After a route has been designated by the state, there are several opportunities to promote the

[5] Historical Society of Perry County

route and recognize the route, including placement on the PA Department of Community and Economic Development's tourism website, the Pennsylvania Travel Guide, and the Transportation and Tourism Map of Pennsylvania. None of the routes in Perry County are currently designated as a Pennsylvania Scenic Byway.

Connecting Boroughs and Developed Communities - For the most part, the population of Perry County is concentrated in small developed clusters, in boroughs and villages throughout the county. This development patterns offers an opportunity to develop pedestrian level connections consisting of sidewalks, and walking and biking trails. These connections can occur between developed areas and parks, public building and facilities, downtowns or public gathering places such as a town square, and between boroughs and surrounding townships. Examples of these interconnections exist throughout the county; however, there needs to be a concerted effort between elected officials, property owners, developers, and other organizations to ensure these connections are identified and developed. The municipalities in the southeastern part of the County are experiencing the greatest development pressures and are at the most risk to lose the ability to make these connections as land is developed.

State Heritage Areas - Pennsylvania State Heritage Areas are large geographic regions or corridors that span two or more counties and contain a multitude of historic, recreational, natural, and scenic resources of state and national significance that collectively exemplify the heritage of Pennsylvania. Perry County is not currently included in a State Heritage Area.

Conclusions – Strengths, Challenges, and Opportunities

Strengths:

- Perry County is fortunate in that it has several greenway and trail resources of state and national significance. Three of the five state recognized mega-greenways traverse the county, and trail resources include the Appalachian Trail and a number of trails on state-owned land. These resources provide opportunities for natural resources conservation and recreation. Coincidental with the greenways are the two officially designated water trails. The Susquehanna and Juniata Water Trails provide residents with opportunities for water based recreation.
- Perry County is fortunate in that it has a strong community spirit and a strong commitment to protect its manmade and natural resources. In order to maintain the manmade resources there are numerous Trail Clubs that spend untold number of hours maintaining the trails in the County.
- Perry County has many amenities, including major rivers, open space, beautiful landscapes, and small town charm to name a few, which can be enjoyed by residents and non-residents of the county.
- The main population centers of the County are its boroughs, some of which were former river towns. These towns are well connected by exiting roads, but more importantly, several of these towns are connected by undeveloped greenways and trails. These

undeveloped greenways and trails will serve as the future connections that will encourage physical activity, community interaction, and tourism.

Challenges:

- Although the state-recognized greenways serve as a strong foundation upon which to build the system of regional and local greenways in Perry County, the county and its public and private partners may encounter challenges with designating and conserving greenways in other areas of the County due to private landowners.
- Lack of municipal regulations presents challenges for conserving sensitive natural resources and open space.
- Although the Susquehanna River contains great potential for recreational use, access to the river from Perry County is inhibited by U.S. 11/15 and the Norfolk-Southern rail corridor.
- Allying fear of civil lawsuits for trail access.
- Funding.
- Preventing further fragmentation of properties through subdivision.

Opportunities:

- Perry County's foundation of state designated trails and greenways will assist the County in developing a cohesive network of green infrastructure in the county. There is an opportunity for the County to build upon this foundation by connecting other greenway corridors to these established routes, linking key hubs and destinations.
- It will be important for Perry County to consider its population centers when planning for greenways, trails, and linear connections. Green infrastructure in urban settings can increase the quality of life of the community and increase community sustainability. There are opportunities for the County to work with municipalities to increase safe pedestrian and bicycle routes within the boroughs and developed areas of the county. In doing so, the County will help to link people with destinations such as schools, parks and community facilities, and places of employment, offering opportunities for alternative transportation and increasing community health and wellness.

Summary Conclusion

With its greenway and trail amenities, Perry County has the advantage of increasing its attractiveness as a tourism destination.

There are several human introduced features to be considered for further trail development. The following is a basic list for consideration.

Utility Corridors - Numerous utility corridors crisscross Perry County's landscape. The interconnected regional transmission lines require retention of wide swaths of right-of-way. In

some cases these right-of-way widths even exceed two hundred feet. Periodically these areas are groomed to keep vegetation, particularly trees from maturing to the point where they could become a detriment to service.

Many of these areas have been deforested with little to no attention to environmental sensitivity, or for that matter aesthetics. For instance, Cove Mountain in Penn Township displays the prevalent scar of a clear-cut area serving the needs of one such right-of-way. This blemish to this unique Appalachian geologic formation is quite observable especially from the US 22/322 corridor in Dauphin County.

Dirt and/or Gravel Roads - Within the Tuscarora State Forest there are many miles of dirt and/or gravel roads. Because of their distances, these roads offer multiple serving uses. Visitors should find ample parking opportunities at numerous locations throughout the Tuscarora State Forest.

Rail Corridors - Railroad corridors offer long typically gradual distances of trail possibilities. In Perry County there is one active railroad. The railroad is the Norfolk-Southern Railroad. While this railroad is currently active, the feasibility of placing a trail within the corridor seems far too remote. However farfetched the thought may be, Perry County will not place itself in such a position to lose this possibility.

In its day, the Shermans Valley Railroad line was a tremendous linear feature. As a small service line, the economic viability of the railroad became too much for business to continue. The result was the discontinuation of operations and subsequent abandonment of the railroad right-of-way. Had the right-of-way along the line remained intact it could have served to establish a multi-purpose trail linking the County's village centers to the County's western-southwestern recreation areas. Instead, this land area has since been subdivided and distributed to interested landowners.

Towpaths -Remnants of the towpaths associated with the Juniata Division of the Pennsylvania Main Line Canal system are highly visible. The development of this transportation ran from 1832 to 1888 according to information posted on the Pennsylvania Canal Society's website. However, the downside is many of these lands have been subdivided and subsequently altered from their initial appearance. Getting a stretch of property owners to agree on a semipublic use of their land is also a tough sell.
In Greenwood Township and Millerstown Borough, the community has embraced the potential connection of the canal's towpath as a linkage for Millerstown Borough and the Millerstown Area Community Park.

The proximity of these towpaths to the river and the elevated vantage point each offers heightens their intrinsic value. Each segment of the former canal system has a high potential recreational yield value and should not be overlooked.

School District Cross Country Trails - Four of the five school districts serving Perry County have cross country trails within the county. Without a name, their identity and locations are

typically unknown to the majority of the public not following the sport. For one district, use of these lands after normal school hours is not allowed.

Logging Roads and Fire Breaks - With the amount of public and private forest land in Perry County, there are many opportunities to take advantage of remnant paths of lumber extraction. These connected clearings in some places have the potential to provide great trails where proper thought and design went into their creation.

As with logging roads, fire breaks, and towpaths, property fragmentation by way of subdivision decreases chances of successfully coordinating such projects.

Parkland and Recreation facilities

Introduction

Perry County residents consider the great outdoors and easy access to natural areas as a key attribute of the county. The county's state parks, state forest lands, state game lands, and the Juniata and Susquehanna Rivers play important roles in providing recreation opportunities for citizens and visitors. Hiking, horseback riding, hunting, fishing, camping, and other outdoor pursuits are high on the list of activities residents enjoy. Natural areas are complemented by municipal parks that provide close to home recreation opportunities and facilities for competitive play, community events, and socializing with friends and family.

Recreation and enjoying the great outdoors are key elements of the quality of life offered in Perry County. Parks and recreation facilities contribute to the local economy through expenditures associated with recreation outing and activities and are often a cornerstone of community revitalization plans. Recreation contributes to our physical health and wellness and the ease of access to recreation facilities relates use patterns. As seen in many parks in Perry County, parkland can protect natural resources and scenic areas while providing areas for appreciation of these resources.

Perry County contains over 67,000 acres of lands permanently protect by the Commonwealth and available for recreation. Additionally, there are municipal parks, recreation facilities owned by community organizations, and schools providing recreation facilities for public use. Private organizations such as sportsmen's clubs and campgrounds contribute to the recreation opportunities available in Perry County.

The Park and Recreation Facilities section provides a benchmark of existing recreation conditions in Perry County in 2010 and evaluates how recreation needs are being met and where the gaps in service exist. Existing parks and recreation sites are inventoried and evaluated for their ability to meet the recreation needs of County residents and opportunities for expanding recreation opportunities. The profile considers trends in recreation participation and explores needs and opportunities for expansion of recreational facilities and services. On-site investigation, contacts with municipalities, research, and input from citizens through the public

participation process provided insights into local recreation in Perry County and the findings and conclusions presented here.

Inventory of Park and Recreation Land

Different types of park and recreation lands serve different recreational purposes. Municipal neighborhood and community parks typically serve the active, close-to-home recreation needs of nearby citizens. Municipal parks host scheduled organized programs such as summer playground programs, organized competitive leagues, and special events. Visitors tend to spend under an hour to several hours for scheduled events and activities in municipal parks. County and regional parks provide larger sites for resource-based recreation; preservation of natural, cultural, and historic resources; and enjoyment of scenic resources. County and regional parks can also include regionally significant facilities such as a swimming pool, amphitheater, environmental education center, and skating rink. Half-day to full day visits are typical for these park depending on the facilities. State and federal agencies typically establish recreation lands where recreation is compatible with resource conservation policies with appropriate public use for recreation and enjoying the natural setting. State lands are destinations for day-long excursions or multiple day visits including overnight stays.

Table 1-2 presents a typical Park and Recreation Land Classification System. It shows the range of park types, their benefits, appropriate facilities, and the maintenance levels appropriate for the type of park and resources available. **Tables 1-3 through 1-9** inventory public recreation lands in Perry County, as well as, school properties, and quasi-public and other protected recreation lands. **Foundation Map 1** illustrates the locations of these park and recreation lands in Perry County.

Recreation in Perry County and other rural areas does not readily align with the typical classification system. While many communities have community parks there is no hierarchy established with multiple parks serving a community ranging from mini to regional parks. The boroughs have traditionally provided parks for use by residents of the borough and surrounding communities. The majority of these borough parks are less than five acres in size and developed with multiple recreation facilities, often in close proximity to each other. As communities have grown, many townships have developed parks to supplement recreation land found in the boroughs. While there are no municipal-based regional parks, Little Buffalo State Park serves as a regional park, offering many recreation opportunities and unique recreation facilities.

TABLE 1-2
TYPICAL PARK AND RECREATION LAND CLASSIFICATION SYSTEM

Type/Size/ Service Radius	Definition	Benefits	Appropriate Amenities	Maintenance Level
Mini Park *0-5 acres* *¼-mile service radius*	Smallest park type, addresses limited recreation need	▪ Provides close-to-home recreation	▪ Playground ▪ Benches, seating area	High level of maintenance associated with well-developed park and playground and reasonably high visitation.
Neighborhood Park *5-15 acres minimum* *½-mile service radius*	Focus of neighborhood; in walking/biking distance of visitors	▪ Provides access to basic recreation opportunities ▪ Contributes to neighborhood identity ▪ Establishes sense of community	▪ Play areas ▪ Ball fields ▪ Game Courts ▪ Picnic/Seating ▪ Pathways ▪ Community gardens	High level of maintenance associated with well-developed park and reasonably high visitation.
Community Park *25-50 acres, preferably 50-80 acres* *2-mile service radius*	Large park for active & passive recreation; serves residents municipality-wide. Accommodates large groups.	▪ Variety of recreation opportunities for all ages and interests ▪ Space for organized, large scale, high participation events ▪ Family destination ▪ Fitness and wellness opportunities	▪ Play areas ▪ Organized sports facilities ▪ Pavilions ▪ Permanent restrooms ▪ Lighting ▪ Amphitheaters ▪ Pools, Rinks ▪ Parking	Moderate level of maintenance associated with moderate level of development, budget restrictions, inability to perform higher levels of maintenance. Potential for park "friends" or adopt-a-park partners.
School/ Community Park *Variable*	Parkland adjoining a school used for both recreation and education.	▪ Combines two public entities for expanded year round recreation. ▪ Maximizes public resources ▪ Expands recreation opportunities	▪ Youth-oriented game courts and ball fields ▪ Play areas ▪ Seating ▪ Pathways ▪ Lighting ▪ Parking	Moderate level of maintenance associated with moderate level of development, budget restrictions. Potential for cooperative agreement with school.
Sports Complex *30+ acres; preferably 50-80 acres*	Consolidates sports fields and related facilities in a centralized location.	▪ Economy of scale ▪ Improved management ▪ Municipal showcase ▪ Attracts visitors who stimulate local economy	▪ Ball fields ▪ Lighting ▪ Spectator areas ▪ Restrooms, Concessions ▪ Landscaping ▪ Parking	State of the art maintenance applied to high quality facilities. Associated with high visitation; revenue generating facilities, tourism.
Special Use Facility *Variable*	Facility for a single purpose use.	▪ Provides special focus recreation opportunities ▪ Contributes to community identity	▪ Depends on purpose	High level of maintenance associated with well-developed park and reasonably high visitation.

Type/Size/ Service Radius	Definition	Benefits	Appropriate Amenities	Maintenance Level
Greenways and Trails *Variable*	Tie park areas and community together to form a contiguous park environment.	▪ Connects community ▪ Reduces auto dependency ▪ Improves air quality ▪ Contributes most desired recreation facility for people throughout their lifetime ▪ Attracts visitors	▪ Pathways – multipurpose ▪ Trailheads ▪ Support facilities ▪ Signage	Lowest level of maintenance. Focus on trailheads and trail safety.
Natural Resource Area/ Preserve	Natural areas for the protection and management of natural environment	▪ Protects resources ▪ Provides wildlife habitat ▪ Offers opportunities for environmental education	▪ Trails ▪ Signage ▪ Support facilities	Lower level of maintenance.

Federal Recreation Lands in Perry County - One federal land holding associated with the Appalachian National Scenic Trail contributes to recreation opportunities in Perry County. The Appalachian National Scenic Trail stretching from Maine to Georgia traverses the southeastern portion of the County. The trail spans from the Susquehanna River in Duncannon to the Perry/Cumberland County line between Deans Gap and Millers Gap. Hikers from the north enter the County on the Clarks Ferry Bridge and the first two miles of trail are on paved roads in the Borough of Duncannon. The trail climbs steeply up Cove Mountain and a view of the river is provided at Hawk Rock. The Thelma Marks shelter is located on Cove Mountain. The trail descends to the valley crossing Route 850 and Fishing Run, then climbing Little Mountain and Blue Mountain. The trail crosses the Darlington/Tuscarora Trail at the summit of Blue Mountain and the Darlington shelter is located near the intersection. Parking for the trail is available in Duncannon Borough, and on either side of Route 850 in the State Game Lands. The majority of the trail is on State Game Lands 170. Approximately 12 miles of the trail is located in Perry County and a majority of this segment is located on permanently protected State Game Lands.

TABLE 1-3
FEDERAL RECREATION LANDS IN PERRY COUNTY, 2009

Federal Recreation Lands	Acres in Perry County	Municipality	Comments
Appalachian National Scenic Trail	Approx. 12-mile length through Perry County (170 acres)	Duncannon Borough, Penn, and Rye Townships	Primitive hiking trail connects two portions of State Game Lands No. 170 in southeast Perry County.

State Recreation Lands in Perry County - There are three Pennsylvania State Parks and all or portions of eight State Game Lands, a portion of the Tuscarora State Forest, and multiple Pennsylvania Fish and Boat Commission access areas in Perry County. Taken together, these land holdings encompass over 67,000 acres and provide extensive opportunities for recreation in a natural setting. Table 1-4 identifies all of the State owned lands in Perry County.

State Parks – There are three state parks in Perry County: Little Buffalo, Fowlers Hollow, and Big Spring State Parks.

- Little Buffalo State Park is located in central Perry County. The park contains Holman Lake, an 88-acre lake with access for fishing, electric boating (two boat ramps), sailing, and paddling. The park is a popular fishing, boating, and camping location and visitors come from Perry County and beyond to enjoy these activities and visit its swimming pool and zero-depth spray ground. In addition to recreation facilities the park includes three historic structures, a stage and amphitheater for concerts and performances, and an extensive trail system. The trace of the Newport & Sherman's Valley Railroad is converted to a trail and a railroad car has been restored for visitor interpretation.

Programs and special events are held in the park throughout the year. The park is very popular and heavily used by Perry County residents with numerous walkers and anglers using the facilities almost every day. Approximately 300 acres of the park are open for hunting and the lake is heavily fished year-round.

- Fowler's Hollow State Park is located in the western portion of the County, contiguous on three sides to Tuscarora State Forest. The park is located in a narrow valley traversed by Fowler Hollow Run. The park offers opportunities for picnicking, fishing, camping, and trail activities. Trails extend from the park into the State Forest and are used for hiking, horseback riding, mountain biking, cross-country skiing, and snowmobiling.
- Big Spring State Park is located in the farthest western portion of the County, nearly surrounded by Tuscarora State Forest land. The park site includes picnic areas, hiking trails, and snowmobile trails. The Newport & Shermans Valley Railroad laid tracks through the park to link to the Path Valley Railroad in Franklin County. Their tunnel through Conococheague Mountain failed and the Newport and Sherman's Valley Railroad went out of business and today a trail leads to the old railroad tunnel. Shermans Creek flows through the park.

TABLE 1-4
STATE LANDS IN PERRY COUNTY, 2009

State Lands	Total Area (Acres)	Municipality	Comments
Little Buffalo State Park	830	Juniata and Centre Townships	Features 88 acre Holman Lake
Fowlers Hollow State Park	104	Toboyne Township	Adjacent to Tuscarora State Forest land.
Big Spring State Park	45	Toboyne Township	Adjacent to Tuscarora State Forest land.
State Game Lands Nos. 88, 170, 171, 230, 254, 256, 258, 281, and 290	17,129 total in nine areas	Northeast Madison, Saville, Penn, Rye, Tuscarora, Buffalo, Watts, Centre, Wheatfield, Liverpool, Miller, and Carroll Townships	*
Tuscarora State Forest	41,438	Northeast Madison, southeast Madison, Tyrone, Jackson, Toboyne, Saville, and Tuscarora Townships	*
PA Fish & Boat Commission Lands	*	Greenwood, Watts, and Buffalo Townships and Liverpool Borough	*

* - Data not provided

State Game Lands – There are nine State Game Lands located throughout the County. The Game Lands generally align with wooded ridge lines. The mission of the State Game Lands is to protect natural resource lands for wildlife habitat and resource-based recreation opportunities for outdoor enthusiasts. Recreation activities are permitted on State Game Lands on a limited basis. Hiking is permitted and horses and bicycles are permitted on designated routes during specific periods of the year (prohibited Monday-Saturday from the last Saturday in September to the third Saturday in January, and after one p.m. from the second Saturday in April to the last Saturday in May). Snowmobiles are also permitted on designated routes during specific periods of the year.

In addition to the land-based State Game Lands, three areas are associated with the Susquehanna River. State Game Lands Nos. 254, 258, and 290 include both mainland and river islands. Sweigarts Island, Clemson Island, and a portion of Haldeman Island are designated as wildlife propagation areas and entry or access is prohibited. There are river access areas with boat ramps on the mainland of State Game Lands No. 254 and No. 258.

State Forests – There is 41,438 acres of the Tuscarora State Forest in western and northern portions of the County. The mission of the Pennsylvania Bureau of Forestry is to ensure the long-term viability, productivity, and health of the Commonwealth's forests and to conserve native plants. The Bureau cares for state forests under sound ecosystem management to retain their wild character and maintain their bio-diversity while providing pure water, opportunities for low density recreation, habitats for forest plants and animals, sustained yields of quality timber, and environmentally sound use of mineral resources. The State Forests provide nature based recreation opportunities including hiking, fishing, camping, mountain biking, horseback riding, birding, and canoeing.

The Tuscarora State Forest in Perry County includes 120 miles of roads, Tuscarora Wild Area, Hemlock Natural Area, Frank E. Masland Jr. Natural Area, Hoverter and Sholl Box Huckleberry Natural Area, 40 miles of designated hiking trails, one picnic area, 110 miles of snowmobile trails, and six mapped scenic vistas. Additionally, there are nine designated parking areas for trail access and the Forest District No. 3 office located just west of the village of New Germantown.

PA Fish & Boat Commission Lands – There are four PA Fish & Boat Commission (PFBC) access areas on the river. Greenwood and Amity Hall access areas provide parking, shore fishing, and ramps to access the Juniata River. In addition to the two State Game Land river access areas noted above the PFBC owns the Montgomery Ferry and Liverpool access areas to the Susquehanna River which provide shore fishing, parking, and boat ramps.

Municipal Parks in Perry County - Eighteen of the 30 municipalities of Perry County have one or more municipal parks. The parks range in size from large community parks like Wagner Community Park (282 acres) to traditional community parks such as Penn Township Park (12.46 acres) to smaller neighborhood parks like Wayne W. Weibley Memorial Baseball Field in Ickesburg at (2.2 acres) or river access areas like the Heritage Park River Access (1.56 acres) in Marysville Borough. The inventory of municipal parks is shown in Table 1-5. Municipalities in Perry County provide nearly 490 acres of park land within 22 parks. This park land includes approximately 463 acres of active recreation land and 26 acres of natural area park land. Municipally owned park land is supplemented by parks owned and operated by community organizations. Organizations like the Marysville Lions' Club, Rye Township Community Association, and others provide parks that have long served local communities. These quasi-public parks are an important part of the mix of recreation opportunities in Perry County but they are not permanently protected and their future as recreation sites is not secure.

TABLE 1-5
MUNICIPAL PARKS IN PERRY COUNTY

Municipality	Municipal Parks - Active (acres)	Municipal Parks - Natural Resource Area / Other (acres)	Private Parks (acres)	Total Area (Acres)
Blain Borough	*	*	Blain Area Park (1.7) Blain Picnic Grounds (35)	1.7
Bloomfield Borough	Bloomfield Borough Playground (5.47)	*	Lion's Club Park (2.63)	8.1
Buffalo Township	*	*	*	*
Carroll Township	Carroll Township Park (Burn Hill Park) (15.38)	Community Center (3.51)		18.89
Centre Township	*	*	*	*
Duncannon Borough	Duncannon Area Park (Cooper Field) (4.89)	Noye Park (9.77)	*	18.66

Municipality	Municipal Parks - Active (acres)	Municipal Parks - Natural Resource Area / Other (acres)	Private Parks (acres)	Total Area (Acres)
	Midget Field (4)			
Greenwood Township	Millerstown Area Community Park (40.67)	*	*	40.67
Howe Township	*	Howe Township Park (4.5)	*	4.5
Jackson Township	*	*	*	*
Juniata Township	*	*	*	*
Landisburg Borough	Mark Henry Memorial Field (10.5)	*	*	10.5
Liverpool Borough	Liverpool Borough Park (4)	*	*	4
Liverpool Township	*	*	*	*
Marysville Borough	Marysville Pool (2) Schrander Park (*)	Heritage Park River Access (1.56)	Marysville Lions Club Park (35.76)	39.32
Miller Township	*	*	*	*
Millerstown Borough	Millerstown Borough Park (37)	*	*	37
New Buffalo Borough		*	*	*
Newport Borough	Veteran's Memorial Park (5.31)	*	*	5.31
Northeast Madison Township		*	*	*
Oliver Township	Oliver Township Park (4.76)	*	*	4.76
Penn Township	Penn Township Park (12.46)	*	Perry County Recreation Association (79.77)	92.23
Rye Township	*	Jim Weaver Nature Park (4.24)	Rye Township Community Park (8.4)	12.64
Saville Township	Wayne W. Weibley Memorial Youth Baseball Field (2.2)	*	Ickesburg Lions Club Park (4.59)	6.79
Southwest Madison Township	*	*	*	*
Spring Township	*	*	*	*
Toboyne Township	*	Toboyne Sportsmen Park (3)	*	*
Tuscarora Township	*	*	*	*
Tyrone Township	Loysville Community Park (17)	*	*	17
Watts Township	Watts/Buffalo Community Park (13.64)	*	*	13.64

Municipality	Municipal Parks - Active (acres)	Municipal Parks - Natural Resource Area / Other (acres)	Private Parks (acres)	Total Area (Acres)
Wheatfield Township	Wagner Community Park (282)	*	*	282
Total Park Acres	**461.28**	**26.58**	**132.85**	**620.71**

* - Data not provided or no park(s) exist

The municipal parks generally serve youth with playgrounds and athletic fields for competitive play. Many of the parks have basketball and/or tennis courts. At least one pavilion is typically provided with picnic tables for family and group gatherings. Trails are provided in some of the municipal parks but many do not have the acreage to develop extensive walking paths. Marysville Lions Park is an example of a park with a popular trail that extends along Fishing Creek and provides opportunities for walking and jogging and access for anglers.

Common issues in several of the parks include outdated equipment that does not meet the latest safety standards, the need to provide accessible routes and parking spaces for persons with disabilities as required by the American's with Disabilities Act, and function and spatial concerns with facilities located in close proximity. Additionally, opportunities exist to enhance the public parks to make them more inviting to use with convenience facilities such as benches and picnic areas and aesthetic improvements such as colorful landscaping and shade trees.

Five of the parks listed above have swimming pools located in Marysville Borough, Liverpool Borough, Bloomfield Borough, Millerstown Borough, and Penn Township (Perry County Recreation Association). These pools are all older facilities that are expensive to operate and primarily dependent on local volunteers for financial support. While most of these local swimming pools are struggling, a state-of-the art swimming pool and spray ground is located in Little Buffalo State Park. The pool features water slides and ramped entry of persons with disabilities and the spray ground includes many spray features for interactive play. The pool and spray ground are features that draw visitors to the park from throughout the County and beyond. The popularity of the Little Buffalo State Park pool presents a challenge to local pools operating with older facilities.

Indoor recreation in the County is limited and residents indicate that they travel to Juniata County to the Lion's Den or to Harrisburg and the west shore communities to use indoor recreation facilities. Penn Township and Carroll Township both offer community space for meetings, organized classes, and other uses. The Carroll Township Community Center is a converted church and the Penn Township municipal building has rooms available for indoor activities. Neither of these facilities has a gymnasium. PA Extreme, located in the Millerstown area, offers a competitive cheerleading program.

The Susquehanna and Juniata Rivers are recreation destinations for Perry County residents. Unfortunately, access to both rivers is restricted due to the location Routes 11/15, 322, and the Norfolk Southern Railroad. All three are major transportations corridors and run parallel to both

rivers. Routes 11/15 separate the Susquehanna River from the west shore communities of the County. The roadway is heavily traveled with multiple lanes and limited access throughout much of the County. The narrow strip of land between the roadway and river shore has been developed, in areas with both public and private recreation facilities. Marysville Borough has two public access areas, one in Schrander Park, the PFBC has two access points, the Game Commission has three access areas, and there are two private camp grounds that have access areas. The Norfolk-Southern active rail line separates the communities of the west shore of the Juniata River from the river and Route 322 is an obstacle to river access on the east shore, but to a somewhat lesser degree. Howe Township Park has the only public access area on the west shore of the Juniata River. Greenwood and Amity Hall PFBC access areas and a private campground serve the east shore of the Juniata River. Boating on the rivers is primarily with flat-bottom boats, canoes, and kayaks. There are opportunities for camping on Susquehanna River islands off of the Perry County shore.

Other Parks and Recreation Facilities in Perry County - Other parks and recreation facilities in Perry County include sportsmen's clubs, campgrounds, and a golf course. These facilities are important destinations that draw visitors to the County. The sportsmen's clubs expand upon the facilities offered by local municipalities.

There are seven sportsmen's clubs in Perry County. These clubs are private, membership based organizations that provide facilities and programs for their members. Typical facilities include clubhouse, shooting ranges, fish hatchery, archery ranges, and pavilions. Most clubs hold annual programs such as fishing derbies that are open to the general public or specific portions of the general public such as youth or persons with disabilities. Many of the clubs rent their facilities on a case by case basis to members.

TABLE 1-6
SPORTSMEN'S CLUBS IN PERRY COUNTY, 2009

Sportsmen's Clubs	Total Area (Acres)	Municipality	Facilities	Cooperating Nursery
New Bloomfield Sportsmen's Association	18	Centre Township	Clubhouse, pavilion, shooting range, trout hatchery	Yes
Duncannon Sportsman Club	122	Penn Township	*	Yes
Marysville Sportsman Club	13	Marysville Borough	Clubhouse, shooting range, archery range, pavilion	Yes
Blain Sportsmen Club	*	Jackson Township	Trout hatchery on Nursery Road	Yes
Susquehanna Valley Sportsmen Association	7	Liverpool Township	*	-
Ickesburg Sportsmen's Association	18	Saville Township	Clubhouse, shooting range, country-western shooting course, trout hatchery, 2 pavilions	Yes

Sportsmen's Clubs	Total Area (Acres)	Municipality	Facilities	Cooperating Nursery
Millerstown Sportsmen Association	*	*	*	Yes
Hunters Valley Sportsman Association	2	Liverpool Township	*	-
Ickesburg Sportsmen's Association	18	Saville Township	*	-
Marysville Sportsman Club	13	*	*	-
Perry County Archers Inc.	50	Centre Township	*	-
Perry County Sportsmen for Youth	*	Penn Township	*	-

* - Data not provided

There is only one golf course in Perry County.

TABLE 1-7
GOLF COURSES IN PERRY COUNTY, 2009

Golf Course	Total Area (Acres)	Municipality	Ownership
American Legion Country Club	58	Oliver Township	American Legion Post #177

There are numerous campgrounds in Perry County that are open to the public on a fee basis for overnight and extended visits. The majority of the campgrounds offer access to the Susquehanna River or Juniata River.

TABLE 1-8
CAMPGROUNDS IN PERRY COUNTY, 2009

Campground Facility	Total Area (Acres)	Municipality
Paradise Stream Family Campgrounds	*	Tyrone Township
Ferryboat Campsites	*	Buffalo Township
Lupfer's Grove and Campgrounds		Carroll Township
Hidden Valley Boys Scout Camp	55	Tyrone Township
Riverfront Campground	1,077	Penn Township
Longacre Farm	*	Oliver/Juniata Townships
Green Valley Campgrounds	1	Miller Township
Wildwood Family Campground	172	Toboyne
Free Spirit Recreation Center	183	Carroll Township
Dressler's Campsites	15	Liverpool Borough

Campground Facility	Total Area (Acres)	Municipality
Pittsman's Riverside Campground	8	Greenwood Township
Lake Heron Retreat	243	Liverpool Township
Paradise Stream Family Campground	156	Tyrone Township
Ferryboat Campsites	31	Buffalo Township

* - Data not provided

Public Schools in Perry County - The four public school districts in Perry County all have lands dedicated to recreation purposes. Typically, school acreage is not included in the assessment of public recreation lands, as the first priority for school facilities is school district-related activities whereby public access is often limited. However, school and campus land acreage can be significant and recreational facilities that are available even on a limited basis do supplement public recreation opportunities, especially in rural areas. **Comprehensive Plan Map 8-1** graphically shows the location of the school districts.

TABLE 1-9
SCHOOL RECREATION LAND IN PERRY COUNTY, 2009
PUBLIC SCHOOLS IN PERRY COUNTY

School Facility	Total Area (Acres)	Municipality
West Perry School District		
Blain Elementary School	11.34	Blain Borough
Carroll Elementary School	19.36	Carroll Township
New Bloomfield Elementary School	20.17	Bloomfield Borough
West Perry Junior High School and High School	89.36	Spring Township
Greenwood School District		
Greenwood Elementary School and High School	45.28	Millerstown Borough
Newport School District		
Newport Elementary School and Jr./Sr. High School	28.55	Newport Borough/Oliver Township
Susquenita School District		
Susquenita Elementary School, Middle School, and High School	197.44	Penn Township

Historic and Cultural Resources in Perry County

An inventory of historic, cultural, and scenic resources is located in Chapter II of the *Perry County Comprehensive Plan*.

Analysis of Parkland

Amount of Parkland - A population-based analysis is typically used to evaluate the amount of active public parkland. Passive parks, greenways and trails, and nature preserves are not evaluated using an acreage standard because their acreage is typically based on the area needed to conserve the resources and provide reasonable public access.

> Over the past 30 years, it has been the accepted practice within the recreation and park profession to adopt a uniform national land standard such as 10 acres per thousand.
>
> NRPA Park, Recreation, and Open Space Guidelines 1995

Perry County has no park and recreation land standard to define the amount of parkland desired to serve residents or guide parkland acquisition. The National Recreation and Park Association guidelines provide a minimum standard which has been widely used over the past three decades. Much has changed in recreation over this time period. A few of the changes that directly impact the amount of parkland needed to serve an area include the emergence of soccer as a mainstream youth sport; the significant rise in overall and female participation in competitive sports; the extended sports seasons with tournaments and dual seasons for popular sports like baseball, softball, and soccer; and the emergence of new sports like lacrosse. With consideration of these trends, a thirty year old standard seems outdated and insufficient to meet current needs and many communities elsewhere have targeted a standard of 15 acres or more of recreation land per thousand residents as a realistic standard. **Table 1-10** indicates the park acreage calculations that result from applying a 10 acres and 15 acre standard to Perry County's estimated and projected population.

TABLE 1-10
PARKLAND ACREAGE STANDARD ANALYSIS

Year	Perry County Population Projections	Parkland Required @ 10 Acre Standard	Parkland Required @ 15 Acre Standard
2005	50,582	506	759
2010	52,795	528	792
2020	55,784	558	837

How much parkland is needed in Perry County to meet the recreation needs of citizens today and into the future? Currently there is over 600 acres of parkland provided by municipalities and community organizations in the county. But consider that some of this acreage is in natural areas or not currently developed for recreation.

How people recreate in the county and where they go for recreation may be just as important as how much recreation land is available. In Perry County, as in most rural areas, the boroughs and the schools are the focus of active recreation activities and the state forest land, state game lands, and state parks are widely used for nature-based recreation activities. While many County residents enjoy convenient access to natural area and frequently use these protected lands for recreation, close-to-home recreation opportunities are critical for quality of life considerations. Municipal parks provide opportunities for fitness and wellness activities, places to gather with

families and friends, quiet areas for restoration and relaxation, areas of community activities and events, and facilities for organized sports. To meet these needs, recreation opportunities should be focused in the boroughs, at the schools, and in the townships with larger populations.

The public participation process for this plan included outreach to recreation program providers, municipalities, and recreation participants and many indicated a need for additional parkland to meet their recreation needs. Visits to some of the borough parks revealed that many of the facilities within the parks have been developed overtime with multiple facilities located within relatively small park sites. While maximizing the use of the available space is appropriate, many of the parks are too small to meet today's recreation needs. Additional parkland is needed in the areas of concentrated recreation use; the boroughs and larger townships. The schools should continue to provide access to school sites for public recreation activities.

Mandatory dedication of parkland is a mechanism that many municipalities throughout the Commonwealth use to ensure that future residents have adequate park and recreation opportunities. The mandatory dedication of parkland provision of the Pennsylvania Municipalities Planning Code (MPC) (Article V, Section 503(11)) provides municipalities the authority to require developers to dedicate public open space within proposed developments for public recreation purposes. If the developer and municipality agree, an alternative of constructed recreation facilities or fee could be accepted in lieu of land dedication. This provision of the MPC provides for the expansion of recreation opportunities as communities grow. Only two municipalities in Perry County have adopted a mandatory dedication ordinance.

Parkland and Recreation Facilities Conclusions – Strengths, Challenges, and Opportunities

The following conclusions relate to parkland and recreation facilities in Perry County. The conclusions consider the diverse resources of the county, the opportunities offered by existing recreation facilities, and trends affecting recreation county-wide and beyond.

- Perry County has many pieces of a comprehensive parks system: significant natural resources preserved through state parks, state game lands, and state forest lands, municipal parks, school sites, and parks provided by community organizations. Missing from the mix are multi-use trails. Although the Appalachian Trail traverses the eastern portion of the County, it is primitive hiking trail and not open to bicycle or equestrian use and not located to connect to population centers.

- Nature based recreation is plentiful with over 67,000 acres of state parks, game lands, and forests. Access to streams and the rivers is relatively convenient with multiple river access points and several municipal parks that provide access to streams for fishing.

- Additional parkland is needed in several of the boroughs to expand the recreation facility offering and enhance the safety, accessibility, and functional aspect of the park setting.

- Perry County is beginning to experience the growth that is transforming open space to development in other Pennsylvania counties. Even in the down-turned economy, applications for subdivisions remain steady. Proximity and convenient access to the Harrisburg and West Shore communities makes the County an attractive locale for housing in a more rural setting. Fortunately, opportunities for parkland acquisition and protection of land and corridors for recreation still exist. Decisive action is necessary to stay ahead of development to secure parkland for existing and future residents.

- Mandatory dedication of parkland is an effective means for municipalities to obtain parkland for future residents. Municipalities without a mandatory dedication ordinance should adopt an ordinance that requires the dedication of parkland, or a fee-in-lieu of land dedication, based on the fair market value of land. Municipalities with mandatory dedication ordinances should review them annually to determine if their fee-in-lieu requirements align with the fair market value of land.

- Parkland is not evenly distributed throughout the county. The State Forest lands are concentrated in the western portion of the County and the larger municipal parks and the Perry County Recreation Association land are primarily located in the southeastern municipalities.
- Much of the County is underserved by the existing parks. Residents of outlying areas must travel to participate in activities and enjoy traditional community park facilities.

- Safe access to public recreation areas via non-motorized trails and pathways is needed for those who do not or cannot drive, i.e. children, youth, disabled and seniors.

- Recreation facilities throughout the County should be updated and renovated to meet the requirements of the Americans with Disabilities Act (ADA). Trails and pathways should be located to provide accessible routes to facilities and to provide recreation opportunities for walkers and joggers.

- Playgrounds should be renovated to meet the guidelines of the Consumer Product Safety Commission (CPSC) guidelines for public playground safety. Equipment that does not meet these guidelines should be removed from parks and replaced with compliant equipment.

- Facilities should be developed to accommodate user needs and recreation trends, e.g. sports fields that do not overlap other facilities and facilities for non-traditional sports that have sustained popularity, such as skateboarding and in-line hockey.

- Provide facilities and lifetime recreation activity areas for the broad County population including youth, tots, teens, young adults, adults, seniors, and persons with disabilities.

- Access to indoor recreation facilities is limited.

Strengths:

- Perry County has extensive opportunities for outdoor recreation and easy access to the great outdoors is available to all who live in Perry County. The nearly 67,000 acres of conservation and park lands offer opportunities for a wide variety of outdoor activities from hunting and fishing to picnicking, nature study, and hiking. Traditional activities like participating in organized sports leagues and visiting playgrounds are accommodated close to home. Community organizations provide parks and recreation facilities in many communities, relieving the local municipality of the need to provide these facilities.

Challenges:

Although Perry County has many pieces of a comprehensive park system, key components are missing and there are significant challenges associated with providing close to home parks and recreation lands to serve residents. Consider the following:

- The County does not have a formalized county park system nor is a parks department recommended for Perry County. The county should promote cooperation and partnerships to advance recreation locally and provide technical assistance for park funding and ordinance provisions that enhance recreation opportunities.
- There are 11 municipalities without a park. Parks and recreation opportunities are essential elements of a high quality of life. Providing recreation opportunities for individual leisure pursuits, family gatherings, community celebrations, competitive sports, and playground programs are important aspects of creating and maintaining a sense of community and providing fitness and wellness benefits to citizens. Each borough should have a community park.
- Municipalities have limited financial resources for parkland acquisition, including matching funds for acquisition grants. Personnel resources for maintenance of parkland are equally challenged.
- Only two municipalities (need additional outreach to define number) in Perry County have mandatory dedication ordinances that provide for dedication of parkland from developers.
- Key recreation facilities are missing from the offerings in the county to include a park or nature center developed for environmental education, long distance recreation trails, indoor recreation facilities with gymnasium, and special use facilities such as skate parks.
- The boroughs have long provided the majority of parkland and recreation opportunities, serving as regional facilities. This informal regional approach to parks and recreation places excessive financial and personnel burden on these core providers.

Opportunities:

- The existing parks, school sites, and other public lands present opportunities to expand the offering of recreation facilities to county residents. Additional parkland has been

identified as a need, and opportunities exist to expand the parkland holdings through expansion of existing parks sites, partnerships with school districts, and collaborative efforts between municipalities and community organizations.

- Although Perry County has continued to have development during the recent downturn in the economy, it has not had the extensive development that has affected many other areas of the Commonwealth. This position provides opportunity for parkland acquisition and exploration of recreation opportunities that will provide broad recreation benefits to the citizens of the county.

Recreation and Tourism

Perry County offers unparalleled outdoor and nature based recreation opportunities. Scenic beauty and natural resources of Perry County lend themselves to a variety of enjoyable pursuits in the great outdoors. Hunting, fishing, hiking, biking, motorized sports vehicle use, swimming, boating, horseback riding, camping photography, wildlife watching, photography, picnicking, relaxation and rejuvenation through nature. These opportunities serve both the people who live here and those who visit here.

What is Recreation?

Recreation is the voluntary participation in any activity that contributes to the improvement of the general health and well-being of both the individual and society.

Recreation Systems

Recreation can take place in a variety of settings, both indoors and outdoors, provided by governmental, private, non-profit and/or commercial providers. For the purposes of this plan, the focus of recreation will be on outdoor recreation primarily at the County level and, secondarily, the potential for creating a countywide system of parks and recreation through partnerships with state recreation lands managers, school districts, municipalities and others throughout the county. Planning for municipal recreation systems individually needs to happen at the local and regional levels of government, potentially with the assistance of Perry County. The concept of providing "close-to-home recreation" through an innovative approach in tune with the resources of Perry County will be explored in the plan.

Just as recreation is important for the people who live here, it is important to those who visit the area. As a tool for economic development, tourism is a primary consideration in recreation planning in Perry County. For example, in 2008 visitors to the heritage areas of Pennsylvania generated $1.6 billion in direct and indirect sales. These sales were enough to support more than 31,500 jobs, which paid nearly $600 million in wages and salaries.

The total direct and indirect value-added to the community from the heritage tourism related activity, in the form of personal income to workers, profits and rents to businesses, and indirect

business taxes paid to government, was estimated to be $934 million in 2008[6]. While all areas of Pennsylvania vary in terms of resources and visitation, this study illustrates the potential for Perry County to benefit economically from tourism

Outdoor Recreation Trends

Monitoring outdoor recreation participation is an important aspect of recreation planning. Understanding what citizens are interested and participating in enables decision-makers to direct resources to the kinds of services and facilities that best serve the public. According to the Outdoor Foundation, participation in outdoor recreation is shifting with the changing economy, shifting demographics and evolving interests. One important finding of this most recent study was that while physical inactivity among youth continues to be an issue, this trend has decreased from the alarming rate of recent years. Important findings of this study are shown in **Table 1-11**.

TABLE 1-11
OUTDOOR RECREATION PARTICIPATION IN 2008

Outdoor Recreation Participation in 2008[7]	
Factor	**Trend**
Participation in Outdoor Recreation	49% of Americans ages six and older participated in outdoor recreation.
Most significant increases in outdoor recreation participation by activity over 2007	• Mountain Biking (10%) • Trail Running (15%) • Hiking (9%) • Camping (7%)
Most significant decrease in outdoor recreation participation	• Outdoor recreation participation by youth dropped by 6% over 2007 for a combined decrease of nearly 17 percent from 2005 through 2007.
Female Participation	Indoor fitness activities were most popular among women ages 21 to 25 and older.
Male Participation	Outdoor recreation activities were more popular than indoor fitness and team sports among all age groups up to age 66.
Overscheduled Youth	Youth ages 6 to 16 cited the lack of time as the chief reason they do not get outside more often. It appears that their time is overscheduled with structured activities.
Lack of Interest and Experience among Youth	For kids ages 6 to 17 that don't participate in outdoor activities, the chief barrier is a lack of interest — an ambivalence to the outdoors that is likely the result of a lack of outdoor experience and a surplus of competing priorities.
Family Influence on Outdoor Recreation Participation	Most youth are introduced to outdoor activities by parents, friends, family and relatives.
Outdoor Participation Varies by Ethnicity	Participation in outdoor activities is higher among

[6] Veverka, John. (2009) **Heritage Tourism Economic Impact Study**. Harrisburg: Pennsylvania Department of Conservation and Natural Resources.
[7] Outdoor Foundation (2009). **Outdoor Recreation Participation in America**. Outdoor Foundation: Boulder, CO. p 5.

Outdoor Recreation Participation in 2008[7]	
Factor	**Trend**
	Caucasians than any other ethnicity and lowest among African Americans in nearly all age groups. Hispanic participants and non-participants alike cite a lack of access to nearby places to participate in outdoor activities as a barrier to participation more often than other ethnicities.

Recreation as Public Health

The Center for Disease Control has stated that public park and recreation departments have a primary role in addressing this issue. They can provide attractive and safe places for people to walk, hike, bike, and enjoy other active pursuits.

Obesity and the lack of physical activity in the United States is at an all-time high.[8] According to the United States Surgeon General, physical inactivity among Americans is the number one public health issue.[9] A study released in July 2009 showed that obese Americans cost the country about $147 billion in weight-related medical bills in 2008, double what it was a decade ago. It now accounts for about 9.1% of medical spending. If Americans continue to pack on pounds, obesity will cost the USA about $344 billion in medical-related expenses by 2018, eating up about 21% of health-care spending, according to the first analysis to estimate the future medical costs of excess weight[10].

Despite the recognition that public recreation helps people to lead active healthy lifestyles, the demand for facilities is outpacing availability and the resources to develop and manage new ones. There is an ever-present danger that recreation opportunities for the public in the future may succumb to a large demand and/or tight budget constraints.

It will become increasingly important to find creative ways of bringing recreation opportunities and facilitating healthy active lifestyles of the citizens in the future.

Pennsylvania Recreation Plan 2009-2014

The PADCNR conducted a strong public participation process as the foundation for the *Pennsylvania Recreation Plan*. This included a statewide survey and focus groups held regionally throughout the Commonwealth. The findings apply to the *Perry County Recreation, Parks, Greenways, and Open Space Plan*. **Table 1-12** presents the recreation participation rates by the PADCNR planning region in which Perry County falls. **Note:** When the results for Perry County are available, these results may change to some degree.

[8] U.S. Center for Disease Control. (1999). CDC's Guidelines for School and Community Programs Promoting Lifelong Physical Activity. <Http://www.cdc.gov/nccdphp/dash/phactag.htm>.
[9] Surgeon General. (1996). Physical Activity and Health. Atlanta, GA: U.S. Public Health Service, National Center for Chronic Disease Prevention and Health Promotion. <Http://www.cdc.gov/nccdphp/sgr/npai.htm>.
[10] Hellmich, Nancy. USA Today. Rising Obesity will Cost U.S. health care $344 billion a year. November 9, 2009.

TABLE 1-12
HOUSEHOLD PARTICIPATION RATES
PERRY COUNTY PLANNING REGION OF PADCNR 2009

Activity	Participation Rate (%)
Walking	64%
Picnicking	44
Swimming	41
Driving for Pleasure	39
Wildlife Viewing	37
Visiting Historic Sites	36
Camping	31
Bicycling	29
Fishing	28
Hiking and Backpacking	26
Playground Use	26
Dog Walking	26
Hunting	24
Night Sky Viewing	24
Sledding/ Tubing	22
Birding/Birdwatching	21
Rifle/handgun shooting	20
Jogging	19
Nature Study	19
Golf	17
ATV Riding	15
Horseshoes	13
Basketball	13
Power Boating	12
Tubing	11
Skateboarding/Rollerblading	11
Archery	11
Baseball	11
Football	11
Volleyball	11
Downhill Skiing/Snowboarding	10
Fish Viewing	10
Horseback riding	9
Canoeing	9
Soccer	9
Four-Wheel Driving	8
Tennis	8
Softball	8
Mountain Biking	7
Kayaking	7
Ice Skating/Hockey	7
Rock Climbing	6
Water Skiing	5
Off-Road Motorcycling	4

Activity	Participation Rate (%)
Rowing	4
Jet Skiing	3
Other Non-Motorized Boating	3
Cross Country Skiing	3
Snowmobiling	3
Ice Fishing	3
Handball/Racquetball	3
Geocaching	3
Disc Golf	2
Sailing	1
Snowshoeing	1
Skydiving/Hang Gliding	1

Facility Preference for Improvement and Increase

The top ten facilities that households believe need to be improved include:

- Bike Lanes (56%)
- Skateboard/rollerblade areas (49%)
- Bicycle Paths (46%)
- Dog Parks (45%)
- Nature Inns/Lodges (44%)
- Rental Cabins (43%)
- Off-Road Motorcycling Trails (41%)
- Rifle/Handgun Range (41%)
- Scenic Drives/Byways (38%)

The top facilities in the state survey that households cited for increase include the following:

- Bike Lanes (68%)
- Dog Parks (64%)
- Skateboard/Rollerblade Areas (62%)
- Rifle/Handgun Ranges (57%)
- Nature Inns/Lodges (57%)
- Rental Cabins (57%)
- Wildlife Viewing Areas (55%)
- Ice Rink (52%)
- Archery Ranges (52%)
- Natural or Wild Areas (49%)

Program Interests - The respondents from the Perry County region were the least interested in recreational programs than any other region in the State. The top three program areas in which they were most interested were Fitness, Senior Programs and Environmental Education.

Recreation in Perry County

Nature Based Recreation - Perry County has vast outdoor recreation resources. The inventory of parks and recreation facilities show about 67,000 acres of state parks, forests and game lands. To put the vast recreational resources in perspective,

Recreation opportunities available in the state parks and game lands include: hunting, fishing, trapping, boating, snowmobiling, cross country skiing, snowshoeing, wildlife watching, photography, nature study, environmental education, relaxation and refreshment, experiencing tranquility, off-road vehicle riding, horseback riding, picnicking, swimming, social gatherings, camping, and scenic enjoyment. Perry County does not own any parks or recreation facilities.

Indoor Recreation Opportunities - There is no YMCA in Perry County. The Lion's Den in Juniata County draws people from Perry County. Residents travel to the Harrisburg area for ice skating and indoor sports leagues. Senior citizens can take advantage of the senior centers operated by the Area Agency on Aging including:

- Duncannon Senior Citizens Center
- Blain Senior Citizens Center
- Millerstown Senior Citizens Center

PA EXTREME, formed in May of 2006, is a competitive all-star cheer leading program located at 407 Juniata Parkway in the Millerstown area.

Recreation Services - Nearly half of all recreation experiences in Pennsylvania take place in municipal parks. In rural communities, in which recreation programs and services are available, they are usually provided by numerous volunteer, school and faith based institutions. Activities are typically focused on youth, sports, summer recreation and community festivals. Little coordination is achieved because the efforts are rooted in volunteerism and there is no single entity responsible for overseeing community recreation overall. The parks and recreation inventory of close-to-home parks and recreation facilities found 29 municipal parks ranging in size from 0.32 acres to 265 acres totaling 567 acres. Most of the parks are five acres. The four school districts have 10 sites that totaling 364 acres. Together these areas along with the indoor school facilities serve as local parks and recreation facilities. The school districts are a hub of community recreation.

State Park Programs and Services - In addition to the outdoor recreation opportunities, Little Buffalo State Park offers a host of events, activities and programs. These include holiday events at Christmas and Halloween, a summer camp, and environmental education programs. The park is very family oriented. The activities and facilities such as the spray park offer grandparents, parents and children the opportunity to spend valuable time together.

Municipal Services - Since the municipalities of Perry County have an average population of about 1,500 citizens, the communities operate with small staffs and budgets. Consequently they offer a basic level of services that does not include recreation. Organized recreation services in Perry County are the result of many people and organizations pitching in, volunteering their time and seeking creating methods of financing. Organizations such as the Kiwanis, Lions Club, and Fire Companies offer special events and community fairs and festivals. While many events occur throughout Perry County, the Perry County Chamber of Commerce reports that no central source regarding the listing and schedule of these activities is in place. The Chamber is launching an initiative in 2010 to create a single "go-to" source that would serve as a clearinghouse where people could find out about community events, festivals and fairs.

Community Based Recreation Organizations

Pools and Parks - As described in the park inventory, three public swimming pools are operated by quasi-public organizations. The pools provide recreational swimming, instructional swimming, aquatics fitness, and special events.

- Bloomfield-Centre-Carroll Swimming Pool Association
- Blain Area Park
- Millerstown Recreation Committee

Community Centers - Carroll Township operates a community center that features evening programs such as yoga, Pilates and aerobics classes.

4-H- The Perry County Cooperative Extension Service sponsors an extensive 4-H program in Perry County with about 900 members, including 60 adult leaders and 30 teen leaders. 4-H is a development program designed to enable youth to reach their fullest potential as capable, competent, caring, and contributing citizens. Youth ages 8 through 18 participate in a variety of educational, social and recreational activities in the area of agriculture, family and consumer science, and science and technology.

Service Organizations - The Lions Club is a major supporter of recreation endeavors. Lions Clubs in Perry County are based in Blain, Duncannon, Millerstown, Landisburg, Ickesburg, Liverpool, Marysville, Shermans Dale,

The Watts-Buffalo Community Center is a not-for-profit corporation that provides, plans, promotes, and conducts various civic projects and programs in the interest of the health, education, recreation, and social welfare of the citizens of Watts Township and the Borough of New Buffalo and surrounding towns, cities, townships, and boroughs.

Community Sports - Sports leagues operating in Perry County include:

- Shermans Dale Youth Baseball Association
- Shermans Dale Girls Softball Association

- Perry County Youth Baseball Association
- Greenwood Youth Baseball Association
- Loysville Youth Baseball Association
- Greenwood Newport Midget Football Association
- Susquenita Area Youth Soccer

Scouts - Boy Scout and Girl Scout troops are distributed throughout Perry County. They offer not only recreational activity but also opportunities for community service that often support parks, recreation and trail initiatives.

Perry County Day Camp - The Perry County Day Camp is held at Little Buffalo State Park every summer for two weeks after the fourth of July. It is operated in conjunction with the State Park and the County Extension Service.

School District Overview

Four school districts serve Perry County including West Perry, Susquenita, Newport and Greenwood. While each school district is unique in Perry County, preliminary indications show that they have several things in common.

- They all serve as the hub of community recreation.
- They are the major provider of recreation facilities.
- They devote staff time to recreation in the community.
- Partnerships are great interest to all of the districts.

The Pennsylvania Advocates for Nutrition and Activity

The Pennsylvania Advocates for Nutrition and Activity (PANA) was originally formed to facilitate the implementation of Pennsylvania's Nutrition and Physical Activity Plan to Prevent Obesity and Related Chronic Diseases. PANA works with partners in communities to make it easier to be healthy in the places we live, learn, work and play by changing environments to support healthier eating and physical activity options. PANA operates throughout Pennsylvania's in partnership with the school districts.

Commercial Recreation Providers

Perry County Recreation Association is an outdoor recreation membership based organization. The Association owns an 80-acre site with campgrounds, swimming pool, picnic facilities and other outdoor recreation amenities. A variety of recreational activities are available to the members.

Blue Mountain Outfitters, located in Marysville on the Susquehanna River, provides canoe and kayak equipment, instructions and trips.

Campgrounds in Perry County include Green Valley Campgrounds, Pittman's Riverside Campground and Paradise Stream Family Campground.

Tourism

Perry County is part of the Harrisburg Hershey Regional Visitors Bureau. The Perry County Chamber of Commerce is a very active participant in tourism efforts. The Route 15 ByWay of the Arts is one of Pennsylvania's seven Artisan Trails. It showcases the artistic offerings and studios of artists in Perry County and serves as an important tourism draw. It is funded in part by Pennsylvania's Department of Community and Economic Development and aided by the partnership of the Pennsylvania Council on the Arts and the regional visitor's bureaus, these trails use rural roadways as driving routes to guide visitors on artistic adventures with Pennsylvania's scenic countryside serving as a beautiful backdrop along the way.

The state parks, forests and game lands attract outdoor recreation visitors who come to hunt, fish, and boat.

The number of tourists or their economic impact is not available.

Recreation Analysis – Conclusions, Strengths, Weaknesses, and Opportunities

Outdoor recreation is a hallmark of Perry County. With its scenic mountains, forests, rivers, and streams, Perry County personifies the great outdoors. Hunting, fishing, hiking, boating, nature study, and other outdoor recreation pursuits are readily available here. Outdoor recreation is important for the quality of life and an essential factor in the county's economy.
Strengths:

- Perry County residents highly value the outdoor recreation opportunities in Perry County. Perry County is virtually a "Big Back Yard" in which the 43,000 residents can enjoy hunting, fishing, hiking, road and mountain biking, trail running, camping, picnicking, boating, wildlife watching, enjoying nature, cycling, and winter sports.
- The Commonwealth of Pennsylvania owns and operates state parks, forests, gamelands and fish & boat sites that afford the citizens a range of recreation opportunities. Although Perry County does not have a county park, Little Buffalo State Park actually fills the dual role of a state and county park through the many recreational programs and service offered there.
- Committed citizens and organizations have stepped forward to provide recreation opportunities and facilities throughout the county. Their efforts have resulted in a host of recreation opportunities ranging from scouting and youth sports to actual facility development including swimming pools and ballfields.
- The citizens enjoy the quality of life that the natural scenic beauty and resources bring to Perry County. Residents appear to be content with the tradeoff having to travel out of the County for specialized recreational opportunities such as skating, indoor recreation

facilities, indoor sports facilities, and cultural events in return for living in a peaceful agrarian environment.

Challenges:

- Perry County does not have a parks and recreation department. Based upon Perry County's limited financial and human resources, exploring ways of providing parks and recreation through collaboration, partnerships and public/private ventures will be important.
- The municipalities are small in population and have limited staff and budget. No municipality has sufficient size and resources to offer organized programs and services. The municipalities support and work with community recreation providers to the extent possible. Since the County is primarily rural, municipal recreation is a challenge. The School Districts have the potential to be organizing entities for recreational services at the local level. Close-to-home recreation opportunities are important. Interviews and work sessions revealed that there is a need for close-to-home recreation including facilities and programs.
- Recreation providers operate completely independently. Services, events and activities are fragmented. There is nowhere to go to obtain information about what is available. Word of mouth is the primary means of distributing information about recreational opportunities. Word of mouth is good but usually not enough to serve the community well. The lack of knowledge about the availability of recreation opportunities is a major reason that people do not participate in recreation activities. Collaboration could also help to package individual recreation components in a manner that would create a "critical mass" of recreation.
- Divergent viewpoints exist regarding recreation. Some individuals feel that there are not enough recreational opportunities in Perry County, especially for children. Others feel that retaining a relatively low level of services is important in retaining the rural way of life here. People live here because it is scenic and rural – not because there is a high level of service more customary in metropolitan areas.

Opportunities:

- The recent PADCNR recreation survey will help in the formulation of strategies to improve recreational opportunities for Perry County. According to the results, the citizens are interested in improvement that would enable them to safely cycle, take their dogs to a park, skateboard, target shoot, enjoy the state parks in overnight stays, and places to enjoy nature. A notable finding was that 52 percent of the respondents expressed the desire to see an increase in ice skating rinks. This parallels a similar finding of the public participation process. Residents drive outside the County to use ice skating rinks.
- The nature based recreation opportunities in Perry County could be "branded" as unique to in a way that would raise recognition and awareness of the County as a special place in which to live, work or visit. Using recreation opportunities and Perry County's great

outdoors to promote quality of life as part of the county's economic development planning would foster both goals: recreation and economic development.

- While recreation is vital for people of all ages, it is particularly important for children and youth. Creating opportunities for adults will help to attract business and retaining young people in the community. Family-oriented recreation is also lacking in the area. Creating ways for families to connect through shared recreational experiences will help to strengthen strong family bonds, the foundation of our society.
- The School Districts and the municipalities need assistance in planning and developing close-to-home parks and recreation systems. The school districts could become partners in a countywide effort. The School Districts with their service area configurations make logical organizational units for potential multi-municipal partnerships in recreation.
- The climate of Perry County warrants exploration of how to provide indoor recreation opportunities. While some residents choose to use the Lion's Den in Juniata County or to drive to the Harrisburg area to use specialized indoor recreation facilities, it is important to consider how indoor recreation might be provided closer to home here. Use of school buildings is usually one effective means in rural communities.

Organization and Financing

Providing parks and recreation in rural areas is a challenge. Equally challenging is planning the conservation of open space in an area that is blessed with scenic beauty, forests, farmland, and waterways. As pressure increases in two areas, land conservation and the demand for more parks and recreation opportunities, Perry County and its municipalities are facing important issues of how to achieve the balance of open space preservation with the provision of access to parks, recreation and trails for public enjoyment.

Perry County is at an important point in its history. The present economic downturn has somewhat taken the pressure off the escalating development in Perry County. Using this respite to develop strategies for land conservation and resource protection will benefit Perry County far into the future. Recreation on the other hand, moves ahead with increasing participation in community sports, expanding tourism initiatives and a health care crisis that is establishing recreation as a primary tool in improving public health. By addressing the management of conservation and recreation in a strategic fashion, Perry County can foster a balanced countywide system of conservation, recreation and tourism that will forever protect and enhance the way of life so treasured by the people who live, work, and visit here.

Success in Perry County

- Conservation of 63,000 acres of permanently protected recreation areas
- A national recreation trail
- Three State Parks
- Five public swimming pools
- Rt15 Byway of the Arts
- Community based recreation organizations such as the Millerstown Recreation Committee.
- Three senior centers
- Susquehanna Water Gaps (National Natural Landmark)
- Two major rivers with established water trails
- The Hemlocks Natural Area
- The Box Huckleberry

Management of Open Space, Greenway, and Trail Planning

The Perry County Planning Commission is responsible for county planning. The Commission is charged with serving Perry County and its 30 communities with a professional planning program structured to recognize and support regional and local planning efforts and to manage growth in a coordinated orderly fashion while preserving the natural and cultural features and rural character which create the Perry County lifestyle. This is a very favorable position for open space planning. Since land acquisition is expensive and there is a great deal of undeveloped land in Perry County, most of the gains in land conservation will be achieved through land use planning, subdivision and land use ordinances, and public and private partnerships. The Perry County Planning Commission can assist the municipalities that wish to do so to develop conservation based ordinances. The Tri-County Planning Commission also provides planning assistance to Perry County and contracts with four municipalities in the County to provide their direct planning services.

Perry County can also plan and develop the main corridors of greenways and trails. With the three mega-greenways defined conceptually, the Planning Commission can continue to further define and establish them and where possible provide technical assistance to the municipalities in planning and developing the greenway ‘spokes” that can connect to the main county greenway spine. The county greenway and trail system would serve as the spine to which municipalities and conservation/trail organizations can connect regional and local linkages.
The County could also foster multi-municipal open space planning among the 30 small communities. Since the communities range in size from New Buffalo Borough with a population

of 123 to Carroll Township with 5,095 citizens, it makes sense for the municipalities to join forces in greenway, trail, recreation and conservation planning. The goal should be for the County to provide technical support, assistance in helping the municipalities pursue grants, and perhaps consideration of an open space conservation program sometime in the future when circumstances and opportunities warrant it. The County should not actually do the plans but rather serve in a technical support and "shepherding" role to encourage and support municipalities in working towards sound, practical achievable plans that will be implemented. The county's capacity to do this would depend upon staff time and expertise in open space planning and conservation-oriented ordinances. Determining how to integrate Tri-County Planning into this strategy offers additional potential for expanded support for open space and greenway planning.

Municipal Open Space Planning - The Perry Conservation District works closely with the Central Pennsylvania Conservancy, the area's local land trust, to assist Perry County property holders in preserving and protecting the natural resource values of their properties.

Central Pennsylvania Conservancy's mission is to conserve natural resources and open space for the benefit of current and future generations through the acquisition and protection of land in the Central Pennsylvania region. The primary focus of their efforts is in Perry, Dauphin, and Cumberland Counties, but some projects have been undertaken as far away as Huntingdon and Mifflin Counties.

The Conservation District and the Central Pennsylvania Conservancy have collaborated on projects of major significance such as the Southern Perry County Conservation Plan. Central Pennsylvania Conservancy forged the Partnership to Protect Waggoner's Gap. Waggoner's Gap is one of the last undeveloped gaps in the local region of the Kittatinny Ridge. The Kittatinny Ridge Project is a collaborative effort of local, regional, and state organizations and agencies to focus public attention on the importance of Blue Mountain and the Kittatinny Ridge; and to help foster good stewardship of the Ridge for future generations. It was started in 2001. It is through these efforts that Waggoner's Gap became a priority project. This acquisition will preserve 106 acres which are located between the PA Audubon's Hawk Viewing Area and the Reineman Wildlife Sanctuary.

The Susquehanna Water Gap Coalition, formed January 2007, has set a goal to protect the natural, scenic, and cultural resources of the Susquehanna Water Gaps' ridges, valley lands, and river islands. Coalition members will do this individually and collectively through education, publicity, meeting with decision makers, land-planning workshops, or the use of the legal system.

Countywide Parks and Recreation Planning, Management and Operations

Parks and recreation in Perry County is configured as discrete independent operations at the state, county, regional, and municipal levels of government.

Commonwealth of Pennsylvania - State lands and agencies offer the opportunity for partnerships in outdoor recreation and environmental education. With over 63,000 acres of state outdoor recreation lands, these sites offer the potential for Perry County to partner in the creation of areas for use as county parks. Little Buffalo State Park appears to operate as a hybrid of a state, county and regional park. The potential for this is rooted in the commonwealth's goal of establishing partnerships between state facilities and the communities in which they are located. The Commonwealth has begun a series of conservation initiatives across the state to harness a unified group of private citizens, business, non-profit organizations and public officials working to protect, preserve and enhance important conservation areas and open space. While Perry County is not part of these initiatives, it may be possible to capture some of the success stories to apply here in forming a strong coalition of state, county, local and private conservation partners working in common towards toward implementation of this plan.

- State Parks – Three state parks are located in Perry County including Little Buffalo, Big Spring and Fowler Hollow.

- State Gamelands – The Commonwealth operates 17,378 acres of game lands in two locations. Game lands provide opportunities for hunting and during off-season for hiking.

- State Forests – The Commonwealth manages 41,460 acres of the Tuscarora State Forest in Western Perry County.

- Pennsylvania Department of Conservation and Natural Resources – PADCNR offers grant funding for planning, land acquisition, recreation facility and trail development. A variety of grant programs provide support for municipalities, counties and private non-profit organizations such as land trusts for parks, recreation, greenways, trails and resource conservation. An example of this funding is support for this park, recreation and open space plan. PADCNR could potentially fund other projects and provide technical assistance in these areas.

Perry County - Perry County does not have any parks but could take the lead in establishing a countywide green way and trail system.

Regional Recreation

Blain Borough - Blain Borough has begun to reach out to surrounding communities to discuss collaborating on a park that could serve more than one community.

Municipal Recreation - While none of the municipalities has a parks and recreation system, 19 have public parks. Three municipalities have parks and recreation boards including Carroll Township, Penn Township, and Wheatfield Township. In some communities without parks and recreation boards, citizens have formed committees to provide recreation and park opportunities and facilities including the Millerstown Recreation Committee, Bloomfield-Centre-Carroll Swimming Pool Association, and the Blain Area Park.

School Districts - School districts in rural areas often serve as the primary recreation provider for communities. The four school districts in Perry County all provide for the community use of ball fields, game courts and gymnasiums.

Financing: Investment in Parks and Recreation

Parks and recreation operations in Perry County are largely supported through volunteer efforts, and limited municipal investment. The average per capita investment for municipalities in Pennsylvania is about $32 according to the Pennsylvania Budget and Salary Survey (most recent figures available). According to the Center for Rural Pennsylvania the average annual per capita municipal investment in parks and recreation for rural municipalities with less than 2,500 citizens is $5.95 adjusted for 2009 dollars. For municipalities between 2,500 and 5,000 residents that rate is $7.18. Regional parks and recreation coalitions have been able to pool their limited resources and yield a higher level of parks and recreational opportunities than any one jurisdiction could provide independently.

Conclusions on Operations and Financing

Perry County plays the lead role in planning. Parks and recreation operations in Perry County are typical of small, rural counties. Nevertheless, Perry County has fine examples of going full steam ahead in parks, recreation, and conservation through volunteers, grants and private fundraising. Open space planning in Perry County will become an increasingly important function of county government as development pressures take hold when the economy rebounds. There is no funding program or funds in the budget for open space conservation in Perry County.

Challenges and Opportunities:

- No municipality has a parks, recreation and open space plan. Parks and recreation efforts are mainly in response to pressing community needs and are typically undertaken by volunteers.

- Perry County does not intend to establish a county parks and recreation department at this time.

- State game and park lands and forests operate independently yet offer the potential for partnerships in recreation and conservation. Little Buffalo State park already provides programs and facilities similar to county parks elsewhere. It is integral to public recreation in Perry County.
- The municipalities are too small in terms of population and resources to provide organized recreational opportunities and services. They have limited capacity to plan, acquire, develop, and maintain public parks independently. The parks that are in place were largely unplanned and established in response to pressing public need. Road crews provide maintenance. (Note: This point needs further discussion and verification)

- The schools serve as community hubs. School districts can play a vital role in community recreation and serve as the organizing entity for multiple municipalities within their service area. (Note: This will be expanded upon after school district work sessions)

- Parks and recreation services are fragmented. The County could take a leadership role in bringing key stakeholders together for the purpose of exploring collaboration in parks, recreation and open space planning, operations and management.

- Financial and human resources available for open space, parks recreation, and trails are very limited in Perry County. Private fundraising efforts, grants, gifts and bequests have contributed to important recreation initiatives such as parkland acquisition and swimming pool rehabilitation. Major cost items such a future pool rehabilitation, parkland acquisition and facility development will require substantial investment.

Recommendations

Factors that contributed to successful parks and recreation in small rural communities in Pennsylvania were identified in a research project conducted by Penn State University and reported in the PADCNR publication *Keys to Success Stories in Community Recreation Initiatives*. The keys to success that were identified include the following elements:

- A well-planned strategic vision, clear understanding of existing services and a partnership with leaders of the organizations providing services in place.

- Regional perspective and intergovernmental cooperation.

- Community needs assessment: Citizen input and building awareness.

- Effective civic leaders and “everyday volunteers”.

- Soliciting dollars and leveraging resources.

- Support of recreation through a combination of free (tax supported) and fee-based recreation programming and facilities.

- Effective budget management.

These factors provide solid direction for the further exploration of recommendations and strategies regarding operation and financing of parks recreation greenways and trails in Perry County. This section will be undertaken in the next phase of the planning process.

PERRY COUNTY GREENWAYS, PARKS, RECREATION, AND OPEN SPACE PLAN

FOUNDATION MAP 1 EXISTING RECREATIONAL ASSETS

LOCATION MAP

PENNSYLVANIA

PERRY COUNTY

0 10 20 40 60 80 Miles

LEGEND

Perry County & Municipal Boundaries
Abandoned Railroad
State Forests
State Road
Water Body
Trail
State Gamelands
Historic Districts

Boat Launch

BL1-Liverpool Access	BL2-Montgomery's Ferry	BL3-Clemson Island

Campgrounds

CG1-Pittmans	CG5-River Front	CG9-Horse Valley
CG2-Green Valley	CG6-Lupfers Grove	CG10-Ctr for Spirit. Form.
CG3-Dresslers	CB7-Free Spirit Rec. Ctr.	CB11-Hidden Val. Boy Sc.
CG4-Ferry Boat	CB8-Paradise Stream	CB13-Rices

Covered Bridges

CB1-Books	CB6-Clays	CB11-New Germantown
CB2-Delville	CB7-Enslows	CB12-Red
CB3-Waggoners	CB8-Fleishers	CB13-Rices
CB4-Adairs	CB9-Kochenderfers	CB14-Saville
CB5-Bistlines	CB10-Mount Pleasant	

Historic Sites

HS1-Canal Lock 1	HS5-Fetter House	BL9-Blue Ball Tavern
HS2-Drumgolds	HS6-Green Park Road	HS10-Ludolph Church
HS3-Girty's Notch	HS7-Anspach House	HS11-PC Heritage Assoc.
HS4-Red Bridge	HS8-Canal Lock 2	BL12-Perry Historians

Mountain Gaps (MG) and Water Gaps (WG)

MG1-Mitchell	MG10-Unamed	MG19-The Narrows
MG2-Little	MG11-Crane's	WG1-Upper Juniata
MG3-Winns	MG12-Sterrett's	WG2-Lower Juniata
MG4-2nd Narrows	MG13-Myer's	WG3-Unnamed
MG5-1st Narrows	MG14-Dean's	WG4-Unnamed
MG6-Doubling	MG15-Unamed	WG5-Unnamed
MG7-Berry's	MG16-Miller's	WG6-Unnamed
MG8-McClure's	MG17-Lamb's	WG7-Unnamed
MG9-Long's	MG18-Unamed	WG8-Unnamed

Municipal Parks

MP1-Ickesburg Lions Club (Rt 17)	MP14-Oliver Township
MP2-Ickesburg Lions Club (Rt 74)	MP15-Watts Buffalo Community
MP3-Newport Veterans Memorial	MP16-Bloomfield Lions Club
MP4-Millerstown Community	MP17-Wagner Community
MP5-Duncannon Centennial Field	MP18-Bloomfield Borough Playground
MP6-Noye	MP19-Penn Township
MP7-Midget Field	MP20-Loysville Community
MP8-Liverpool Borough	MP21-Mark E. Henry Memorial
MP9-Heritage Park River Access	MP22-Blain Area
MP10-Howe Township	MP23-Toboyne Sportsman
MP11-Marysville Lions	MP24-Carroll Township (Burn Hill)
MP12-Jim Weaver Nature	MP25-Perry Cty. Recreation Assoc.
MP13-Rye Township Community	

Scenic Overlooks

SO1-SR 074 Scenic Overlook
SO2-Hemlock Road Vista
SO3-Susquehanna Water Gap
SO4-Hawk Mountain Bird Watch

Public Schools

PS1-West Perry HS/MS
PS2-West Perry Elementary
PS3-Blain Elementary
PS4-Newport School District
PS5-Susquenita HS/MS
PS6-Susquenita Elementary
PS7-Carroll Elementary
PS8-Greenwood Elementary
PS9-Greenwood HS/MS

SCALE

0 2 4 8

Miles

1 inch equals 5.22 miles

N W E S

RETTEW
We answer to you.
5031 Richard Lane
Suite #111
Mechanicsburg, Pa. 17055
Office: 717.697.3551 x3326
Fax: 717.697.6953

ysm
19 South Newberry Street
York, PA 17401
phone (717) 812-9959
fax (717) 812-9769

Toole Recreation Planning
6081 Honey Hollow Road
Doylestown, PA 18901
215-794-8939

PERRY COUNTY PENNSYLVANIA

TRI-COUNTY REGIONAL PLANNING COMMISSION
find us on the web @ www.tcrpc-pa.org

PERRY COUNTY CONSERVATION DISTRICT
PO Box 37
25 South Carlisle Street
New Bloomfield, PA 17068
website: www.perrycd.org

PREPARATION DATE: AUGUST 1, 2011
PREPARED BY: TRI-COUNTY REGIONAL PLANNING COMMISSION (TCRPC) & PERRY COUNTY CONSERVATION DISTRICT
SOURCE DATA: PENNDOT, CENSUS 2000, PERRY COUNTY GIS DEPT., PERRY COUNTY CONSERVATION DISTRICT, TCRPC, AND PHMC

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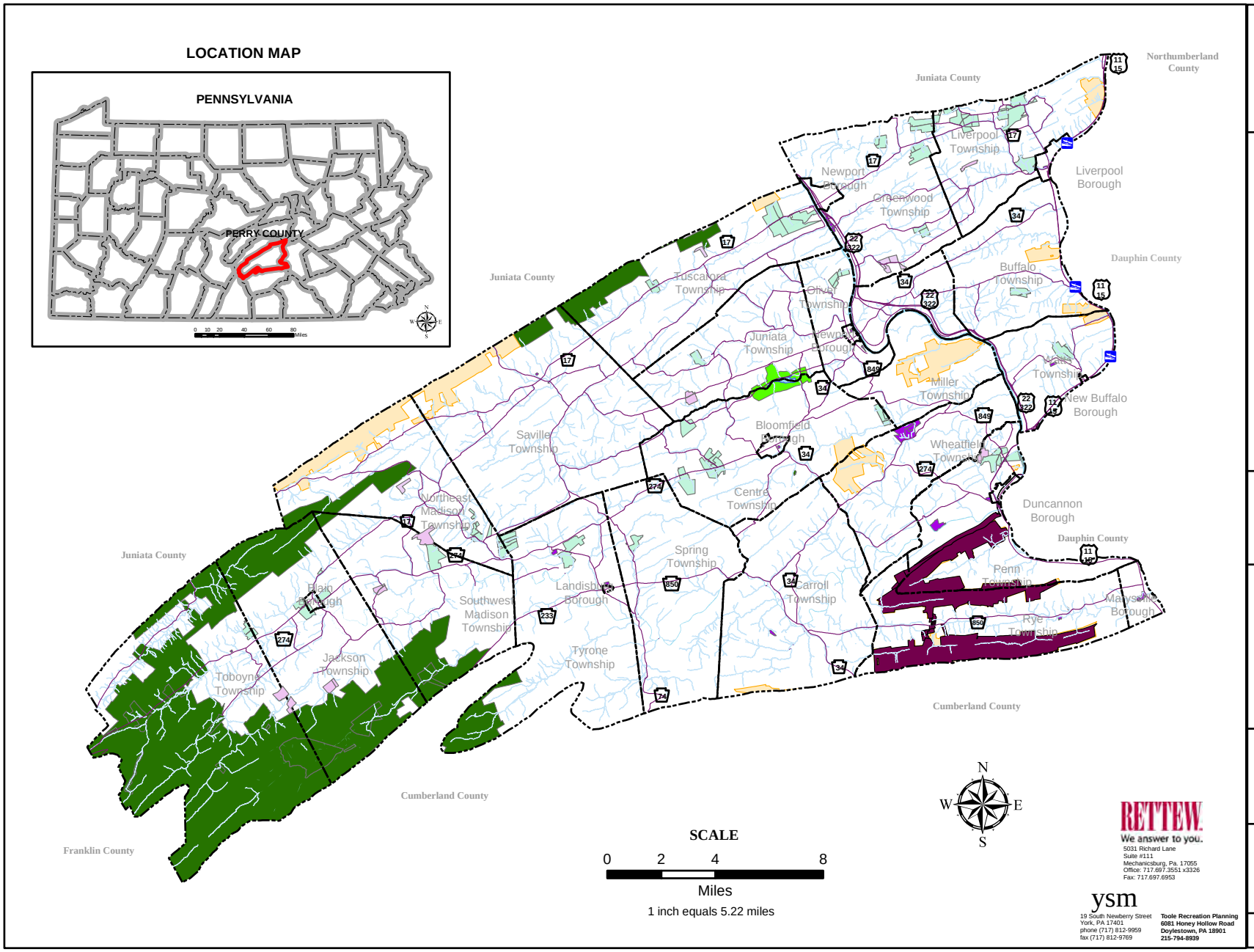
PERRY COUNTY GREENWAYS, PARKS, RECREATION, AND OPEN SPACE PLAN



FOUNDATION MAP 2 PROTECTED LANDS

LEGEND

- Perry County & Municipal Boundary Lines
- Perry County Agricultural Easement (Preserved Farmland)
- Perry County Conservation District Held Easement
- Pennsylvania State Gamelands
- Appalachian Trail (Federal Lands)
- Municipal Park Lands
- Pennsylvania State Forests
- Pennsylvania State Parks
- Pennsylvania Fish & Boat Commission Boat Launch
- State Road
- Water Body

PERRY COUNTY, PENNSYLVANIA

TRI-COUNTY REGIONAL PLANNING COMMISSION

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&

PERRY COUNTY PLANNING COMMISSION

112 Market Street
Harrisburg, PA 17101

or

PO Box 37
25 West Main Street
New Bloomfield, PA 17068

PERRY COUNTY CONSERVATION DISTRICT

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25 South Carlisle Street
New Bloomfield, PA 17068

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REITTEW
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Office: 717.697.3551 x3326
Fax: 717.697.6953

ysm
19 South Newberry Street
York, PA 17401
phone (717) 812-9959
fax (717) 812-9769

Toole Recreation Planning
6081 Honey Hollow Road
Doylestown, PA 18901
215-794-8939

PREPARED DATE: JUNE 21, 2011
PREPARED BY: TRI-COUNTY REGIONAL PLANNING COMMISSION (TCRPC) & PERRY COUNTY CONSERVATION DISTRICT (PCCD)
SOURCE DATA: PENNDOT, CENSUS 2000, PERRY COUNTY GIS DEPARTMENT, APPALACHIAN TRAIL CONSERVANCY, PENNSYLVANIA FISH & BOAT COMMISSION, PENNSYLVANIA GAME COMMISSION, PENNSYLVANIA DEPARTMENT OF CONSERVATION & NATURAL RESOURCES, PCCD, & TCRPC

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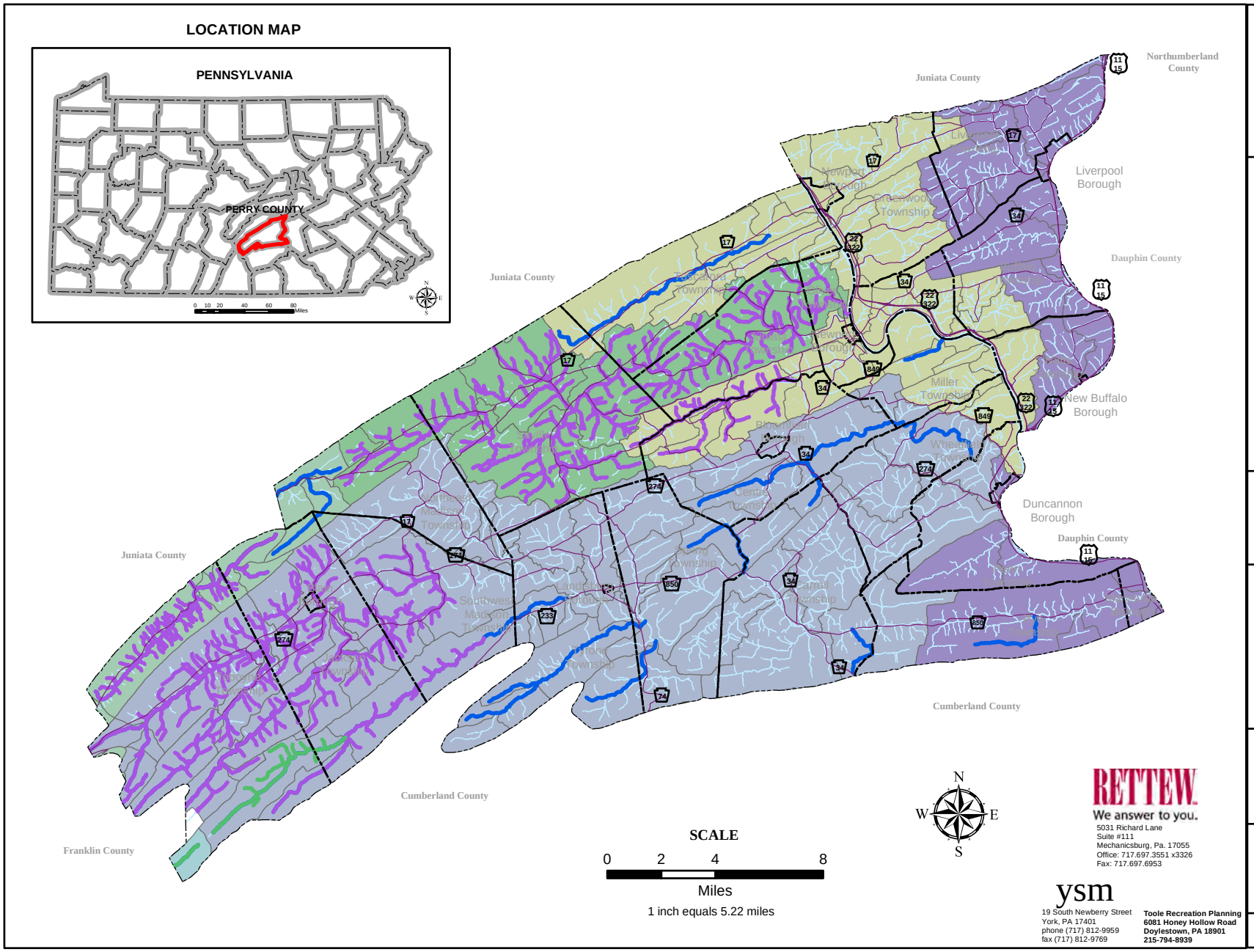

FOUNDATION MAP 3 WATERWAYS WATER QUALITY & WATERSHEDS

LEGEND

- Perry County & Municipal Boundary Lines
- Buffalo Creek Watershed
- Conodoguinit Creek Watershed
- Juniata River Watershed
- Shermans Creek Watershed
- Susquehanna River Watershed
- Tuscarora Creek
- EV
- HQ
- Class A Streams
- Wilderness Trout Streams
- Trout - Natural Reproduction
- Streams with TMDL
- State Road
- Water Body

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&

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ysm
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Perry County Greenways, Parks, Recreation, and Open Space Plan

The Plan

In 2020, the citizens in Perry County continue to enjoy a way of life rooted in our rural heritage. Open spaces continue to be conserved, and natural resources, agriculture, and recreation are integral to the fabric and character of the County and provide places of respite and beauty. Our natural, recreational, cultural, artistic, and historical assets offer enriching experiences, enjoyment, fun, health and economic benefits for people who live, work, and visit Perry County. Greenways and trails connect people to the land and water and provide corridors for wildlife, transportation and recreation. Residents and visitors are both aware of recreation opportunities and engaged in active healthy lifestyles in the great outdoors. Citizens are stewards of conservation and strong advocates for recreation and continuance of our rural way of life.

The Plan

Purpose of the Plan

Perry County prepared and adopted its first comprehensive plan in 1993, and recently updated that plan in 2007 to serve as a general policy guide for the physical development of the County. The Comprehensive Plan sets the direction for policies related to housing, transportation, community facilities and utilities, and land use, as well as natural resources among other things. Although the plan has a chapter dedicated to natural resources protection and addresses parks and recreation as a part of the community facilities plan element, the Perry County Commissioners recognize the need to develop a plan that specifically focuses on greenways, parks, recreation, and open space, due to the influence that these features have on community and environmental health, as well as their social and economic implications. The *Perry County Greenways, Parks, Recreation, and Open Space Plan* has been developed as a supplement to the Perry County Comprehensive Plan. It is meant to work in concert with the other elements of the County Comprehensive Plan and the Tri-County Regional Growth Management Plan to provide additional direction for the County over the next 10 to 15 years.

This planning effort is due in part to direction from the state. *Pennsylvania Greenways: An Action Plan for Creating Connections* was developed in 2001 and is designed to provide a coordinated and strategic approach to creating connections through the establishment of greenways in the Commonwealth. The plan identifies twelve strategies for implementation; one of those strategies is to promote the development of greenway plans by county and local governments as an integral part of their planning effort. *Pennsylvania Greenways* set a target date of 2007 for all 67 counties in the state to complete and adopt greenway plans. As of September 2010, 35 county greenway plans had been completed as stand-alone plans, or as part of a regional, multi-county initiative. Perry County and 28 other counties are in the process of completing greenway plans in support of this direction from the state.

Definitions

Several terms are used throughout this plan, and as such, it is important that these terms are defined at the forefront of the plan so that the people reading and implementing the plan clearly understand its purpose and intent. To maintain consistency with the PA Department of Conservation and Natural Resources (PADCNR), many of the definitions used in this plan have been adopted from terms presented in *Pennsylvania Greenways* or other PADCNR publications.

- *Green Infrastructure* – Green infrastructure is our nation's natural life support system – an interconnected network of waterways, wetlands, woodlands, wildlife habitats, and other natural areas; greenways, parks, and other conservation lands; working farms, ranches and forests; and wilderness and other open spaces that support native species, maintain natural ecological processes, sustain air and water resources and contribute to the health and quality of life for America's communities and people.[1] The term "green

[1] The Conservation Fund; USDA Forest Service www.Greeninfrastructure.net

infrastructure" is used in this plan to refer to greenways, parks, and open space collectively.

- *Greenways* – Greenways are linear corridors of public and private land that serve as the linkages between specifically identified natural resource-based or manmade features. They can be either land or water based and serve a variety of functions and benefits including recreation, transportation, community revitalization, economic development, natural resource conservation, environmental protection, wildlife habitat and migration and education. These corridors often follow old railways, canals, ridge tops, rivers and stream valleys, and roads, or streets.

- *Parks* – Parks are places; areas of land set aside for public use, maintained for the enjoyment and recreational use of people.

- *Recreation* – Recreation is an activity; the act of participating in experiences that result in achieving and maintaining the balance required for people to live life fully and to realize their full potential.

- *Open Space* – Open areas of land, whether protected or unprotected, public or private in nature, and undeveloped or actively used for farming, forestry, or other horticultural purposes. Open space can include stream valleys, forests and woodlands, wetlands, conservation lands, ridge tops, parks, and fields, among other pieces of the landscape.

Organization

Although this plan has been developed as a component of the Perry County Comprehensive Plan, its specificity warrants a discussion on its organization to provide ease of use and promote effectiveness in implementation.

The *Perry County Greenways, Parks, Recreation, and Open Space Plan* has been organized into three parts, the PLAN, the FOUNDATION, and the ACTION PLAN. The PLAN section encompasses this introduction; a profile of Perry County now, which includes an overview of physical characteristics of the county, pertinent demographic information, a summary of findings from the public outreach initiative, and the identification of community issues related to greenways parks, recreation, and open space. More importantly, the PLAN also provides the direction for the future of greenways, parks, recreation, and open space in Perry County. It contains the mission, vision, goals, and objectives, as well as specific recommendations that will guide the County over the next 10 to 15 years. The ACTION PLAN provides direction for county staff, local officials, and other public/private organizations to ensure successful implementation of the plan. The Action Plan details the top priority recommendations from the Plan and includes information that is pertinent to the task at hand, such as funding resources, key players, and a timeline for completion.

The Plan

The FOUNDATION is the other major component of the plan. Information contained in the FOUNDATION is organized by topical area and provides an analysis of existing resources and current conditions in the county. Each section concludes with an analysis of strengths, challenges, and opportunities as they pertain to the topic at hand. Information contained in the topical sections of the FOUNDATION provides the base upon which the plan is built.

The *Greenways, Parks, Recreation, and Open Space Plan* is meant to be handled. The Action Plan contained herein is designed to effectively communicate the intent of the recommendation and the steps required to implement it. During implementation, the action sheets can be handed out to key stakeholders to build support for the project and to delegate tasks to project partners. As the priority recommendations are implemented, it is recommended that the County review, update, and reprioritize the list of recommendations contained in the Plan, and subsequently develop a new Action Plan for the projects that are deemed most pertinent. This process is meant to aid the County in effectively following through with and completing the projects and actions set forth as part of this Plan.

Benefits of Greenways, Parks, Recreation, and Open Space

Greenways, parks, recreation, and open space provide numerous benefits, functions, and values that address environmental, social, and economic needs – the three foundations of a sustainable community. A green infrastructure system helps to protect, enhance, and restore the natural functions and services of an ecosystem. These "ecosystem services" include cleaning the air, filtering and cooling water, recycling nutrients, regulating climate, capturing and storing excess carbon in the atmosphere, reducing storm and flood damage, and maintaining groundwater aquifers. Socially, greenways, parks, recreation, and open space are appreciated by all county residents, rather than just those residents who enjoy recreating outdoors. Residents employed in farming and timbering rely on the county's soil properties and climate to grow crops and harvest trees; residents in the boroughs of the county rely on green infrastructure to provide clean drinking water, fresh air, and places to recreate. Greenways, parks, recreation, and open space also serve as economic drivers. The woodlands, waterways, and fields in the county produce marketable goods; greenways, trails, and watercourses that link cultural and historical resources provide an incubator for tourism development.

Benefits of greenways, parks, recreation, and open space include, but are not limited to the following:

Environmental Benefits

- Preserve natural resources and sensitive natural habitats including floodplains, steep slopes, wetlands, ridge tops, and woodlands.
- Recharge and protect the quality of ground and surface waters.
- Provide natural stormwater management services, including flood protection and reduction, erosion control, and pollution reduction.

- Reduce energy use and captures carbon dioxide, thus helping to counteract global climate change.
- Conserve native communities and provide habitat for plant and animal species of concern.
- Promote plant and animal species diversity.
- Provide corridors for wildlife migration.
- Improve air quality.
- Connect landscapes.
- Store and convey floodwaters.

Social Benefits / Community Health Benefits

- Cleanse the air we breathe and the water we drink.
- Promote outdoor recreation and exercise through activities such as walking, biking, horseback riding, and paddling, which contribute to an enhanced quality of life, and improved mental and physical health.
- Connect people to nature and bring people into contact with nature, providing important psychological benefits.
- Provide access to historic and cultural features in the community.
- Help to preserve the character of the landscape.
- Public community gathering places improve the connectedness and vitality of the community.
- Provide opportunities for non-motorized transportation through safe alternative transportation routes for bicyclists and pedestrians, reducing dependency on the automobile.
- Provide connections between parks, protected lands, and community destinations.
- Introduce and provide a venue for interpretive and environmental education.

Economic Benefits

- Increase property values.
- Increase economic activity and business development and expansion related to recreation, greenways, and trails.
- Conserve resources that support the economy including hunting, fishing, paddling and other forms of outdoor recreation; tourism; and rural land uses such as agriculture, forestry, and resource extraction.
- Create tourism destinations that will foster the growth of hospitality industry businesses and generate expenditures on food, services, and lodging.
- Reduce costs associated with engineered systems such as stormwater and wastewater systems.
- Stream buffers can reduce damage and financial losses from flood damages by reducing flooding.

Profile of Perry County Now

Overview of Physical Characteristics of Perry County

Perry County is located in Central Pennsylvania, northwest of the City of Harrisburg. Two prominent rivers flow through the County; the Susquehanna River forms much of the County's eastern boundary, and the Juniata River flows through the northeastern part of the county, joining the Susquehanna River in Penn Township, just north of Duncannon Borough. These two rivers, as well as the significant natural relief in the County have historically influenced development patterns. The southern border of the County follows Blue Mountain and the northern border follows Tuscarora Mountain and Lock Ridge. Several other mountains and ridges that are part of the Appalachian Mountain chain are located in the County between Blue Mountain and Tuscarora Mountain. The low population density is generally dispersed throughout the valleys and along the rivers' edges. The City of Harrisburg, a regional employment destination, transportation hub, and center for cultural activity has also affected development patterns in Perry County, as population densities in the townships tend to decrease as you travel away from the southeast corner of the County. Blue Mountain and the Susquehanna River have acted as physical barriers that have halted the spread of the higher densities and urban style development from Harrisburg, resulting in much of the County remaining rural in nature. In addition to their influences on human development patterns, these significant natural resources also create a habitat for diverse plant and animal life, provide valued open space, and lay the groundwork for a network of greenways and trails.

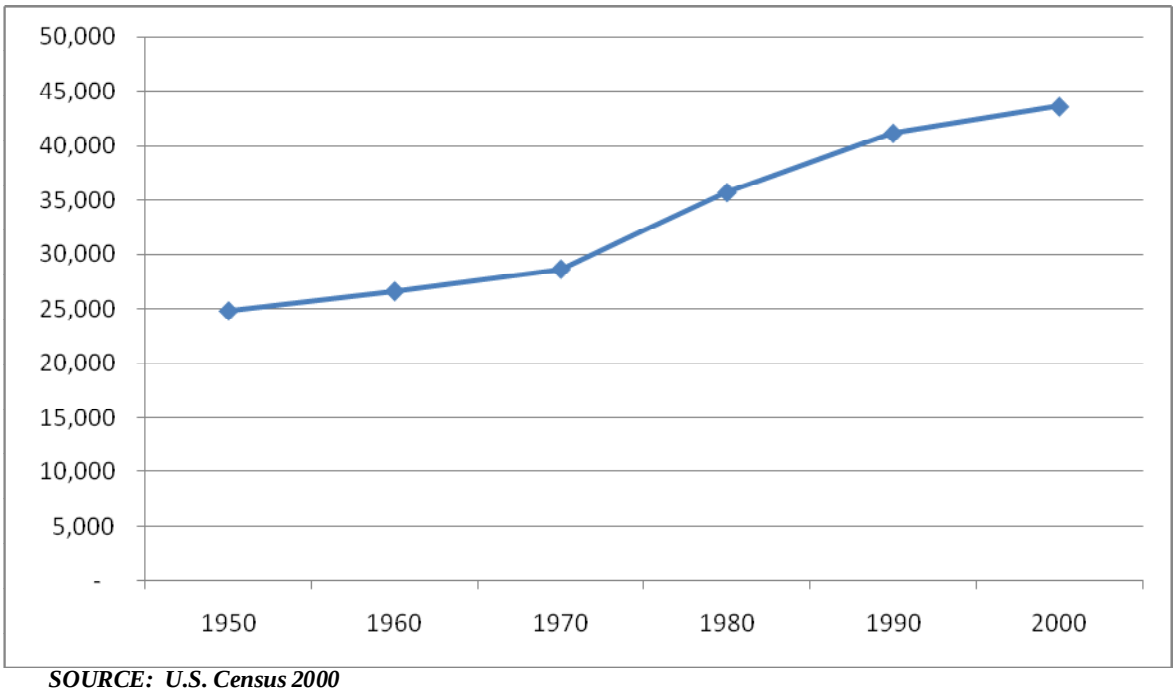
U.S. 11/15, which follows the Susquehanna River, and U.S. 22/322, which follows the Juniata River, are the most prominent transportation corridors in the County and carry the highest volumes of motorized traffic. U.S. 11/15 connects motorists with Gettysburg and points south, Carlisle and points west, and Wilkes-Barre and Williamsport to the east and north. U.S. 22/322 connects the region to Harrisburg and Hershey to the south and east, and State College to the north and west. Several state routes in the County provide east-west connections and primary north-south connections in the western part of the county. These include SR 34, SR 850, SR 74, SR 274, and SR 17. In many places, development has concentrated along these routes.

Summary of Demographics and Implications

Perry County underwent its initial settlement phase in the early 1800s. Many of the earliest settlers were farmers, who recognized that the valleys of the County contained fertile soils that are beneficial to agriculture. The County lost population between 1880 and 1930, which was possibly a result of urbanizing industrial areas draining rural areas as factories sought a viable workforce. Employment opportunities were more readily available in the expanding urban areas, and farming was becoming less labor intensive as a result of the new farm implements developed during the industrial revolution. Between 1930 and 1970, the growth rate of the County stabilized with a small but consistent upward trend. The decade from 1970 to 1980 produced a population explosion of 24.8 percent. Growth continued through 2000, but at a slower rate.

Perry County's year 2000 population of 43,602 is relatively small considering that it is distributed among 30 municipalities. The average population of a community in Perry County is 1,500 with a range of 123 to 5,085. Perry County's population is smaller than many municipalities in the state. For example Harrisburg has a population of 48,950. The residents like the small population size and would prefer that the County remain rural. **Chart 2-1** graphically shows the population growth of Perry County.

CHART 2-1
POPULATION OF PERRY COUNTY, 1950-2000



SOURCE: U.S. Census 2000

When looking at population trends occurring in individual municipalities within the County, all of the boroughs, with the exception of Bloomfield Borough, Liverpool Borough, and Millerstown Borough, experienced decreases in population between 1970 and 2000. All of the townships in the County experienced increases in population during this same time period. Carroll Township and Wheatfield Township experienced the greatest increases in population and also have the most people. Population projections adopted in 2007 as a part of the *Perry County Comprehensive Plan* show that all of the municipalities are expected to increase their population between 2000 and 2020. These trends are important to consider in conjunction with the local availability of trails, parks, recreational opportunities, and open space.

Although the population in the County increased by only 5.9% between 1990 and 2000, the number of housing units in the County increased by 11% during this same time period, with the greatest amount of housing growth occurring in the townships. This is reflective of decreasing household size and a shift in population from the boroughs of the County to the townships. The

future land use plan supports development in and around the County's boroughs where necessary infrastructure exists or can be easily extended. Recreational resources are one component of a community that enhances the quality of life for residents; encouraging community greening and the rehabilitation of parks and public spaces in urban environments can make these places more attractive and encourage reinvestment in the older urban centers of the County. **Table 2-1** shows the municipal population trends from 1970-2000.

Increased development also threatens open space in Perry County. Between 2001 and 2010, an average of 1,787 acres of land was included in plans for residential subdivisions.

TABLE 2-1
MUNICIPAL POPULATION TRENDS, 1970-2000

Municipality	1970	1980	% Change 1970-1980	1990	% Change 1980-1990	2000	% Change 1990-2000	Total Change, 1970-2000	% Change 1970-2000
BOROUGHS									
Blain Borough	287	274	-4.53	266	-7.32	252	-5.26	-35	-12.20
Bloomfield Borough	1,032	1,109	7.46	1,092	5.81	1,077	-1.37	45	4.36
Duncannon Borough	1,739	1,645	-5.41	1,450	-16.62	1,508	4.00	-231	-13.28
Landisburg Borough	269	227	-15.61	178	-33.83	195	9.55	-74	-27.51
Liverpool Borough	847	809	-4.49	934	10.27	876	-6.21	29	3.42
Marysville Borough	2,328	2,452	5.33	2,425	4.17	2,306	-4.91	-22	-0.95
Millerstown Borough	612	550	-10.13	646	5.56	679	5.11	67	10.95
New Buffalo Borough	150	156	4.00	145	-3.33	123	-15.17	-27	-18.00
Newport Borough	1,747	1,600	-8.41	1,568	-10.25	1,506	-3.95	-241	-13.80
TOWNSHIPS									
Buffalo Township	599	902	50.58	1,080	80.30	1,128	4.44	529	88.31
Carroll Township	1,904	3,173	66.65	4,597	141.44	5,095	10.83	3,191	167.59
Centre Township	1,109	1,663	49.95	1,974	78.00	2,209	11.90	1,100	99.19
Greenwood Township	747	947	26.77	943	26.24	1,010	7.10	263	35.21
Howe Township	397	460	15.87	459	15.62	493	7.41	96	24.18
Jackson Township	413	437	5.81	489	18.40	525	7.36	112	27.12
Juniata Township	800	1,046	30.75	1,278	59.75	1,359	6.34	559	69.88
Liverpool Township	553	781	41.0	915	17.0	966	6.00	413	75.00
Miller Township	458	660	44.10	894	95.20	953	6.60	495	108.08

Municipality	1970	1980	% Change 1970-1980	1990	% Change 1980-1990	2000	% Change 1990-2000	Total Change, 1970-2000	% Change 1970-2000
Northeast Madison Township	419	564	34.61	674	60.86	856	27.00	437	104.30
Oliver Township	1,557	1,749	12.33	2,039	30.96	2,061	1.08	504	32.37
Penn Township	2,269	2,841	25.21	3,283	44.69	3,031	-7.68	762	33.58
Rye Township	1,316	1,642	24.77	2,136	62.31	2,327	8.94	1,011	76.82
Saville Township	1,200	1,622	35.17	1,818	51.50	2,204	21.23	1,004	83.67
Southwest Madison Township	537	658	22.53	745	38.73	856	14.90	319	59.40
Spring Township	1,070	1,537	43.64	1,665	55.61	2,021	21.38	951	88.88
Toboyne Township	292	402	37.67	455	55.82	494	8.57	202	69.18
Tuscarora Township	624	884	41.67	1,034	65.71	1,122	8.51	498	79.81
Tyrone Township	1,430	1,590	11.19	1,741	21.75	1,863	7.01	433	30.28
Watts Township	613	962	56.93	1,152	87.93	1,196	3.82	583	95.11
Wheatfield Township	1,297	2,376	83.19	3,097	138.78	3,329	7.49	2,032	156.67
PERRY COUNTY	**28,615**	**35,718**	**24.82**	**41,172**	**43.88**	**43,602**	**5.90**	**14,987**	**52.37**

SOURCE: U.S. Census, 1970-2000

As in many areas of Pennsylvania, the population of Perry County is aging. Between 1990 and 2000, the total number of people in each age group containing people under the age of 45 decreased or stayed the same in relative proportion, and each age group containing people over the age of 45 increased in relative proportion (with the exception of the 60-64 age group that decreased in relative percentage from 4.3% to 4.1%). The implications of this trend are that it will be necessary for Perry County to provide parks and recreational opportunities that are geared toward all segments of the population, keeping in mind that the population is aging and that recreation is not only for children and young people. Focusing attention on greenways and trails, as well as passive recreational opportunities such as walking paths, opportunities for interpretive education, fishing, and areas for bird and wildlife watching, will ensure that resources are available to meet the needs of residents of all ages.

Employment opportunities in Perry County are limited and many residents travel to Harrisburg for employment. Recently, the County has undertaken several initiatives to increase its economic prosperity, including greater involvement of the Perry County Economic Development Authority, creation of the Perry County Economic Development Corporation, and the Business Campus One site in Penn Township. The Perry County Chamber of Commerce will also play an important role in increasing the county's economic prosperity. Perry County's rich heritage, agricultural resources, and three state parks present opportunities to increase tourism and heritage tourism, which can in turn spur the development of hospitality businesses and products

geared toward the outdoor enthusiast, thus helping to generate spending in the county and boost the local economy.

Public Input Process and Findings

The foundation of this plan is the input received through an extensive public outreach process, which included conducting 50 key person interviews, multiple committee meetings, and three public participation meetings. The input from the key person interviews and public participation meetings is discussed below.

Key Person Interviews

As part of the planning process, 50 individuals were interviewed to seek additional insight on greenways, parks, recreation, and open space in the county. These people are considered stakeholders and are intimately involved with or have extensive knowledge of greenways, parks, recreation, and open space in Perry County.

Feedback received included:

Water Resources

1. Watersheds are in good shape and there is a good supply of groundwater.
2. Source water protection is needed.
3. Great network of streams that can form the foundation of greenways.
4. Stream buffering is needed.
5. Improve public accessibility to creeks, streams, and rivers.

Land Resources

1. Incredible tracts of forest land.
2. Great deal of raw land available (rolling hills).
3. Too many lots are being used for single family homes.
4. Overall disrespect for land by county residents and visitors.
5. Keep development in the eastern end of the county.
6. Improve accessibility to public lands and mountains.

Conservation

1. Residents have a good ethic for land conservation, and a true passion for their land.
2. The County has large amounts of state preserved lands.
3. Develop program/process to encourage landowners to preserve their land.
4. Agricultural runoff is a problem.

Regulatory

1. Municipalities need to develop better ordinance to protect/manage the remaining undeveloped land.
2. Sloppy construction is occurring in the county.
3. Overall lack of zoning laws is a problem.
4. Development is adversely impacting natural resources.
5. Guide growth to areas that can support it.
6. Mandatory dedication ordinances are not in place in most municipalities to support the acquisition and development of parkland as new development occurs.

Funding

1. Municipalities need to be proactive with projects.
2. The state/county must continue to fund the conservation easement program.
3. Community recreation organizations are struggling with facility operations, as there is little public investment.
4. Mandatory dedication of parkland ordinances could be of benefit in Perry County as not many are in place.

People

1. Have to develop a common pursuit to rally people around such as water pollution.
2. Need implementation champions.
3. Youth involvement in environmental awareness.
4. Educate residents about their common roots in historical heritage and connections to agricultural ways of life.
5. Partnerships appear to be both attractive as well as of concern. Regional recreation could be explored within the reality that local governments are the policy making center of public service.

Parks

1. Little Buffalo State Park is a regional destination point. Public perception is that the park serves primarily visitors from outside the area.
2. Mindset that there is no immediate need for recreation.
3. Community organizations are important partners in the provision of local parkland.
4. Financing for park acquisition and development is a challenge.
5. Vandalism is a concern at many park sites.
6. Existing facilities such as swimming pools are aging and either need or will need cyclic repairs and revitalization. A stable source of funding is required to maintain the pools.
7. Most parks have not been planned and have evolved over time in response to pressing community needs such as need for sports facilities.
8. There is no county park system in place in Perry County.

9. Some fine examples of citizens organizing to ensure community recreation facilities and services are in place in Perry County.

Recreation

1. Horseback riding is popular with both residents and visitors to Perry County and the State Forest land offers extensive riding trails.
2. Traditional youth sports (baseball, softball, soccer) are growing in the County and additional fields are needed.
3. Membership-based Sportsman's Clubs are located throughout the County.
4. Six community swimming pools serve local residents plus the pool complex at Little Buffalo State Park draws users from the region.
5. Mindset that there is no immediate need for recreation among those who are not directly involved with recreation.
6. Organized recreation services are rooted in volunteers, sports, youth, and summer.
7. Community festivals operated by community organizations are valued here.
8. Use of the great outdoors for hunting, fishing, boating, hiking and so on is very important in Perry County.
9. Residents drive to surrounding counties for participation in specialized recreation such as skating, swimming, indoor sports leagues and winter recreation and fitness. There are no indoor recreation facilities in Perry County. The Lion's Den in Juniata County and Twin Ponds in Dauphin and Cumberland Counties represents the closest type of community recreation centers. PA EXTREME, formed in May of 2006, is a competitive all-star cheer leading program located at 407 Juniata Parkway in the Millerstown area. In addition to offering cheer leading programs, the facility can be rented for other events.

Tourism

1. There appears to be consensus that tourism would be important to economic development in Perry County. Public opinion appears to be split between the desire to maintain the quiet rural nature of the county without attracting more people and traffic versus the recognition that the county could benefit from tourism.
2. Major tourism efforts are underway including the Route 15 Corridor of the Arts. It is just a fledging initiative that could grow over time.
3. Tourism appears to be focused on Dauphin County. Perry County appears to be viewed as "the backyard" of the Harrisburg area, not necessarily a bad thing: regionally people recognize that Perry County is a beautiful scenic area worthy of conservation and responsible public use and strategic planned growth to prevent the sprawl common elsewhere in the region.

Community Issues Related to Greenways, Parks, Recreation, and Open Space

In addition to the key person interviews, six public participation meetings were conducted as part of this plan. The first was on February 18, 2010 in the Perry Northeast Plan Area, the second was conducted on March 4, 2010 in the Perry West Plan Area, and the final meeting was conducted on March 11, 2010 in the Perry Southeast Plan area. In June of 2011 three additional public participation meetings were conducted to present the Plan recommendations to the public and achieve public by-in of the project. The meetings were held at the same locations as previously and feedback on the Plan was extremely positive. Residents who attended the meetings all expressed support of the Plan and were interested in championing the recommendations forward.

The input received from the first three meetings can be found in **Appendix I** of this Plan. The following represent key findings and common themes discussed at those meetings:

Perry Northeast – Oliver Township

Key Findings:

- Community Pools are important.
- Millerstown - 40 acre park on east side of Juniata River - hope to get a trail down to Newport on the east bank. Going to be building a bridge across the Cocolamus Creek.
- Playground in Newport is in bad shape - but partnerships lined up for donations/contributions. Approximately $250,000-$300,000 cost to renovate.
- There is a church group looking at putting in a skate park outside of Millerstown.
- Open spaces used for a variety of passive recreation opportunities.
- People from Maryland come to Perry County to ride horses. A connection between Marysville and Blain would make a nice trip.
- A lot of people have gardens, but we don't have a community garden - people might be interested in it. Would get people involved with being outside, agriculture, and exercise. Good with the "local foods" movement and the economy. FFA has a grant to do a community garden at the Perry County Fairgrounds this summer.
- Bicycling / Bicycle trails could develop in some of the less busy areas. There are clubs and groups, and a route for the Newport Library that traverses the county. Purpose is to raise money for the library.
- The two big rivers are such an asset - why aren't they used more? Need to focus on water safety and recreation.
- Preserve Open Space.
- Viable young farmers – Support farming.
- Guide development where there is infrastructure. Implement the County Comprehensive Plan.
- Better recognition of Historic Resources.

Perry West – PADCNR Building

Key Findings:

- Opportunity for rail trail in region.
- Dark sky – Important to this area.
- Perry County is a destination for equestrian activities. Need organized equestrian clubs.
- Bridge improvement projects should include parking areas for access to streams.
- Better recognition of Historic Resources.
- Source Watershed Protection.
- Recreation – Snowmobile Trails, Hiking, Fishing, etc… (Promote and develop).
- Need public shooting range.
- Opportunity to develop mountain bike trail with DCNR.
- Prepare a bike plan that will identify which roads should have shoulders.
- Relocate Tuscarora Trail from Route 34 in Carroll Township.
- Develop an indoor recreational facility such as the Lion's Den in Juniata County.
- Must include recreation opportunities for individuals with special needs.
- Must have a collaborative approach to recreation.
- Must have motorized and non-motorized trails.
- Intra-County trail from Marysville to Blain area.
- Focus on preserving blocks of land just not individual parcels.
- Large Amish influence in region.

Perry Southeast – Penn Township

Key Findings:

- Apple Tree Alley in Duncannon Borough could be an off-road trail for Appalachian Trail hikers.
- Land Dedication/Fee-in-Lieu of Ordinance and other regulatory requirements are important in this area of the county.
- Accesses to the Susquehanna River - Marysville and Duncannon Boroughs have access through the arches. Penn Township has access issues.
- Preservation of the remaining portions of the Sherman's Valley Railroad – Potential rail trail.
- Develop a trail system in Wagoner's Park in Wheatfield Township.
- Better recognition of Historic Resources.
- Access to Shermans Creek – River Trail/Greenway.
- Trail is needed between the Rye Township Community Park and Marysville Borough.

- Collaboration with existing recreation organizations – Perry County Recreation Association.
- High demand for community pools.
- Need a map identifying access points to the creeks, rivers, and other recreational lands.
- Open space preservation.
- Encourage Tourism.
- A community garden is in operation at Mutzabaugh's market in Penn Township.

Common Themes from the Public Participation Meetings

- Great water resources – How to promote, protect, access, and encourage use of these resources.
- Community pools play an important role in the county.
- School Districts have an important role in providing facilities for recreation.
- Equestrian activities are growing in the county. Must nurture this growing industry.
- Need an intra-county trail that offers a variety of experiences – Rail Trail or Shermans Creek.
- Need more overnight accommodations.
- Vandalism of park land and equipment is an issue.
- Lack of Funding for projects.
- Property being "posted" by new residents from out of the county.
- Collaboration between public and private recreation providers.
- Preserve Open Space.
- Shermans Creek is an important/underutilized recreation resource in the county.
- Historic Preservation.
- Tourism.
- Must plan for roadway improvements to accommodate bikers.
- Regulatory Tools – Local Park and Recreation Plans, Zoning and Subdivision and Land Development Ordinances.

Project Blueprint

The project Blueprint represents the "How To" part of establishing a coordinated county-wide greenways, parks, recreation, and open space network in Perry County. The shape and form of the Plan has been developed from input from the public with refinements from the steering committee and county staff. It begins by identifying county values which represent the heart and soul of Perry County, and what it should look like in the future. They are also instrumental in developing the Mission and Vision Statements, and ultimately the Project Blueprint.

Plan Values

1. Retain and Promote the County's Scenic Beauty.
2. Retain the Rural Character of the County.
3. Increase Outdoor Recreation Opportunities.
4. Increase Family-Oriented Activities.
5. Respect of Private Property Rights.
6. Promote Public, Private, and Community Organization Partnerships.
7. Retain our Heritage, Celebrate our History, and Promote Restoration.
8. Protect the County's Natural Resources.
9. Promote Community Involvement.
10. Celebrate, Support, and Encourage Volunteerism.

Perry County: A Haven of Rural Tranquility

From the fertile agricultural valley in western Perry County to the Susquehanna River, Perry County contains exceptional agricultural soils, water quality, acres upon acres of verdant forests, four-season scenic beauty, abundant wildlife, high quality of life among its small towns and remote communities, including premiere outdoor recreation on state, local and private lands and public waterways and a vibrant arts and cultural heritage in its charming villages and towns.

Located between Harrisburg and State College in a setting defined by its mountains, rivers and streams, Perry County is a haven of peaceful scenic beauty and rural neighborliness. For decades, Perry County was one of only two counties in Pennsylvania without a permanent traffic light. However, as development slowly crept into Perry County over the years the need to safely move vehicles along the County's busy roadways required the installation of a traffic light in Marysville Borough on Route 11/15. The traffic light signals more than when to stop and go. It also serves as a reminder that the way of life in Perry County is slowly yet inescapably changing. The current recession is providing Perry County with the time necessary to plan and position the county and local government to meet the challenges of future development that will return when the economy resurges in the future.

The Perry County Way of Life

The people of Perry County treasure living "off the beaten path". They prefer having the tranquility of nature and the rural communities to the hustle and bustle associated with conveniences like shopping malls and employment centers. When faced with the choice of having amenities nearby vs. driving into the Harrisburg area, most residents would choose the drive. With nearly nine out of ten residents living in Perry County for over 15 years, the residents are strongly rooted in tradition. A major part of that tradition is centered on a way of life that incorporates the enjoyment of the great outdoors. In other areas where hunting and fishing are an event to be planned and scheduled, people experience such outdoor recreation as part of their

everyday life. To the present day, school staff reports students engaging in outdoor recreational activities before and after school. Families report three and four generations getting together for outdoor pursuits such as annual hunting events.

Conservation First

Overwhelmingly, the public participation process found that conservation of natural resources and the scenic beauty of Perry County ranked first in priority in the development of this parks, recreation, greenway and open space plan.

Long ago, the Commonwealth of Pennsylvania recognized the importance of the natural resources of Perry County and assembled 67,000 acres of land forever preserved as state parks, game lands and forests. This land occupies about twenty percent of Perry County and is available for recreational use year round. Many of the best hunting grounds, finest fishing streams and grandest views in the state are found in Perry County. One of the rarest and most beautiful of resources is found here: bright starry skies at night. Unparalleled views of the stars on a dark night are among the most threatened and fragile of natural features. Development and lights can forever diminish the stark beauty of Perry County's star-filled skies.

The conservation of important natural resources and their availability for public access and responsible recreational use is of the utmost importance for this plan. Land conservation is best accomplished through sound planning at the state, county, regional and local levels of government and implemented through a variety of methods that includes acquisition, partnerships, easements, transfers of development rights and other methods.

Connections are Vital

Once again the Commonwealth recognized the value of Perry County in connections, conservation and heritage preservation by establishing three mega greenways that traverse Perry County and connect to the larger region beyond. These greenways are the Susquehanna Greenway, the Mainline Canal Greenway, and the Kittatinny Ridge (Blue Mountain) Greenway. The Appalachian Trail also crosses Perry County. These include both land and water trails that conserve natural and cultural features distinctive to Perry County. With miles of trails, outdoor enthusiasts find endless opportunities for hiking, cross-country skiing, mountain biking, horseback riding, snowmobiling and ATV riding in Perry County. In a public opinion survey conducted by the Pennsylvania Department of Conservation and Natural Resources, four out of five respondents from the area that included Perry County agreed that greenways and trails increase property values and that more should be built. Greenway and trail connections provide corridors for wildlife, non-motorized transportation and access for the top recreational activities in Perry County: walking and cycling.

Recreation Next: Active Healthy Living

In addition to the three state parks, game lands and forests, Perry County has 26 municipal or quasi-public parks and recreation facilities with 621 acres that are close to home. Facilities include ball fields, game courts, outdoor swimming pools, picnic areas, paths, and playgrounds. For recreational pursuits that require specialized facilities such as skating rinks, fitness centers, indoor swimming pools, gymnastics and sports training facilities, the residents travel to the Harrisburg area, Juniata County, and even State College. More parkland and recreation facilities in communities are needed to serve increasing participation in sports as well as to engage people in lifelong active healthy living. Research shows that the closer parks are to where people live and the more facilities that are in the parks, the more often people use them to enjoy active healthy living.

While there is a sense of active engagement in the outdoors here, computers, videos, smart phones, and social media are diverting people of all ages, but particularly children and youth, toward passive lifestyles. The alarming statistics on lack of physical activity leading to disease and premature death are creeping in here. Obesity among children and youth is higher than the state average. Recreation is a powerful tool in combating a sedentary way of life and in establishing lifelong habits of active healthy living. Overall, Perry County is ranked 39th in healthy living among Pennsylvania's 67 counties.

Recreation is an essential public service. It provides the means to address major social problems such as the obesity epidemic, the increasing isolation of society, and the need for a sense of community. Parks and other recreation opportunities that are "close to home" for all citizens are a top concern expressed among community leaders and citizens. Eighteen of the thirty municipalities have at least one municipal park. Most of the parks are small and a challenge to maintain by the local municipalities. Public schools could be the hub of close-to-home recreation by providing both facilities and services, but interviews with the school districts found that they are stretched thin, making facilities available as they can accommodate. They do not have enough land, recreation facilities, or staff to meet public recreation needs, nor do they view recreation as a primary mission.

Beyond Fun and Games: Economic Value of Recreation and Conservation

Study after study shows that people value living next to parks and protected forestlands. Studies show that where open space is limited, land values adjacent to permanently protected lands are higher, and in some cases up to 35% more. Higher land values, in turn, translate into higher property taxes for the municipality.

A 2010 study by Penn State University found that visitors to Little Buffalo State Park contributed $551,300 to the local economy through their spending associated with their visits to the park. About 81 jobs are associated with Little Buffalo State Park.

Data from this study showed a return of investment of $9.63 for every taxpayer dollar invested into a state park. Outdoor recreation is an important part of Pennsylvania's tradition, with 3.947 million wildlife watchers and 1.520 million anglers and hunters. Tourism is Pennsylvania's second most economically significant industry sector, following agriculture. In 2006, spending associated with wildlife watching in Pennsylvania amounted to $1.4 billion in retail sales, over $2.6 billion for lodging, transportation, equipment and supplies, and generated $880 million in salaries, wages and business owners' income. State parks and forests are key items in most visitor and convention bureau publications as major attractions. In the 1999 Pennsylvania Outdoor Travelers Profile and Activities Analysis, it was found that about one in five of Pennsylvania's leisure tourists travel for the primary purpose of outdoor recreation, and that outdoor recreation was the fastest growing segment of tourism. Direct expenditures for outdoor recreation are about 33% of Pennsylvania's leisure travel spending.

Attracting Business and Jobs

People desire to live in communities with outdoor recreation amenities. Workers are making job choices based on quality of life factors, and studies show that people rank parks, recreation, and open space amenities as the most important quality-of-life factors. Even retirees are showing that available recreation opportunities are a primary factor in their choice of retirement location.

Act Now, Act in Partnership

Perry County Commissioners have demonstrated their commitment to planning through the development of the County Comprehensive Plan and this Parks, Recreation Greenway and Open Space Plan. They have engaged the Tri-County Regional Planning Commission staff to work on these and other planning projects. The Planners provide countywide planning services through the review of local development plans, participation in regional planning initiatives, and long range planning for the wide array of planning components from land use and transportation to infrastructure and natural and historic resources. However, this is an excessive workload for only a limited number of hours that equate to only about a half-time planner when the extent of open space and quality of resources is at stake.

No municipality has a community planner or a parks and recreation professional on staff. As development pressures resurge when the economy rebounds municipalities are likely to look increasingly to Perry County for planning assistance, creating an even larger workload for the small operation. The participation of the municipalities in open space, parks and recreation planning is essential based upon how government works in Pennsylvania. The municipalities have the real power, enforcement and leveraging tools regarding the location, character and timing of development. It is evident that while the County would like to support and encourage those efforts, the County Government operates with austere finances that limit the resources available for staffing.

The text box shows the factors that are needed for developing successful greenways, the heart of this plan[2]. It is essential for Perry County to continue its commitment to planning by providing adequate resources for supporting the critical workload of implementing the recent county plans over the next ten years.

Perry County alone cannot accomplish all that needs to be done. Partnerships are essential. There is already a force of conservation organizations, land trusts, trail enthusiasts and outdoor recreation devotees with a common interest in sustaining Perry County's tremendous resources as well as in providing close-to-home recreation opportunities. Harnessing these interests into productive partnerships, to work strategically and collaboratively on priority actions, could have a significant impact.

Factors of Successful Greenways

The following factors have been found to be essential components of successful greenway planning efforts. Perry County and its partners can use these factors in organizing for the implementation of the Parks, recreation Greenways and Open Space Plan.

1. Broad based collaboration with diverse stakeholders.
2. Clear multi-faceted goals that attract a wide constituency.
3. Focus greenway and open space planning on natural and cultural resources as well as scenic value.
4. Trained professionals guide planning and implementation.
5. Skilled, visionary and collaborative leadership needed to build consensus among multiple interest groups.
6. Cultivation of a broad base of interest and involvement.
7. Effective prices and organization are in place to make involvement meaningful and satisfying.
8. Adequate resources are needed to support continued collaboration. This includes an institutional structure as well as funding. What a group is able to produce depends on financial, human and informational resources.

While public sentiment favors small government, investing in staff and partnerships now to work in a concentrated, collaborative fashion over the next ten years will yield benefits. In the Commonwealth's public opinion survey for the state outdoor recreation plan, four out of five respondents in the Perry County area stated that municipalities in their area should join together

[2] Rottle, Nancy. **Landscape and Urban Planning.** *Factors in the landscaped based greenway: Mountains to Sound case study*. 76 (2006) 134-171.

to form a parks and recreation department. They also believe that programs should be available in community parks and that the municipalities should get help in developing parks and recreation plans. The results of concentrated, intensive planning and outreach is likely to have a payback worth millions of dollars, help to retain the high quality of life and preserve open space and Perry County's character that could be in place a hundred years from now.

The adoption of this plan is not then end – it is the beginning of an important era in which Perry County will act strategically and in collaboration with other public and private partners. Together their goal will be to conserve the natural and cultural resources as well as to provide opportunities for citizens to engage in active healthy living through recreation that are the hallmark of the way of life in Perry County.

In summary, the direction of this plan is to focus on the protection of natural resources, investing in parks, advancing connections of Perry County through a countywide greenway and trail system, working with the municipalities to provide technical support, and building partnerships to implement the plan.

Mission Statement

The mission of Perry County government is to promote the health, safety and welfare of all Perry County citizens. We are committed to sound land use planning, working with public and private sector partners to preserve our rural character, conserve our agricultural and natural resources, establish a thriving economy, and provide the highest quality public recreation opportunities possible in a fiscally responsible manner.

Vision Statement

The following represents the County's recreation vision. It was developed through input from the public, steering committee and county staff:

In 2020, the citizens in Perry County continue to enjoy a way of life rooted in our rural heritage. Open spaces continue to be conserved, and natural resources, agriculture, and recreation are integral to the fabric and character of the County and provide places of respite and beauty. Our natural, recreational, cultural, artistic, and historical assets offer enriching experiences, enjoyment, fun, health and economic benefits for people who live, work, and visit Perry County. Greenways and trails connect people to the land and water and provide corridors for wildlife, transportation and recreation. Residents and visitors are both aware of recreation opportunities and engaged in active healthy lifestyles in the great outdoors. Citizens are stewards of conservation and strong advocates for recreation and continuance of our rural way of life.

Project Blueprint Development

There are two overall activities driving the successful implementation of this Plan; the first is the Plan must be adopted by the Perry County Board of Commissioners, and the second is the creation of an implementation organization. It was widely recognized by the Committee that without the two aforementioned activities the Project Blueprint and this Plan cannot move forward. The Project Blueprint features eight key strategies for improving the quality of life in Perry County through greenways, parks, recreation and open space. They were developed through input from the public and committee, county staff, and the mission and vision statements; however, in order to understand the importance that each strategy has in the County, the Committee was asked to rank them as to their value in implementing this Plan. The eight Project Blueprint strategies were prioritized in the following order most important to important:

PS1 - Conserve Land and Water Resources, and Promote Activities that Contribute to the Ecological Health of the County.
PS2 - Protect the County's Scenic Character and Rural Lifestyle.
PS3 - Provide Assistance and Outreach to Municipalities and Private Sector Partners.
PS4 - Establish Partnerships to Promote and Implement Greenways, Parks, Recreation, and Open Space.
PS5 - Expand Existing Recreation Programs.
PS6 - Link the County through the Development of Greenways and Trails.
PS7 - Provide New and Enhance Existing Recreation Facilities.
PS8 - Promote Tourism and Compatible Economic Development.

The following further develops the Project Blueprint into plan strategies, goals, polices, and projects:

Priority Strategy #1:

Conserve Land and Water Resources, and Promote Activities that Contribute to the Ecological Health of the County

PS1 - Recommendation #1 – Protect Land and Water Resources, and Open Space

PS1 - Recommendation #2 – Support the development of youth programs that support environmental awareness through the County Conservation District and/or the school districts

Priority Strategy #2:

Protect the County's Scenic Character and Rural Lifestyle

PS2 - Recommendation #1 – Encourage local municipalities to adopt ordinances that protects the Dark Sky of the County

PS2 - Recommendation #2 – Agricultural Preservation

PS2 - Recommendation #3 - Encourage and support local municipalities to adopt a Timber Harvest Ordinance

PS2 - Recommendation #4 – Support the adoption of zoning in municipalities that are located in the targeted growth areas

PS2 – Recommendation #5 - Enhance Public Spaces

Priority Strategy #3:

Provide Assistance and Outreach to Municipalities and Private Sector Partners

PS3 – Recommendation #1 - Develop educational meetings to educate local officials on the importance of adopting sound land use planning tools (Comprehensive Plan, Park and Recreation Plan, Act 537 Plan, Subdivision and Land Development Ordinance, and Zoning Ordinance)

PS3 – Recommendation #2 - Develop an Education and Outreach Effort for Private Landowners Regarding the Recreational Use of Land

PS3 – Recommendation #3 - Educate the public on the need for recreation and change their mindset that there is no need for recreation in the County

PS3 – Recommendation #4 - Partner and collaborate with the School Districts to develop environmental education classes and field trips that promote environmental awareness

Priority Strategy #4:

Establish Partnerships to Promote and Implement Greenways, Parks, Recreation, and Open Space

PS4 – Recommendation #1 - Establish the Perry County Partnership in Parks, Recreation and Open Space (PROS) by creating the Perry County Recreation Committee (PCRC)

PS4 – Recommendation #2 - Vest the responsibility for managing the operational and administrative functions of the PCRC with the Tri-County Regional Planning Commission or other local organization

PS4 – Recommendation #3 - Encourage the municipalities to plan and work on a regional basis rather than as autonomous jurisdictions

PS4 – Recommendation #4 - Create a WEB site to promote parks, recreation, greenways, trails and open space conservation as well as the plan and its implementation

PS4 – Recommendation #5 - Work with the Juniata Clean Water Partnership and the Conservation District in developing outreach and educational programs to increase knowledge and expertise related to greenways and conservation

PS4 – Recommendation #6 - Consider obtaining a Circuit Rider with a grant from PADCNR

PS4 – Recommendation #7 - PCRC should coordinate with the Perry County Historical Society to define historic and cultural interpretation opportunities and develop interpretative signage and explore other means of presenting the history and culture of the County to the public

PS4 – Recommendation #8 - Work with surrounding counties to ensure greenways and trails connections are made creating inter-county greenways and trails

PS4 – Recommendation #9 - Establish Partnerships to Promote Greenways, Parks, Recreation, and Open Space:

1. Continue to preserve prime agricultural land and important forested areas through public and private programs and partnerships:

    a. Support the continued funding of the Agricultural Conservation Easement Program by the state and county

    b. Support the Forestry Legacy Program as a way to preserve important forested areas and promote better forest management.

PS4 – Recommendation #10 - Develop a formal process where community recreation organizations can collaborate on fundraising and volunteer coordination:

a. Develop a recognition program to recognize volunteers

b. Public Pool communities should form an alliance to share information, programming ideas, and resources

Priority Strategy #5:

Expand Existing Recreation Programs

PS5 – Recommendation #1 – Develop On-Road Bicycling Loops

PS5 – Recommendation #2 - Improve accessibility to the county's major streams and rivers for recreation purposes, including fishing, floating, and swimming

PS5 – Recommendation #3 - Encourage local municipalities in designated growth areas to prepare a Park and Recreation Plan and adopt a recreation land dedication/fee-in-lieu of land dedication ordinance

PS5 – Recommendation #4 - Plan for and develop a public shooting range.

PS5 – Recommendation #5 - Work with DCNR to develop a mountain bike trail in the Tuscarora State Forest

PS5 – Recommendation #6 – Increase access points to the Shermans Creek for floating, fishing, and other water related recreation opportunities

PS5 – Recommendation #7 - Support the development of recreation plans, and park master plans for those municipalities that have undeveloped parkland, or need to improve their existing facilities

PS5 – Recommendation #8 - Develop a community gardens program in the developed areas of the County to allow residents to enjoy open space and outdoor activity

Priority Strategy #6:

Link the County through the Development of Greenways and Trails

PS6 - Recommendation #1 – Develop Greenways to Protect Linear Features and Promote Recreation

PS6 - Recommendation #2 – Commission a Committee to determine the feasibility of developing the Shermans Creek Greenway starting at the headwaters of Shermans Creek and terminating at its confluence with the Susquehanna River

PS6 - Recommendation #3 – Support shorter greenways that connect the Mega-Greenways to the Shermans Creek Greenway to public and private park and recreation areas to trails

PS6 - Recommendation #4 - Coordinate with Adjoining Counties in Developing an Inter-County Greenway System

PS6 - Recommendation #5 - Link the County through Greenways and Trails:

a. Identify equestrian trails and trail heads to serve the burgeoning equestrian industry in the County.

b. Plan for the development of the Shermans Creek Water Trail.
c. Relocate the Tuscarora Trail from RT 34 in Carroll Township.
d. Develop an intra-county trail from Marysville to Blain.
e. Develop a multi-use trail along the Juniata River from the Millerstown Community Park to Newport Borough which provides access to the Juniata River.
f. Support the development of Apple Tree Alley Trail in Duncannon Borough. This could trail could also act as an off street trail for the Appalachian Trail.
g. Develop a trail along Fishing Creek that connects the Rye Township Community Park with Marysville Borough.
h. Plan for an equestrian/pedestrian rail trail from Duncannon/Newport boroughs to New Bloomfield to the Tuscarora State Forest. This trail could also be used by the Amish as a transportation corridor in the western part of the County.
i. Build upon the existing trail network in the Tuscarora Sate Forest and State Gamelands.
j. Complete the Tuscarora Wilds roadway connection.
k. Incorporate view sheds into the network of trails.

PS6 - Recommendation #6 - Develop better trail maps and trail wayfinding signs throughout the County.

PS6 - Recommendation #7 - Plan for additional snowmobile, and other motorized and non-motorized trails.

PS6 - Recommendation #8 - Develop a Hub and Spoke Approach to Trails

PS6 - Recommendation #9 – Relocate the Tuscarora Trail from an on-road trail to an off-off trail for a 10 mile length on PA 74, between PA 74 and McClure's Gap. This gap was identified in State's Outdoor recreation Plan (www.paoutdoorrecplan.com). PA 74 is not walker friendly and hikers are experience dangerous conditions along that roadway

Priority Strategy #7:

Provide New and Enhance Existing Recreation Facilities

PS7 – Recommendation #1 - Fix what you have! – Existing Park Maintenance

PS7 – Recommendation #2 - Design and Renovate Parks for Low Maintenance

PS7 – Recommendation #3 – Add Parkland

PS7 – Recommendation #4 –Maintain and Enhance Swimming Pools

PS7 – Recommendation #5 - Indoor Recreation

PS7 – Recommendation #6 - Expand access to rivers and streams

PS7 – Recommendation #7 - Close-to-Home Parks and Recreation

PS7 – Recommendation #8 - Develop a funding strategy for parks, recreation and open space over the immediate, short and long term

PS7 – Recommendation #9 - Consider appropriating additional funds in the Perry County budget for more time from the Tri-County Regional Planning Commission to manage the implementation of the Greenways, Parka, Recreation, and Open Space Plan

PS7 – Recommendation #10 - Consider developing a funding program to assist municipalities in planning and implementing parks, recreation and open space conservation projects and programs

PS7 – Recommendation #11 - Recommendation - Establish Mandatory Dedication of Land Ordinances

PS7 – Recommendation #12 - Use the land development process to attain parkland, recreation facilities, and trail goals

Priority Strategy #8:

Promote Tourism and Compatible Economic Development

PS8 – Recommendation #1 - Outdoor Recreation

PS8 – Recommendation #2 - The Arts, Heritage and Special Events

PS8 – Recommendation #3 - Make recreation and conservation a part of the County's overall planning and economic development strategies

PS8 – Recommendation #4 - Pursue heritage and outdoor recreation tourism as a major industry of Perry County

PS8 – Recommendation #5 - As the economy rebounds, consider undertaking a county bond issue to fund park, recreation and open space projects

PS8 – Recommendation #6 - Consider assisting municipalities with exploring the potential to generate funds through a one-quarter to one-half percent of the Earned Income Tax to preserve open space

PS8 – Recommendation #7 - Retaining a part-time or contracted grant writer to pursue federal, state and foundation funds would help Perry County to obtain additional funding for parks, recreation and open space

Priority Assessment, Opportunities, Challenges, and Recommendations

This Plan, when coupled with the Perry County Comprehensive Plan, will provide the Perry County Board of Commissioners, the Perry County Planning Commission, and local elected and appointed officials with the necessary tools and recommendations to advance sound land use and recreation polices at the county and local levels for years to come. The goals, recommendations, and policy statements in this Plan have been developed from public input and represent real life issues and needs of Perry County residents and recreation providers in the county. **Plan Map 1** graphically shows the location of proposed Greenways and other recreational facilities proposed in the County.

Priority Strategy #1:

Conserve Land and Water Resources, and Promote Activities that Contribute to the Ecological Health of the County

Assessment – Throughout the development of this Plan the public, committee, and county staff emphasized that the conservation of the County's land and water resources was a priority. Bisecting through the mountain ranges and fertile farmland is a series of large rivers and small creeks and streams. As the County continues to develop, the protection and management of these resources will become extremely important to ensure adequate supply of potable water resources for human and livestock populations, and a safe and healthy source for water related recreation. This begins by ensuring proper development and stormwater controls are adopted by local municipalities, wetlands are protected from development, stream discharges are being adhered to, and important agricultural land is protected and preserved.

Opportunities – Perry County is in position to provide educational and technical assistance to local municipalities and property owners as to the value in developing appropriate development regulations, preservation of agricultural land, developing a recreation agenda that compliments the County's land and water resources.

Challenges – Perry County has not seen the level and impact that development has on the environment as other counties have.

- The majority of the townships in Perry County do not have an appropriate community planning policy on the protection of land and water resources.

- With the exception of a few small public water systems, county residents have not been exposed to large scale rationing or groundwater pollution that affects potable water resources.

- The agricultural industry has a rich and sustained history in the County. Convincing farmers to change farming techniques to conserve water and protect water resources takes a very long and sustained effort.

- Developing recreation programs, and programs that contribute to the ecological health of the County, will require education and outreach.

PS1 - Recommendation #1 – Protect Natural and Water Resources, and Open Space

Promote appropriate strategies in the Perry County Comprehensive Plan that supports the protection of the county's natural and water resources, open space, and provide technical assistance to the local municipalities.

Actions:

a. **Encourage and Support Local Development of Appropriate Land Use Regulations to Protect the County's Natural Features and Rural Lifestyle –** Local municipalities would identify the appropriate level of regulations needed for their community; however, this Plan strongly encourages the adoption of natural features and water resource protection regulations, and an open space development option to the conventional subdivision.

b. **Water Resource Protection** – Perry County has an abundance of small creeks, along with larger creeks and rivers; however, three major waterways, the Susquehanna River, Juniata River, and Shermans Creek are recognized as the top waterways in the county. These creeks, streams, and rivers are all impacted by common everyday needs and activities including potable water use, sewage treatment, agricultural runoff, and commercial and industrial withdraws. They also provide a source of recreation in the form of fishing, boating, canoeing, and rafting. Accessibility, or lack thereof, was also identified as a concern, especially to the Susquehanna and Juniata River where access is obstructed by the Norfolk Southern Railroad.

Actions:

a. **Support and encourage the development of stream and surface water buffer regulations in local zoning and subdivision and land development ordinances (SALDO) –** Stream and surface water buffering can be accomplished through a conservation overlay district in a local zoning ordinance, or a general buffering requirement in a SALDO.

b. **Utilize Best Management Practices (BMP) to control stormwater runoff-** Best Management Practices to control stormwater runoff from land development and agricultural runoff should be used throughout Perry County to protect the water quality of the local creeks and streams, and larger rivers.

c. **Review Chapter 93 classifications of streams and creeks in the County –** Overtime, as water quality improves and development pressures increase, the need to reevaluate the classification of streams to ensure continued water quality improvement must occur. Shermans Creek is an example of a stream that has been evaluated for a change in classification as a result of development occurring in eastern Perry County. The change of classification for Shermans Creek was spearheaded by the Shermans Creek Conservation Association.

d. **Waterway Clean-up Days –** Over the years Perry County waterways have experienced illegal dumping, which has adverse impacts not just on water quality but also the overall beauty of a stream, creek, or river. The County should assist in developing partnerships between local organizations, residents, and municipalities to identify illegal dumping sites within the county's waterways and schedule clean-up days to remove debris and garbage. Clean-up parties should be recognized in the local papers for their efforts. Food, t-shirts, and other resources should be given to the clean-up parties.

e. **Update Stormwater Management Ordinances/Develop Act 167 Stormwater Management Plans –** In response to the impacts of accelerated stormwater runoff resulting from land development, in 1978 the state enacted Pennsylvania's Stormwater Management Act (Act 167). The Act requires counties to prepare and adopt watershed based stormwater management plans—and requires municipalities to adopt and implement ordinances to regulate development consistent with these plans. To date no Act 167 Plans have been prepared for watersheds in Perry County.

PS1 - Recommendation #2 – Support the development of youth programs that support environmental awareness through the County Conservation District and/or the school districts

Priority Strategy #2:

Protect the County's Scenic Character and Rural Lifestyle

Assessment – The protection of the county's rural character and lifestyle was identified as being very important and highly valued by the residents of the county. Perry County is fortunate in that it has a broad cross-section of natural and physical/social features that contribute to its rural character. The natural features include steep slopes associated with the mountain ranges that traverse the county, streams and rivers of all sizes, hunting, fishing, and other outdoor activities, a growing Amish and Mennonite population, large forested and woodland tracts, and broad valleys dedicated to agriculture. Physical and social features include the quaint boroughs, historic amenities, accessibility to local and nationally recognized trails and public lands, and a passionate connection to one's land and family heritage.

Opportunities – Perry County has not experienced the development pressure that Dauphin and Cumberland Counties have which affords an opportunity for county and local officials to work together to develop a plan to retain the rural character and lifestyle of the county. Since there are vast amounts of undeveloped land in the county, local municipalities need to focus on ways to retain the rural landscape and lifestyle through development of sound land use planning strategies. Local buy-in from residents in supporting sound land-use is essential. This can only be done through an inclusive approach by including the residents in the local decision making process.

Challenges – Perry County's geographic location adjacent to the Harrisburg Metropolitan Area lends itself to future development, especially in the southeast quadrant of the County and within the Routes 11/15 and 22/322 corridors.

- The majority of the townships in Perry County do not have a zoning ordinance, which regulates the use of land, or appropriate regulations, such as natural and historic features protection, and open space and agricultural preservation requirements. These regulations protect the county's natural and physical features that form the spine of the county's desire to protect its rural character and lifestyle.

- Land prices and taxes in Perry County are less than those in Dauphin and Cumberland Counties. As the remaining large tracts of land are developed in Dauphin and Cumberland Counties developers are beginning to look towards Perry County for development opportunities. This trend is occurring in Marysville Borough, Penn Township, and Watts Township.

- Residents of the county have an aversion to regulations, especially regulations that control how they can use their own land. The deep rooted passion for the free use of their land can and often does result in local elected officials backing away from land use regulations that would protect the County from the very thing residents are concerned about – development.

- Development occurring in Perry County is typically road frontage development on larger lots. This poses two problems. The first, road frontage development affects the natural beauty of the County by creating a wall of homes along the road frontage. These homes

typically block the view of pristine natural areas and historic structures. Secondly, accessibility to public water and public sewer infrastructure is limited in the county; therefore, the majority of development requires lots greater than one acre. Large lot development creates a sense of open space and the people residing on these lots are typically not supportive of requiring public dollar expenditures to purchase or maintain public lands.

- Municipalities have limited financial resources to prepare comprehensive plans and land use ordinances.

PS2 - Recommendation #1 – Encourage local municipalities to adopt ordinances that protects the Dark Sky of the County

Actions:

a. Contact the International Dark Sky Association for information for educational material pertaining to the preparation and adoption of lighting ordinances. Their web site is: www.darksky.org

b. Contact the DCNR, specifically Cherry Spring State Park, and the Potter County Planning Commission to discuss the success of being certified as an International Dark Sky Park.

PS2 - Recommendation #2 – Agricultural Preservation – Agriculture activity has been and will continue to be an important part of people's lives in Perry County. Either by actively farming or benefiting from the farming activity, agriculture in Perry County is here to stay. Therefore, it should be a priority to preserve farms through a variety of methods including public and private conservation easements, local zoning regulations, and private deed restrictions. It must be noted that private deed restrictions may be broken by future landowners if no one "with standing" is willing to engage in the legal challenge of upholding the deed restriction. It is advisable to always get legal advice and assistance on such matters.

Actions:

a. **Use Public and Private Conservation Easements –** The Agricultural Preservation Board should continue to purchase conservation easements in a manner that complies with their agricultural preservation plan. This can be accomplished through a combination of public funds and private easement donations. Private conservation easements, such as the easements purchased by the Central Pennsylvania Conservancy, should be purchased when funds and opportunities arise. Both approaches should try and build upon existing farms and preserved land to increase the total area of the holding and not sporadically preserve land throughout the county.

b. **Foster Effective Agricultural Zoning -** Municipalities that have an abundance of prime agricultural soils and agricultural activity and are in the path of development should consider adopting zoning and effective agricultural protection requirements. The Perry County Planning Commission should encourage municipalities to adopt effective agriculture preservation ordinances and provide technical support. The adoption of effective agricultural zoning can be very divisive within a community. Local officials should ensure that there is sufficient support for such regulations, which can be accomplished through the development or update of a local municipal comprehensive plan.

c. **Promote the Use of Private Deed Restrictions -** Farmers and land owners in Perry County are very passionate about their property. Some farmers and landowners do not support public programs to preserve land; however, they do want to see their land continuously farmed or left undeveloped. Individuals not supportive of the public programs to preserve land can privately restrict the use of their land through private deed restrictions attached to the property deed that will limit the intensity and type development that could occur on their property.

PS2 - Recommendation #3 - Encourage and support local municipalities to adopt a Timber Harvest Ordinance – The Pennsylvania Municipalities Planning Code states that Forestry must be allowed in every district if zoning is adopted. If a municipality does not have a zoning ordinance, a single-purpose ordinance could be adopted to regulate timbering activities, including erosion and sedimentation control, skid roads, and road bonding. Forestry is just as important as agriculture is to the heritage of Perry County. Forested areas in the County are typically associated with steeper sloped areas, areas along creeks and streams, and on soils that are not highly productive for agricultural uses. Forested areas provide income from timbering; purify air and water, provide erosion and sedimentation control; provide wildlife habitat; and are a source of lumber for wood products and heating. Forested areas and wood lots also increase property values and help retain the rural character of the county.

Actions:

a. **Prevent new introductions of invasive plants and pests –** One of the most destructive forces to the county's forested areas is invasive plants and pests. Invasive plants include the mile-a-minute weed, Japanese stilt grass, barberry, tree of heaven (Ailanthus), invasive honeysuckles, autumn olive, phragmites, Japanese knotweed, purple loosestrife and reed canary grass. We are all familiar with the destructive forces of the gypsy moth, but other invasive pests include the emerald ash borer, and the hemlock wooly Adelgid that is impacting Hemlock trees across the Commonwealth, and specifically the old growth stand of Hemlock trees in the Tuscarora Sate Forest.

b. **Identify and Protect Old Growth Forested Areas and Encourage the Protection of those areas through Conservation Easements and Private Deed Restriction –** Over the last couple of centuries Pennsylvania has been timbered several times; however, there

are pockets of old growth forests that still exist in Perry County. The old growth Hemlock stand in the Tuscarora State Forest is one example of an old growth forest. Fortunately, that stand is protected and managed by the PADCNR for all to enjoy. Other pockets of old growth forest on private property should be identified and protected through a collaborative effort between the local, county, state, and private organizations through the use of conservation easements and private deed restrictions.

PS2 - Recommendation #4 – Support the adoption of zoning in municipalities that are located in the targeted growth areas – The Perry County Comprehensive Plan recommends a growth strategy that encourages growth to occur where there is sufficient public infrastructure. This strategy is defined in Chapter XII of the *Perry County Comprehensive Plan* and graphically shown on **Comprehensive Plan Map 12-1.**

PS2 – Recommendation #5 - Enhance Public Spaces – New Bloomfield, Millerstown, and other communities have public squares. These spaces are the public face of the community and often locations for community celebrations and displays. It is important to maintain these public spaces at a high level, commensurate with community pride and initial public investment. In addition to public spaces, several communities have historic buildings such as train stations and hotels that speak to the history of the community. Preserving these important buildings and enhancing the public spaces associated with them is important to maintaining vibrant communities.

Actions:

a. **Undertake Beautification Projects –** Assess opportunities to enhance the visual aesthetic of the public square. Consider introducing flags or plantings that add color, fencing or granite curb to define the space, and amenities that relate to the public use. If area(s) for plantings exist, use materials that are low maintenance, urban tolerant, and provide large splashes of color such as perennials or ornamental grasses. Explore working with a local garden club or garden enthusiasts on maintenance of planting areas. Some communities plant a single evergreen that can be decorated during the Christmas season. If there is no physical central square, consider adding color to the square streetscape through the use of planters or hanging flower baskets or banners.

   Many of the eastern Perry County communities are destinations on the Rt. 15 By-Way of the Arts, one of Pennsylvania's seven Artisan Trails. Funded in part by Pennsylvania Department of Community and Economic Development and aided by the partnership of Pennsylvania Council on the Arts. These trails utilize rural roadways as driving routes to guide visitors on artistic road trips. Beautification of public spaces and squares in these communities will enhance their status and appeal as a tourist destination. Communities may want to explore opportunities to incorporating art into public squares and parks to expand the offerings of public art available in a community. Work with local artists to explore opportunities for art in community spaces. Another resource for information

about revitalization of older communities is the Pennsylvania Downtown Center, http://www.padowntown.org.

b. **Preserve historic buildings and features -** Train stations, hotels, canal remnants, railroad structures, mills, and covered bridges are important elements of Perry County's past. Communities should work with the Perry County Historical Society to preserve worthy pieces of history and provide opportunities for interpretation. Where appropriate public access and interpretative signs should be incorporated into public space at the feature. An example of this is at the site of the Book's Covered Bridge outside of Blain.

Priority Strategy #3:

Provide Assistance and Outreach to Municipalities and Private Sector Partners

Assessment – In order for this Plan to be fully implemented it will require the development of an educational program, and assistance and outreach to local official and landowners as to the tools available to protect land and water resources, develop greenways and trails, expand recreation facilities, and protect open space.

Opportunities – The County Planning and Conservation District staff are best aligned to provide the assistance and outreach required to implement this Plan. Opportunities to educated officials can occur at the conventions, scheduled outreach meetings, and speaking roles at private and public social gatherings.

Challenges – The single largest challenge to implementing an effective assistance and outreach program is County staff capacity and availability of staff to attend meetings, and willingness of local officials and the public to listen and accept the suggested recommendations.

PS3 – Recommendation #1 - Develop educational meetings to educate local officials on the importance of adopting sound land use planning tools (Comprehensive Plan, Park and Recreation Plan, Act 537 Plan, Subdivision and Land Development Ordinance, and Zoning Ordinance).

PS3 – Recommendation #2 - Develop an Education and Outreach Effort for Private Landowners Regarding the Recreational Use of Land.

Action:

a. Significant frontage along these important water resources is on private land. Many landowners may have never considered allowing public access for fishing or paddling or have been deterred by concerns about their liability if a person is injured on their property.

   Landowner outreach and education about the importance of providing public access to the rivers and streams could expand these opportunities in the County. This outreach should be accompanied by education material about Pennsylvania's Recreation Use of Land and Water Act. This statute provides landowners who allow the public to use their land for recreation purposes at no charge, legal protection from liability claims. The Act limits a landowner's liability for injuries experienced by people engaging in recreational activities on their land.
   Another deterrent for landowners is pervasive littering that may accompany fishing. Fishermen from outside of the local area and county are notorious for leaving litter along stream banks, even on private property. Outreach to fisherman to educate them on the importance of a "carry-in/carry-out policy and fishing courtesy may address this situation. These outreach and education initiatives could be championed by the numerous sportsmen's clubs in the County and the PA Fish & Boat Commission could be a partner in this endeavor.

PS3 – Recommendation #3 - Educate the public on the need for recreation and change their mindset that there is no need for recreation in the County.

PS3 – Recommendation #4 - Partner and collaborate with the School Districts to develop environmental education classes and field trips that promote environmental awareness.

Priority Strategy #4:

Establish Partnerships to Promote and Implement Greenways, Parks, Recreation, and Open Space

Assessment - Perry County, a small rural county, operates as a lean organization dedicated to providing for the health, safety and welfare of the citizens. With 30 municipalities and four school districts along with over 10 percent of the land owned by the Commonwealth, the County is complex organizationally in terms of parks, recreation and open space with numerous organizations operating

independently. In addition to public governmental entities, private non-profit organizations such as the Central Pennsylvania Conservancy are working on related conservation and recreation efforts. About 80 to 85 percent of the county functions such as the justice system and nursing care are mandated by the Commonwealth leaving only a small portion of the organization and budget available for discretionary planning and implementation. There is no county park and recreation department nor any plans for establishing one. Municipalities operate largely independently as do the various recreation providers. School districts and municipalities also appear to operate independently. Consequently the provision of parks and recreational services is independent and fragmented with intermittent opportunities for collaboration.

Opportunities - Organizing to carry out greenways, parks, recreation, trails and open space actions over the next ten years will be critical in achieving the goals of this plan. County leadership can forge the formation and enhancement of public/private partnerships central to success in parks, recreation and open space in an area with limited staff and financial resources. The factors of successful large greenways elsewhere as shown in **Table 2-2** is a useful guide to Perry County in achieving its own success and were used in the development of implementation strategies for the Perry County Greenways, Parks, Recreation and Open Space system.

Implementing the Parks, Recreation, and Open Space Plan through public and private partnerships represents the major opportunity. Harnessing limited resources and partners with common interests will help to preserve the rural character of Perry County and enhance the quality of life here through parks and recreation. Creating the Perry County Park, Recreation and Open Space Board could be singularly important outcomes of this plan that will help the County achieve its goals. Finding and leveraging support and involvement of key stakeholders will help to generate alternative means of support. **Figure 2-1** presents roles and responsibilities for Perry County and its partners.

Table 2-2 10 Factors for Successful Greenways as Perry County Organizational Model	
Factor	**Comment**
Broad based collaboration[3]	Involvement of diverse stakeholders builds cooperation, shared goals, expertise and stability.
Multi-faceted goal-setting	Multiple and broad goals can meet the needs of a wide constituency while guiding them toward a common vision[4].
Based upon broad cultural, natural and recreational resources.	Incorporating multiple use values is essential including the importance of a mix of natural resource conservation, historic preservation and the use of resources that does not degrade the value of the resources. [5]
Value of professionals	Help to advance collaboration, alternative approaches, generating ideas, and building community support and capacity for implementation.[6]
Skilled and committed leadership	An effective leader, coordinator or facilitator supports a sustained collaborative effort to help pull people together in accomplishing projects and actions.[7]
Cultivating a broad base of interest and involvement	Involvement of a strong base of support of diverse stakeholders over the extended time that greenway and open space plans are developed. A voluntary effort is more effective than a mandatory one. Coordination among agencies is essential.[8]
Effective processes and organizational culture.	Processes are open and interactive, proactive rather than reactive. Paid staff that undertakes tasks help to prevent volunteer burnout.[9]
Adequate resources	Organizational structures and funding resources are required. Funding comes from multiple sources including government, non-profit organizations, private enterprise and individuals. Using the media and creating channels to educate and influence key elected officials are vital strategies.[10]
Make visible small successful achievements.	Nothing succeeds like success. Accomplishments inspire further action and more participation. Taking small steps in relatively easily achieved steps builds trust and confidence. [11]
Link conservation to economic development.	Successful projects list economic development as a goal.[12]

[3] Leach, W.D. and Pelkey, N.W. 2001. Making Watershed Partnerships Work: a review of empirical literature. Journal of Water Resources Planning and Management. 127 (6) 378-385.
[4] Wondolleck, J.M. and Yaffee, S. L. 2000. Making Collaboration Work, Lessons from Innovation in Natural Resource Management. Island Press: Washington D.C.
[5] Ahern, J.F. 1995. Greenways as a planning strategy. Landscape and Urban Planning (33) 131 - 156.
[6] Searns, R.M. 1995. The evolution of greenways as an adaptive urban landscape form. Landscape and Urban Planning (33) 65 – 80.
[7] Roole, S. 2002. Measures of progress for collaboration: case study of the applegate partnership. USDA Forest Service, Pacific Northwest Research Station, PNW-GTR-565.
[8] Flink, C. and Searns, R.I. 1993. Greenways: A guide to Planning, Design and development. Island Press: Washington, D.C.
[9] Ibid Wondolleck and Yaffe.
[10] Koontz, T.M. 2003. The farmer, the local planner, and the citizen in the dell: how collaborative groups plan for farmland preservation. Landscape and Urban Planning. (66) 19 – 34.
[11] *Ibid*. Searns 1995.
[12] Ibid. Ahern. 1995.

PS4 – Recommendation #1 - Establish the Perry County Partnership in Parks, Recreation and Open Space (PROS) by creating the Perry County Recreation Committee (PCRC).

Action:

a. Consider transitioning the Study Committee for this plan into the PCRC. Consider the following interests being represented in the PROS Committee: Perry County, the municipalities, conservation organizations, sportsmen's clubs, the Hershey Harrisburg Regional Visitors Bureau, the Perry County Council on the Arts, Tri-County Regional Planning Commission, Main Line Greenway, Susquehanna Greenway Partnership, and Juniata Clean Water Partnership. **Figure 2-1** presents the organizational structure for plan implementation.

   The purpose of the PCRC would be to serve as advisors, advocates and guides in the implementation of the Perry County Greenways, Parks, Recreation and Open Space Plan. Consider establishing sub-committees for Outdoor Recreation; Conservation; the Arts, Tourism and Special Events; and Close-to-Home Recreation. The sub-committee members would work on the implementation of project and programs related to their specific interests. Charge the PCRC with the responsibility of reviewing the Perry County Greenway, Parks, Recreation and Open Space Plan annually. Evaluate progress, emerging opportunities and changing needs. Develop annual goals and actions for the PCRC to undertake. **Table 2-3** lists the roles and Responsibilities of the Perry County Partnership in Greenway, Parks, Recreation and Open Space.

Figure 2-1 Organizational Structure for PCRC Partnerships

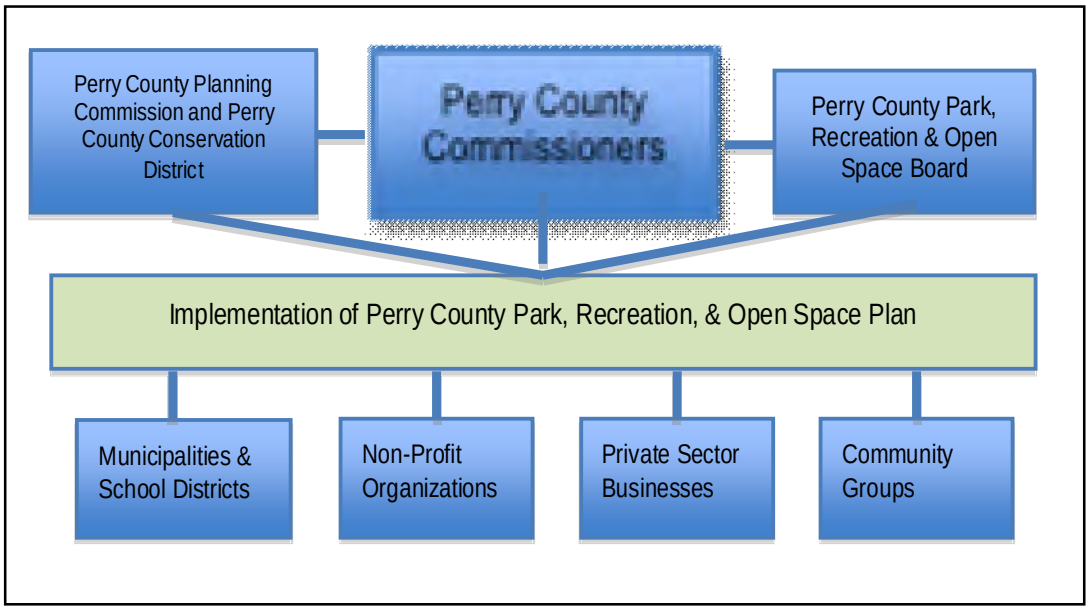


Table 2-3 Roles and Responsibilities of the Perry County Partnership in Greenway, Parks, Recreation and Open Space	
Entity	**Roles and Responsibilities**
County Commissioners	Serve as leaders in the advancement of parks, recreation and open space and implementation of the plan. Establish goals and budgets.
Tri-County Regional Planning Commission	Has the primary responsibility for implementation of the plan. To ensure that there is sufficient staff time and budget allocated for this purpose, additional funding of $50,000 to $60,000 annually would be allocated for professional planners' time and materials, supplies, promotion and other expenses.
Municipalities	Willing municipalities would work in partnership with Perry County in planning, development, managing and programming close-to-home parks, recreation facilities, greenways and trails and in open space conservation. They would work on creating multi-municipal and school district partnerships in recreation and conservation.
School Districts	Willing school districts would partner with municipalities in their service area in advancing community educational/recreational/healthy active living projects.
PCRC	Serve as advisors and advocates in plan implementation. The Commissioners would appoint the members who would institute an organizational structure with mission, roles and responsibilities. The Board would serve as a central core committee and establish an annual work program, meet quarterly and conduct an annual assessment of the plan accomplishments. Spin-off committees in outdoor recreation; the arts/events/tourism; conservation and close-to-home recreation would establish their goals and actions, coordinating with the PC-PROS Board.
Non-Profits	Work in the area of conservation with their capacity to act readily and generate support. Coordinate and provide programs, services, park and trail care and other tasks required to develop and sustain parks and recreation facilities.
Private Sector	Undertake special projects and initiatives; provide donations and support, advocacy, negotiation, and maintenance/care of parks, facilities, trails and natural resources.

PS4 – Recommendation #2 - Vest the responsibility for managing the operational and administrative functions of the PCRC with the Tri-County Regional Planning Commission or other local organization.

Action:

a. Consider adding to the staff time for the planner assigned to Perry County to work on the administrative functions of the PROS Committee. As with other planning functions, the planner would be responsible for implementing policy and directive established by the County Commissioners. The planner would offer expertise and ideas for consideration to the Commissioners and the PROS Committee.

PS4 – Recommendation #3 - Encourage the municipalities to plan and work on a regional basis rather than as autonomous jurisdictions.

Action:

a. Greenways, parks, recreation, open space, and trails extend beyond geographical boundaries. The plan found that citizens relate more to school districts than to municipalities. In rural communities, school districts tend to be the organizing element for education and recreation. Although there appears to be very limited municipal/school district relationships, there also appears to be potential to build and expand these relationships. Consider undertaking one school-municipal parks and recreation partnership as a pilot project. This could include the development of a regional parks, recreation and open space plan for the municipalities within the particular school district.

PS4 – Recommendation #4 - Create a WEB site to promote parks, recreation, greenways, trails and open space conservation as well as the plan and its implementation.

Action:

a. This could be on the Perry County WEB site and be a link on municipal, conservation, arts, historic, visitor's bureau and other related WEB sites. Designate the management of the WEB site as the responsibility of a specific person.

PS4 – Recommendation #5 - Work with the Juniata Clean Water Partnership and the Conservation District in developing outreach and educational programs to increase knowledge and expertise related to greenways and conservation.

Action:

a. The Juniata Clean Water Partnership received a grant for outreach and education that may be a source of assistance for Perry County either during the grant period or post-grant funding using the expertise and programs developed with the grant. Tap other

organizations such as the Central Pennsylvania Conservancy, Center for Rural Pennsylvania and others in developing outreach and public awareness programs. The goal would be to build capacity for park, recreation and conservation at the regional and local level. Consider at a minimum to hold an annual training session for municipal elected officials, planning commissions, EAC's and park and recreation boards on conservation and greenways.

PS4 – Recommendation #6 - Consider obtaining a Circuit Rider with a grant from PADCNR.

Action:

a. The four years of funding helps support a full-time park, recreation and open space professional. The purpose is to develop and stabilize a regional park, recreation and open space program/system.

PS4 – Recommendation #7 - PCRC should coordinate with the Perry County Historical Society to define historic and cultural interpretation opportunities and develop interpretative signage and explore other means of presenting the history and culture of the County to the public.

PS4 – Recommendation #8 - Work with surrounding counties to ensure greenways and trails connections are made creating inter-county greenways and trails.

PS4 – Recommendation #9 - Establish Partnerships to Promote Greenways, Parks, Recreation, and Open Space:

Actions:

a. Continue to preserve prime agricultural land and important forested areas through public and private programs and partnerships.

b. Support the continued funding of the Agricultural Conservation Easement Program by the state and county.

c. Support the Forestry Legacy Program as a way to preserve important forested areas and promote better forest management.

PS4 – Recommendation #10 - Develop a formal process where community recreation organizations can collaborate on fundraising and volunteer coordination.

Actions:

a. Develop a recognition program to recognize volunteers.

b. Public Pool communities should form an alliance to share information, programming ideas, and resources.

Priority Strategy #5:

Expand Existing Recreation Programs

Assessment – Only three municipalities in Perry County have a functioning Park and Recreation Board. Their role is limited to maintaining existing parks within their township. They consist of no paid staff and have no budget other than to maintain their parks. As the population of the County grows there will be a need to expand recreational services provided by these recreation boards. Expansion does not mean buying land or other major capital improvements, it can consist of adding a holiday trip to New York City, or a day trip to Baltimore. These boards need to start thinking beyond their current role and begin planning for their future.

PS5 – Recommendation #1 – Develop On-Road Bicycling Loops.

Bicycling is becoming one of the most popular forms of transportation, recreation and exercise. Cyclists in Perry County can enjoy a variety of terrain and overall scenic beauty. Bicycle routes should consist of a loop or a series of loops where a cyclist can start anywhere and return to their starting point without traveling the same route. The combination of state and local roads in the County make this loop concept achievable, and the location of the nine boroughs and the associated transportation network are great starting points for the beginner cyclists to the most advanced. Along the way cyclists can enjoy parks, historic features, Amish lifestyle, pristine streams, agricultural land, and soaring mountains.

Actions:

a. Identify local bicycling clubs as partners to the loop project.

b. Identify preferred routes and communicate those routes to PennDOT so when roadway improvements are planned appropriate improvements can be designed and constructed to accommodate bicyclist.

c. The County or other organization should communicate with the Harrisburg Transportation Study (HATS) which roadways have been identified as on-road cycling loops. These loops can be incorporated into the Region's Long Term Transportation Plan.

PS5 – Recommendation #2 - Improve accessibility to the County's major streams and rivers for recreation purposes, including fishing, floating, and swimming.

PS5 – Recommendation #3 - Encourage local municipalities in designated growth areas to prepare a Park and Recreation Plan and adopt a recreation land dedication/fee-in-lieu of land dedication ordinance.

PS5 – Recommendation #4 - Plan for and develop a public shooting range.

PS5 – Recommendation #5 - Work with DCNR to develop a mountain bike trail in the Tuscarora State Forest.

PS5 – Recommendation #6 – Increase access points to the Shermans Creek for floating, fishing, and other water related recreation opportunities.

PS5 – Recommendation #7 - Support the development of recreation plans, and park master plans for those municipalities that have undeveloped parkland, or need to improve their existing facilities.

PS5 – Recommendation #8 - Develop a community gardens program in the developed areas of the County to allow residents to enjoy open space and outdoor activity.

Priority Strategy #6:

Link the County through the Development of Greenways and Trails

Assessment – Perry County lacks a coordinated trail system that interconnects major trails, such as the Appalachian Trail and Tuscarora Trail with other smaller regional trails that serve the local and regional community. The county's boroughs are the centers of commercial and social activity in the county. They tend to be pedestrian oriented and have local parks and recreation programs, and are strategically located throughout the entire county. This offers an opportunity to develop a trail system that

radiates out of the boroughs and connects to other visible recreation resources in the county, such as the Susquehanna River, Juniata River, Little Buffalo State Park, Tuscarora State Forest, and school district campuses. The County is also fortunate to have historic features such as the old canal, iron furnace, covered bridges, and older historic homes and barns that can be connected by a pedestrian/bicycle trail, or a mobile trail. Couple the opportunity to develop a trail system that radiates out of the activity centers with proposed greenways, opportunities abounds for linear recreation features in Perry County.

Opportunities – As identified above, opportunities abound for trail development in the County. Based on input from the public and key stake holders, the following trail related opportunities have been identified:

1. **Equestrian Trail from Duncannon/Marysville Borough to Blain Borough and the Tuscarora Sate Forest**

2. **Shermans Creek as a Water Trail -** Shermans Creek was identified as a significant waterway and one of the most underutilized water features in the county. Throughout this plan Shermans Creek has been identified for a greenway and water related recreation, and now a water trail. However, full fledge boating/canoeing opportunities only present themselves during spring and early summer when water levels of the creek run high. During summer months tubing and related floating adventures can occur; however, it will require significant portage.

3. **Millerstown Borough to Newport Borough Trail** – An opportunity exists to develop a trail along the Juniata River connecting the Millerstown Community Park to Newport Borough. The trail would generally follow Old Route 22 along the eastern bank of the Juniata River. Access to Newport Borough would be over the Juniata River Bridge which carries Route 34 over the Juniata River into Newport Borough.

4. **Mountain Biking** – This form of cycling has developed a strong and dedicated following of people and is becoming popular with all levels of cycling. Mountain biking in Perry County is primarily conducted on private property; however, there is an opportunity to work with the PADCNR to develop mountain biking trails in the Tuscarora State Forest.

5. **Apple Tree Alley Walk in Duncannon Borough –** The Apple Tree Alley Walk is a demonstration project of the Susquehanna Greenway Partnership. This is one of the first projects to be undertaken to implement the Susquehanna Greenway in Pennsylvania. The trail would extend along Apple Tree Alley from Fritz Street to Noye Park. The trail follows the path of an abandoned rail line and other municipal streets and rights-of-way. The trail will provide a pathway through the Borough for use by pedestrian, including through hikers on the Appalachian National Scenic Trail. The trail will allow hikers to experience Duncannon's riverfront history and will provide access to local businesses including those concentrated in the historic Duncannon Square.

6. **Connection of the Appalachian Trail (AT) to the Darlington Trail to the Lions Park in Marysville Borough** – The AT and Darlington Trail traverses Rye Township. The Township also has a Community Park which provides access to Fishing Creek, which flows in an easterly direction into Marysville Borough and Lion's Park. The creek eventually flows into the Susquehanna River. An opportunity exists to tie the AT and Darlington trails together via a series of smaller trails to the Rye Township Community Park. The ultimate route would take the trail along Fishing Creek to the Lion's Park in Marysville Borough. In their recently adopted SALDO, Rye Township has the ability to require trails to be constructed as part of the subdivision and land development approval process.

7. **Extension of the Darlington Trial** – Marysville Borough received a commitment from the developer of Rockville Estates to extend the Darlington Trial over a section property is owned by the developer in Rye Township, through Rockville Estates and terminating in an area of open space that will be set aside by the developer as part of the Rockville Estates development. The Borough has worked with the Appalachian Trail Club on this project and they have committed to help locate and develop the trail. There is also a proposed section of trail that would extend beyond the Darlington Trail to an overlook for the Rockville Bridge, Susquehanna River, and the Kittatinny Flyway.

8. **Rail Trail** – Utilize remnants of the former Sherman's Valley Railroad rights-of-way to develop a trail layout out plan that would connect Duncannon Borough to New Bloomfield Borough and to other destinations in the County. Portions of the rights-of-way have been claimed by adjoining property owners therefore the initial recommendation is to prepare a feasibility study to determine a general path and cost of the project.

9. **Identify Trail Towns –** As defined in Trail Towns Capturing Trail-Based Tourism a "Trail Town" is a destination along a long-distance trail. Whether on a rail trail, towpath, water trial, or hiking trail-trail users can venture off the trail and to enjoy the scenery, services, and heritage of the nearby community. It is a safe place where both township residents and trail users can walk, find goods and services they need, and easily access both trail and town by foot or vehicle. In such a town, the trail is an integral and important part of the community. A Trail Town is a vibrant place where people come together. It may have a bike shop, an ice cream parlor, casual restaurants, a grocery store, and quaint local shops. It has wide sidewalks, clean streets, bike racks, and benches at convenient locations. It has places to rest for the night. Trail Towns are not stand-alone communities; they are linked by the trial corridor where trail users may be passing through a town on a day trip or long distance trek, or may drive to a community and park to access a river or trial.

In Perry County the following boroughs can be considered for a Trail Town designation:

- **Duncannon Borough** – Two trails converge on Duncannon Borough, the Appalachian Trail runs through the center of Duncannon Borough and the Borough can be easily accessed by the Susquehanna River Trail making it the quint essential Trail Town in Perry County. Duncannon exceeds the suggested amenities required to classify it as a Trail Town. Apple Tree Alley Trial is proposed in the Borough and would serve as an off-road trail for hikers hiking the Appalachian Trail.

- **Millerstown and Newport Borough –** Both Boroughs have access to the Juniata River and are quaint and full of services that can benefit trail users utilizing the Juniata River for water recreation. Access to the Juniata River in Millerstown is from the Millerstown Community Park and Newport is accessed by underpasses under the rail road.

Challenges – Identification of trails within this plan represents the initial step in making the vision come alive. There are many hurdles and challenges that must be overcome to the creation of an interconnected trail system. They include:

- No requirement to address trails in zoning ordinances and SALDOs.
- Funding – Trail construction requires a substantial capital commitment. Public budgets are strapped for revenue to operate government at the basic level.
- Lack of an Organization to Champion Trail Development/Improvements – Trail development requires partnerships at all levels. These partnerships can help with funding, construction, and maintenance of the trails.
- Private Property Rights/Posted Property – Perry Countians love their land. During the public meetings it was repeatedly mentioned that littering is a problem and that trail users do not respect the land that the trail traverses on. There are also liability concerns.
- No/Limited Access to Creeks/Rivers – It was repeatedly mentioned by the public that Perry County has poor access to the Juniata and Susquehanna Rivers due to the Norfolk Southern Railroad and Routes 11/15. Property owners are also restricting access to waterways over their land leaving very few points where the creeks and rivers can be accessed.
- Acquisition of railroad right-of-way by adjoining property owners.

PS6 - Recommendation #1 – Develop Greenways to Protect Linear Features and Promote Recreation.

From mountain ridges to stream corridors, all types of greenway opportunities abound in Perry County and it is important to protect these linear features for resource protection and recreation.

Actions:

a) **Support the PADCNR Mega-Greenways in Perry County –** Three of the five Mega Greenways in Pennsylvania pass through or adjoin Perry County. They include the Kittatinny Ridge Greenway, Pittsburgh to Harrisburg Mainline Canal Greenway, and the Susquehanna Greenway. A detailed description of each greenway is provided in the Foundation section of this report.

b) **Support Locally Identified Greenways –** Several local municipalities in Perry County have identified greenways in their Park and Recreation Plan or Comprehensive Plan. Locally identified greenways include: Cove Creek and Shermans Creek Greenways in Penn Township. The Greenwood Area Joint Comprehensive Plan proposes the following greenways: Raccoon Creek, Cocolamus Creek, Sugar Run, and Wildcat Run. The Greenwood Area Joint Comprehensive Plan, which includes the municipalities that make up the Greenwood Area School District (Millerstown Borough, Greenwood Township (Perry County), Greenwood Township (Juniata County) and Tuscarora Township. The following provides additional information on the aforementioned greenways and other intra-county greenways:

Locally Identified Greenways

Conservation Greenways

1. Cocolamus Creek Greenway (Greenwood Area Comprehensive Plan)

The Cocolamus Creek Greenway follows the main stem of Cocolamus Creek and one of its principal unnamed tributaries for approximately 8 combined miles in Perry County. The distance only reflects mileage within Perry County. The Greenwood Area Comprehensive Plan displays the portion of this greenway along the main branch of Cocolamus Creek exiting the County and continuing on in Greenwood Township, Juniata County.

In Perry County the greenway is located in Greenwood and Liverpool Townships and Millerstown Borough.

2. Sugar Run Greenway (Greenwood Area Comprehensive Plan)

The Sugar Run Greenway follows Sugar Run in Tuscarora Township for 4 ¾ miles. The greenway connects to the Pittsburgh to Harrisburg Mainline Canal Greenway. The greenway is located exclusively within Tuscarora Township. At its westernmost end, the Sugar Run Greenway may have the potential to connect with the Raccoon Creek Greenway.

3. Wildcat Run Greenway (Greenwood Area Comprehensive Plan)

The Wildcat Run Greenway follows Wildcat Run and two of its unnamed tributaries for a unified distance of approximately 8 miles. The greenway is located entirely within Greenwood Township. As with all four other greenways in the Greenwood Area Comprehensive Plan, the Wildcat Run Greenway originates at its confluence with the Juniata River.

4. Montour Creek Greenway

The Montour Creek Greenway follows the Montour Creek for approximately 6.75 miles.

The greenway is located in Centre, Spring, and Tyrone Townships.

5. Perry Furnace Run Greenway

The Perry Furnace Run Greenway follows Perry Furnace Run for approximately 3.75 miles.

The greenway is located in Carroll, Centre, and Spring Townships.

Conservation/Recreation Greenways

1. Cove Greek Greenway (Penn Township Recreation Plan)

The Cove Greek Greenway follows Cove Creek for approximately 3 miles. The greenway is located entirely within Penn Township.

2. Laurel Run Greenway

The Laurel Run Greenway follows Laurel Run for approximately 17 miles.

The greenway is located in Jackson, Southwest Madison, Toboyne, and Tyrone Townships.

Recreation Greenways

1. Raccoon Creek Greenway (Greenwood Area Comprehensive Plan)

The Raccoon Creek Greenway follows the main channel of Raccoon Creek for approximately 9½ miles from its confluence with the Juniata River to the western edge of Tuscarora Township. Near the Village of Donnally Mills the greenway may have the opportunity at some point to link with the Sugar Run Greenway.

The greenway is located in Saville and Tuscarora Townships.

2. Shermans Creek Greenway (Penn Township Recreation Plan)

The Shermans Creek Greenway follows that portion of Shermans Creek in Penn Township for approximately 5.75 miles long, which is part of the proposed 45 mile long Shermans Creek Greenway.

3. Big Buffalo Creek Greenway

The Big Buffalo Creek Greenway follows Big Buffalo Creek for approximately 26¼ miles.

Currently the land cover associated with this greenway is only around 65% forested. The other 35% open areas appear along agricultural lands, residential properties, and roadways.

The greenway is located in Juniata, Northeast Madison, Oliver, Saville and Tuscarora Townships.

4. Bixler Run Greenway

The Bixler Run Greenway follows Bixler Run for approximately 9½ miles.

Currently the land cover associated with this greenway is only around 22% forested. The other 78% open areas appear along agricultural lands, residential properties, and roadways.

The greenway is located in Northeast Madison, Saville and Southwest Madison Townships.

5. Little Buffalo Creek Greenway

The Little Buffalo Creek Greenway follows Little Buffalo Creek for approximately 9 miles.

The greenway is located in Centre, Juniata, Oliver, and Saville Townships, and Newport Borough.

6. Little Juniata Creek Greenway

The Little Juniata Creek Greenway follows the Little Juniata Creek for approximately 13.5 miles.

The greenway is located in Centre, Miller, Penn, and Wheatfield Townships, and Bloomfield and Duncannon Boroughs.

Mountain Ridges – Conservation

1. Berry Mountain Greenway

The Berry Mountain Greenway follows Berry Mountain for approximately 7 miles. This mountain comprises a cove mountain-like geomorphic feature displaying similar folding and rock strata.

Some of the potential linkages include the Buffalo Mountain Greenway to the north, the Howe Run Greenway to the south, and the Susquehanna Greenway to the east.

The greenway is located in Buffalo and Howe Townships.

2. Buffalo Mountain Greenway

The greenway is located in Buffalo, Greenwood, Howe, and Liverpool Townships, and Liverpool Borough.

3. Conococheague Mountain Greenway

The Conococheague Mountain Greenway follows the Conococheague Mountain for 16 miles

The greenway is located in Jackson, Northeast Madison, Southwest Madison, and Toboyne Townships.

4. Hickory Ridge Greenway

The Hickory Ridge Greenway follows Hickory Ridge for approximately 5.5 miles.

The greenway is located in Centre, Miller, and Oliver Townships.

5. Little (Second) Mountain Greenway

The Little (Second) Mountain Greenway follows the Little (Second) Mountain for approximately 17.5 miles.

The greenway is located in Carroll, Rye, and Spring Townships, and Marysville Borough.

6. Mahanoy Ridge Greenway

The Mahanoy Ridge Greenway follows the Mahanoy Ridge for approximately 10 miles.

The greenway is located in Centre, Miller and Spring Townships.

Mountain Ridge – Recreation

1. Bowers Mountain Greenway

The Bowers Mountain Greenway is approximately 11 miles. The greenway is located in Jackson, Southwest Madison, and Toboyne Townships.

2. Cove Mountain Greenway

The Cove Mountain Greenway follows the Cove Mountain ridge for approximately 14.5 miles.

The greenway is located in Penn and Rye Townships and Marysville Borough.

PS6 - Recommendation #2 – Commission a Committee to determine the Feasibility of developing the Shermans Creek Greenway starting at the headwaters of Shermans Creek and terminating at its confluence with the Susquehanna River.

Action:

a. The vision of this greenway is more than resource protection. Shermans Creek runs the full length of Perry County from west to east and is enjoyed by numerous interests – including trout and bass fishermen, swimmers cooling off during a hot summer day, canoeing and rafting during high water levels during the spring thaw to name a few. Landscapes along the way include forested lands, farms, narrow valleys, parks, and campgrounds.

PS6 - Recommendation #3 – Support Shorter Greenways that Connect the Mega-Greenways to the Shermans Creek Greenway to Public and Private Park and Recreation Areas to Trails.

Action:

a. Interconnecting proposed greenways to other greenways and trails is essential in developing a coordinated approach to preserve linear features and the recreational use of the greenways and trails. These smaller but equally important greenways include: Big Buffalo Creek, Bixler Run, Berry Mountain, Bowers Mountain, Buffalo Mountain, Conococheague Mountain, Cove Mountain, Hickory Ridge, Laurel Run, Little Buffalo

Creek, Little Juniata Creek, Little Second Mountain, Mahanoy Ridge, Montour Creek, Perry Furnace Run, and Tuscarora Mountain.

PS6 - Recommendation #4 - Coordinate with Adjoining Counties in Developing an Inter-County Greenway System.

Action:

a. Dauphin County, Cumberland County, Franklin County, and Juniata County have all developed a Greenways, Parks, Recreation, and Open Space Plan. Greenways proposed in those plans that can be interconnected include the Kittatinny Ridge; Appalachian Trail; the Pittsburgh to Harrisburg Main Line Canal; Backlog/Shade Mountain; and the Susquehanna.

PS6 - Recommendation #5 - Link the County through Greenways and Trail

Actions:

a. Identify equestrian trails and trail heads to serve the burgeoning equestrian industry in the County.
b. Plan for the development of the Shermans Creek Water Trail.
c. Relocate the Tuscarora Trail from RT 34 in Carroll Township.
d. Develop an intra-county trail from Marysville to Blain.
e. Develop a multi-use trail along the Juniata River from the Millerstown Community Park to Newport Borough which provides access to the Juniata River.
f. Support the development of Apple Tree Alley Trail in Duncannon Borough. This could trail could also act as an off street trail for the Appalachian Trail.
g. Develop a trail along Fishing Creek that connects the Rye Township Community Park with Marysville Borough.
h. Plan for a rail trail from Duncannon/Newport boroughs to New Bloomfield to the Tuscarora State Forest. This trail could also be used by the Amish as a transportation corridor in the western part of the County.
i. Build upon the existing trail network in the Tuscarora Sate Forest and State Gamelands.
j. Incorporate view sheds into the network of trails.

PS6 - Recommendation #6 - Develop better trail maps and trail wayfinding signs throughout the County.

PS6 - Recommendation #7 - Plan for additional snowmobile, and other motorized and non-motorized trails.

PS6 - Recommendation #8 - Develop a Hub and Spoke Approach to Trails.

As discussed above, opportunities abound in Perry County for trail development. Trail development should take the form of a hub and spokes, where the hub is represented by the boroughs in the County and the spokes represent trails that connect the boroughs to schools, local and regional parks, and historic resources to name a few. Trails should follow the path of least resistance such as streams, vacated roads, abandoned railroad beds, and along roads with adequate shoulders or sidewalks. Trail heads should be located in/or adjacent to the boroughs, or other local or regional destination point such as Little Buffalo Sate Park. Finally, to make this all work it is recommended that the local municipalities review their land use regulations and adopt the necessary language to allow the local municipality the ability to require trails as part of the subdivision and land development plan approval process.

Actions:

a. **Support and encourage the development of trail regulations in local zoning and subdivision and land development ordinances** – As land is subdivided and developed, an opportunity exists to obtain an easement or right-of-way for future trail development. With larger subdivision plans trails can be required to be built. However, before a municipality can require the reservation of land or construction of trails it must have the appropriate plans and ordinances to require such actions, including a Comprehensive Plan and a Park and Recreation Plan. Ordinances required include a Subdivision and Land Development Ordinance with parkland dedication and trail development regulations. It is important to note that in order to adopt a parkland dedication ordinance, the municipality first must have a Park and Recreation Plan.

b. **Commission a committee to champion the development of trails in the County –** For this plan to be implemented it is important that a committee be created to champion the development of trails in the county, interact with local, county, and state officials, be a clearing house of information regarding trail development and regulations, and provide the “trust” value when negotiating with property owners for easements, rights-of-way, and land purchases.

c. **Interconnect trails and greenways where appropriate –** Where appropriate in the county, trails and greenways can be combined together. This will save negotiating time, legal fees, right-of-way acquisition costs, and save capital resources by securing two important resources at one time.

d. **Communicate with property owners** – Trust is the major stumbling block to acquiring easements, right-of-way, or land for trail and recreation development. To be successful, a highly trusted individual in the community must make initial contact with the property

owner and develop a trusting relationship before other individuals become involved. After that initial contact the property owner must be kept abreast of all decisions and actions that occur and all issues must be discussed in detail with the property owner.

e. **Develop Partnerships –** Partnerships must be developed with key organizations such as the AT Conservancy, Central Penn Conservancy, Audubon Society, large land owners, and local and county officials. The development of trails cannot be accomplished by one individual.
f. **Provide Accessible Trails –**Accessible trails should be developed in conformance with the guidelines and spirit of the American with Disabilities Act.

g. **Utilize abandoned railroad/canal right-of-way for trail development –** Perry County is fortunate in that it had a series of railroads that were used for passenger transport and industry purposes in the early part of the 20th Century. However, with the exception of the Norfolk Southern Railroad, railroad activity has long seen its glory days in the county. What are remaining are pieces of historic structures such remnants of canal locks, elevated rail beds, and bridge abutments. These remnants represent a window to the past and an opportunity in the future.

h. **Lower Bailey Road Trail** – Miller Township is considering abandoning a section of the "no winter maintenance" section of Lower Bailey Road. The road follows the railroad tracks and Juniata River, and runs along the far eastern side of the State Game Lands No. 281. Ultimately, it could connect with the Game Land's network of roads and trails.

PS6 - Recommendation #9 – Relocate the Tuscarora Trail from an on-road trail to an off-off trail for a 10 mile length on PA 74, between PA 74 and McClure's Gap. This gap was identified in State's Outdoor recreation Plan (www.paoutdoorrecplan.com). PA 74 is not walker friendly and hikers are experience dangerous conditions along that roadway.

Actions:

a. Reach out to the Keystone Trail Alliance to ascertain the exact issue that is forcing hikers off the trail and onto PA 74.

b. Identify the ultimate route where the trail should be located and alternatives routes that can be used until the preferred route is available.

c. Reach out to property owners to discuss the trail's ultimate location and alternatives.

Priority Strategy #7:

Provide New and Enhance Existing Recreation Facilities

Assessment – Enjoying time in the great outdoors is a key component of the quality of life valued by Perry County residents. The extensive amount of land in the County protected as State Parks, State Forests, and State Game Lands provide close to home opportunities for passive recreation pursuits such as hunting, fishing, and trail activities. While active recreation opportunities are not as plentiful, Perry County municipalities, community organizations, and volunteers have long worked together to make recreation in Perry County work. Through dedication, sharing of resources, and a willingness to travel for recreation, Perry County residents enjoy sporting events, community special events, and opportunities for self-directed recreation. Currently there are 30 parks in Perry County providing 621 acres of parkland for public use. As Perry County looks to the future, strategies for enhancing both passive and active recreation should be promoted to assure that the park facilities and recreation opportunities that residents' value, are retained for future generations. These strategies should reflect the core values of the County, respond to trends affecting leisure activities, and be realistic and achievable.

Opportunities – The existing parks, school sites, and other public lands present opportunities to expand the offering of recreation facilities to county residents. Additional parkland has been identified as a need. Opportunities exist to expand the parkland holdings through expansion of existing parks sites, partnerships with school districts, and collaborative efforts between municipalities and community organizations.

Although development in Perry County has continued during the recent downturn in the economy, it had not previously experienced the extensive development that has affected many other areas of the Commonwealth. This position provides opportunity for parkland acquisition and exploration of recreation opportunities that will provide broad recreation benefits to the citizens of the county.

Challenges – Although Perry County has many pieces of a comprehensive park system, key components are missing and there are significant challenges associated with providing close to home parks and recreation lands to serve residents. Consider the following:

- The County does not have a formalized county park system nor is a parks department recommended for Perry County. The County should promote cooperation and partnerships to advance recreation locally and provide technical assistance to municipalities about park funding and ordinance provisions that enhance recreation opportunities.

- Eleven 11 municipalities do not have a park. Parks and recreation opportunities are essential elements of a high quality of life. Providing recreation opportunities for individual leisure pursuits, family gatherings, community celebrations, competitive

sports, and playground programs are important for creating and maintaining a sense of community and providing fitness and wellness benefits to citizens. Each borough should have a community park.

- There is an overall need for additional parkland in Perry County based on the existing and projected population.

- Many of the recreation facilities located throughout the County were developed prior to or without consideration of the requirements of the Americans with Disabilities Act or Consumer Product Safety Commission guidelines for public playground safety.

- Municipalities have limited financial resources for parkland acquisition, including matching funds for acquisition grants. Personnel resources for maintenance of parkland and capital funds for improvements and necessary renovations are equally challenged.

- Volunteers and community organizations play an important role in providing recreation opportunities throughout Perry County. Fostering these organizations and partnerships and broadening the base of volunteers will be important to expand recreation opportunities in the County.

- Only two municipalities in Perry County have mandatory dedication ordinances that provide for dedication of parkland from developers. Mandatory dedication of parkland is important to address recreation needs as communities grow.

- Key recreation facilities are missing from the offerings in the County to include a park or nature center developed for environmental education, long distance multi-purpose recreation trails, indoor recreation facilities with gymnasium, and special use facilities such as skate parks. Residents travel out of the County to participate in special use recreation activities and use indoor facilities.

- The boroughs have long provided the majority of parkland and recreation opportunities, serving as regional facilities. This informal regional approach to parks and recreation places excessive financial and personnel burden on these core providers.

PS7 – Recommendation #1 - Fix what you have! – Existing Park Maintenance.

Many of the communities throughout the County have parks and these facilities should be the primary target for future recreation investment. Some facilities are relatively new while others have sustained years of use and do not comply with the latest safety and accessibility standards or provide facilities that meet the changing interests of users. Addressing safety, accessibility, and maintenance of existing facilities is the strongest park and recreation facility recommendation.

Actions:

a. **Address Safety and Accessibility Issues First –** Parks and recreation facilities are public facilities, and must comply with the requirements of the Americans with Disabilities Act (ADA). Each recreation element within a public park must be accessible via an accessible route leading from an accessible parking space. Accommodations for persons with disabilities should be incorporated into parks, trails, and special use facilities. Examples of these accommodations include accessible spectator areas, gates to court areas to allow access by a person in a wheelchair, accessible play elements incorporated into playground structures, and accessible accessories such as picnic tables that accommodate wheelchair users.
Parks and recreation facilities need ongoing maintenance to remain in safe working order. Use, abuse, and deferred maintenance can take its toll on recreation facilities and ongoing maintenance to upgrade facilities and refurbish aged elements is necessary to provide facilities in safe working order. Additionally, in the case of playgrounds, upgrades may be needed to meet the latest Consumer Product Safety Commission safety guidelines for public playgrounds.

   Safety and accessibility audits should be completed for parks to identify accessibility issues that relate to the requirements of the ADA and safety issues. Improvements to address these issues should be incorporated into Capital Improvement Programs for the parks.

b. **Maintain Recreation Facilities –** Parks require on-going maintenance and investment. Facilities use, exposure to the elements, and vandalism necessitate both on-going routine maintenance and as-needed maintenance to provide facilities in good working order that are safe and available for public use. Items like playground safety surfacing and infield mix require routine maintenance to assure that the material is maintained at the proper depth and configuration. Facilities like benches and picnic tables may need repaired on an annual basis. Maintenance deferred can often result in the need to replace or take a facility out of service. The municipalities and their partners should prioritize on-going maintenance of parks and recreation facilities and develop a Capital Improvement Program that identifies major facility repairs and replacements with a timeline for completion.

PS7 – Recommendation #2 - Design and Renovate Parks for Low Maintenance.

Parks should be designed and renovated for low maintenance. Materials should be chosen based on their maintenance requirements. Facility layout should consider maintenance practices. Consider using edging or curb to retain loose playground safety surface material and placing trees and signs in planting beds to minimize hand mowing and weeding. Introduce flower beds and extensive plantings only if a volunteer group commits to the ongoing upkeep. Introduce meadow areas with no-mow or low-mow maintenance requirements.

Action:

a. **Maximize the Use of Existing Parks –** Although there is a need for more parkland and recreation facilities in Perry County, investing in existing parks is a higher priority than acquiring land for new facilities. Existing parks should be maximized in terms of recreation opportunities. It is often more cost efficient to invest in existing facilities because the infrastructure is typically in place to support the new or expanded use. A new game court or playground will add play value to a park but may not require additional parking, extensive trails, or restrooms.

   Incorporating trails to connect facilities is a requirement of the ADA, and when developed in a looping configuration with distance markers and benches for resting, is a facility enjoyed for walking and jogging. Picnic pavilions provided near playgrounds will provide shaded locations for caregivers and accommodate birthday parties and summer playground activities. Picnic areas developed with accessory facilities such as horseshoe pits or grills may attract more use than a standalone structure. Each existing park should be explored to define opportunities to maximize use. Consideration should be given to recreation trends and interests of residents.

   Master plan existing parks if a current master plan does not exist. A master plan is a blueprint for future park improvements and should include a phased implementation plan with corresponding cost estimates. Park master plans are critical documents needed when seeking funding from the Commonwealth or elsewhere for park improvements. Newport Borough is currently master planning Veteran's Memorial Park and the recommendations of the plan should guide future investment. Likewise, other communities with park master plans should develop capital improvement programs that phase in park improvements.

PS7 – Recommendation #3 – Add Parkland.

There is an overall need for additional parkland in Perry County to provide facilities to meet the active recreation needs of the existing and projected population. Perry County has 621 acres of parkland distributed between 30 park sites. This total includes both active and passive parks as well as private parks. Parkland acreage analysis typically evaluates the parkland acreage available for active recreation. The active parkland acreage correlates to the acreage needed to develop the sports fields and courts and special use facilities desired by residents for league and community use.

Currently there are 461.28 acres of municipal owned active parkland and when private parks are included in the calculation, the total acreage of active parkland is 594.13. This acreage total is skewed by the inclusion of Wagner Park which is 282 acres in size and primarily natural with approximately five percent of the acreage developed for active recreation. If only the developed portion (15 acres) of Wagner Park is included in the assessment of parkland, there is approximately 194 acres of municipal parkland available for active recreation use. Add the

private parks (Marysville Lions Club Park, Perry County Recreation Association, etc.) and the parkland total climbs to 327 acres. **Table 2-4** below defines the parkland deficit based on the adjusted acreage. The table shows the acreage calculation based on municipal parkland only and municipal parkland combined with private parkland.

Table 2-4
Parkland Deficiencies

	Year	Population Projections	Ex. Parkland Acreage	10 Acre Standard		15 Acre Standard	
				Parkland Required	Deficit	Parkland Required	Deficit
Municipal Parkland	2010	52,795	194	528	334	792	598
Municipal & Private Parkland			327		201		465
Municipal Parkland	2020	55,784	194	558	364	837	643
Municipal & Private Parkland			327		231		510

The calculations were completed using a 10 acre standard per 1,000 residents and a 15 acre standard. The 10 acre standard is over 30 years old and many municipalities have targeted a higher acreage standard to address the changes in leisure use and increased participation witnessed since the standard was first promoted. At the 10 acre standard, there was a deficit of 334 acres in 2010 which is projected to grow to 364 acres in 2020. This projected deficit falls to 201 acres in 2010 and 231 in 2020 if private parks are included in the calculation.

Perry County communities should target the 10 acres per 1,000 residents as a minimum standard. Private parks, which play a significant role in the County, should be included in the calculation. The overall need for additional parkland is balanced by input from citizens and the study committee for this project which suggest that recommendations should not overreach and that new parkland be acquired in a strategic manner. At the 10 acre standard, Perry County should work to add 201 additional acres of parkland. The following strategies are suggested to address the parkland deficit:

Actions:

a. **Target Land Contiguous to Existing Recreation Land –** The preferred strategy for acquisition of additional parkland is to acquire land contiguous to existing parks or schools where possible. Contiguous acreage can provide land for expansion of existing uses and introduction of new uses. Park and school sites are already destination in the community and their expansion will promote centralize recreation activities. An important benefit of this strategy is that infrastructure is typically in place to expand

upon. Many school sites and most parks already have playgrounds, athletic fields and courts, parking, and in some instances restrooms.

b. **Adopt Mandatory Dedication of Parkland Ordinances -** The Pennsylvania Municipalities Planning Code (MPC), Act. No. 170 of 1988 provides municipalities with the authority to require the dedication of public land for recreation purposes. Mandatory dedication is a mechanism that many municipalities use to ensure that future residents have adequate park and recreation opportunities. Mandatory dedication ordinances require developers to dedicate public open space within proposed developments for recreation purposes. An option for paying fee-in-lieu of land dedication is also included in most ordinances. In Perry County, only Penn and Rye Townships have mandatory dedication ordinances. Other municipalities throughout Perry County, especially those in the path of growth and development, should adopt mandatory dedication ordinances. To comply with this legislation, a municipality must meet the following requirements:

1. Work with municipalities to have them adopt the county plan as their own parks and recreation plan or work with municipalities to develop their own parks and recreation plans, preferably as regions rather than single municipalities. Use the adopted recreation plan for established open space standards and park service areas, identification of areas in need of open space, and develop a capital improvement program for the region/municipality.

2. Develop a mandatory dedication ordinance that contains standards for determining the portion of a development to be dedicated and the amount, if any, of fee to be paid in lieu of land. Consider developing a model ordinance at the county level that could be used by municipalities.

3. Create a separate interest bearing account for the placement of any collected fees.

The ordinance should describe the size and characteristics of land appropriate for dedication to assure that is can be used to develop recreation facilities.

c. **Explore Opportunities for Regional Parks –** It is not likely that all of the parkland needs can be accommodated on contiguous acreage. It is equally true that acquisition of new parkland in each municipality is not realistic or necessarily desirable. Currently many residents travel to use swimming pools and other park facilities. Consideration should be given to developing regional parks to meet parkland and recreation facility needs. Through collaboration and pooling of resources, communities could expand recreation opportunities on a regional basis. There are numerous strategies for achieving regional parks, each with advantages and challenges. Below are three options for pursuing regional parks. The decision on the best approach should be defined locally.

1. **Regional Parks Based on School Districts -** Residents indicate that they currently recreate and typically travel between recreation venues based on school district

boundaries. Municipalities within the same school district could explore working together to provide additional parkland and create regional park facilities. This additional acreage could be a new park facility or an expansion of an existing park or school site. The regional parks should have sufficient acreage to meet the active recreation needs of the region including special use facilities. The best strategy for providing expanded parkland within each of the four school districts should be defined by the collaborating communities. A slight variation of this approach would be to combine the Greenwood and Newport School Districts as one region. These are the two geographically smaller districts and they currently have a cooperative agreement for use of athletic facilities. Additionally, together their student enrollment total is similar to the other two districts, but much smaller when taken individually.

2. **Expand Existing Parks with Regional Focus -** One option is to explore expansion of parks that currently function as regional parks. Three parks were identified to target three geographic areas, based loosely on the school district boundaries. Loysville Community Park, Millerstown Area Community Park, and Perry County Recreation Association each provide recreation to a region of Perry County, reaching beyond the borders of the immediate community.

3. **Loysville Park**, in northern Tyrone Township, is geographically central to the western portion of the County and already functions as a regional park serving as the primary recreation destination for residents from surrounding municipalities. The surrounding and nearby municipalities of western Perry County should join together to expand and enhance Loysville Park to provide the facilities needed in the region. A master plan for Loysville Park illustrates the expansion of facilities to include an additional youth baseball field, a football field, additional soccer fields, new playgrounds, and expanded parking. The development of these facilities will expand the function of this park as a regional facility. The park improvements can be expedited if the municipalities of the region work cooperatively and pool resources. Expansion of this park site is limited by existing development and surrounding roads.

4. **Millerstown Area Community Park,** in Greenwood Township already serves several municipalities in the northeast portion of the County and is a regional destination for summer recreation because of the swimming pool. The master plan for this park proposed additional facilities needed in the region. One drawback to designating this park as a regional facility is that it is effectively land locked between the Juniata River and the West Juniata Parkway, limiting expansion potential. On the plus side, a trail is planned along the east bank of the Juniata River connecting Millerstown and Newport, which will enhance access to the park from the region.

5. **Perry County Recreation Association** (PCRA), in Penn Township is an 88 acre private, member-based recreation facility. PCRA has a partnership with SASY (Susquenita Area Soccer Youth) for soccer fields and currently there are six fields at

the park and two more planned. In addition, the park includes a swimming pool, picnic pavilion, and camp sites. The partnership with SASY has expanded the recreation facilities at the park, introduced new users, and highlighted its importance as a regional facility. The idea of further expansion of this park to serve the region should be explored. The private status of the park will require a unique arrangement for cooperation but would only formalize its current function as a regional facility.

d. **Themed Regional Parks** - Regional parks could be developed to meet the identified facility needs in the County. Residents have expressed the need and desire for a park that provides access to the Juniata River, additional athletic fields, and special use facilities such as a skate park and in-line skate rink. These identified needs could be provided in two or three parks, depending on the size and configuration of the potential park sites. These regional parks would serve the entire County.

1. A **River Park** should be located along the Juniata River and contain enough acreage to accommodate both land and water based activities. The park could have a natural resource-based theme and components like a nature trail and signs that promote environmental education. The four school districts could be the driving force behind securing and developing a river park if environmental education is a significant component of the park.

2. A **Sports Complex** could be developed where sufficient acreage can be obtained that is compatible with athletic field and sports court development. A consistent message from the public was the need for additional athletic fields and a sports complex could provide a single destination for the majority of athletic activities. Sports complexes contain multiple fields and courts, sufficient parking, and support facilities to include concession stands, announcer booths, batting cages, and other features that support competitive play. If large numbers of fields can be accommodated, tournament use can be promoted which may provide revenues to offset operations costs. Additionally, if room permits, a portion of the park site should be set aside for a future indoor recreation facility. An indoor recreation facility in a centralized location would complement the athletic facilities providing a facility for year-round training and practice. Sports complexes typically are developed with field lights to maximize use of the facility, but due to concern about retaining dark skies, lights are not recommended in Perry County parks. The development of a sports complex may take the pressure off of community parks and free space in these local parks for other facilities, such as skate parks which should be located locally for easy access by teens. One strategy to create a regional athletic complex is to organize a collation of athletic leagues from throughout the County as an authority to acquire land, develop the park, and operate the facility.

PS7 – Recommendation #4 –Maintain and Enhance Swimming Pools.

There are five community swimming pools in Perry County plus the swimming pool and spray ground at Little Buffalo State Park, a regional facility serving both county and non-county users. The community pools draw users from local and nearby communities for swimming lessons and leisure swimming. Unfortunately, these facilities are small traditional tank pools with few amenities. These small pools in rural areas present significant challenges to remain in operation and continue to attract patrons.

Actions:

a. **Enhance Visitor Experience through Improvements -** Improvements to these facilities should focus on enhancing the visitors experience by adding features such as shade structures, colorful plantings, movable lawn chairs, and shade trees. Newer swimming pools are including pool toys and spray features in the design. Many of these elements are system-based and interchangeable. The pools should be evaluated to determine if pool toys could be incorporated into the pool.

b. **Foster Pool Alliances and Support -** The pools should be supported by the host municipality as well as surrounding and nearby municipalities whose residents use the facility. The five community pool owners should consider forming an alliance to work together to jointly purchase multiple pool toys that could be rotated between the five pools. Additionally, this alliance could foster sharing of information, programming ideas, and resources that will the benefit the pool operations.

PS7 – Recommendation #5 - Indoor Recreation.

Indoor recreation in Perry County is limited with most residents traveling outside of the County for gymnasium and indoor pool use. The Lion's Den in Juniata County was repeatedly referenced as a facility that people use and is needed in Perry County. At the same time, residents stated that it is not a hardship to drive out of the County for a variety of goods and services. With consideration of the magnitude of an initiative to develop a new indoor recreation facility in Perry County, the multitude of other recreation initiatives, and the lack of a compelling need, development of a facility for indoor recreation is not recommended for Perry County at this time.

A**ction:**

a. **Consider Indoor Recreation Interim Measure –** Although a stand-alone, new indoor recreation facility is not recommended for Perry County at this time, partnerships with the school districts could, in part, address the need for an indoor facility. There are four school districts serving Perry County. Each of these districts has one or more schools with an indoor gymnasium. These facilities are taxpayer funded and should be available during non-school hours for community use. Greenwood School District currently

permits and facilitates extensive use of their indoor facilities and should serve as a model for the other districts. The municipalities and sports/recreation leagues within the other three school districts should initiate a conversation with their school district to understand their concerns regarding community use and devise solutions that will allow taxpayers full advantage of these public assets.

PS7 – Recommendation #6 - Expand access to rivers and streams.

The Juniata and Susquehanna Rivers, Shermans Creek, Raccoon Creek, Big Buffalo Creek, Little Buffalo Creek, Little Juniata Creek, Fishing Creek, and others streams are significant natural resources that provide resource-based recreation opportunities. Expanded access to the rivers and streams is desired by citizens. Unfortunately, private landowners are increasingly limiting public access to these resources.

Actions:

a. **Improve existing river access areas** – Access to the Juniata River is limited by the active Norfolk-Southern rail line that parallels the western shore of the river. There are a few locations where access is provided to the river via railroad crossings or subways under the rail corridor. In Duncannon Borough there are four arched stone subways which provide access to the river. These facilities should be improved by dredging silt, removing debris, and providing safe pedestrian connections to the town sidewalk system and nearby parking where possible. Other connections to the river should be explored for opportunities to accommodate public use.

b. **Target acquisition with river and stream frontage –** While many of the public parks in the County are along streams, Howe Township Park is the only municipal park with river frontage. Residents have expressed their desire to be able to recreate where they can participate in both water and land-based activities. The four PA Fish & Boat Commission access areas provide parking and boat ramps but do not provide accommodations for land activities such as picnicking and prohibit camping, swimming, and off-leash dogs. Acquisition of parkland with frontage along the Juniata River is recommended. The municipalities along the Juniata River should work together to develop a strategy for providing additional parkland along the Juniata River. Strategies could include getting the word out to the public and real estate professionals about the desire to acquire land along the river and assessing the public use potential of public landholdings along the river.

c. **Work with PennDOT to expand public access to streams** – Roadways provide public access to streams at bridge crossings although accommodation for parking, canoe/kayak launch, or fishing are not typically provided. The Commonwealth is currently undergoing an extensive initiative to replace and rehabilitate bridges and in doing so often secures lands adjacent to bridges for construction activities. Perry County and local municipalities should work with PennDOT to secure these adjacent lands for public

access following the completion of bridge projects. Access to Shermans Creek was cited as a high priority.

PS7 – Recommendation #7 - Close-to-Home Parks and Recreation

Actions:

a. **Focus on active healthy living through close-to-home recreation opportunities.**

b. **Support and advance the Perry Health Department's strategic plan to improve physical activity options and opportunities for the residents of Perry County.**

c. **Work collaboratively with willing municipalities to enhance and increase the number and type of recreation facilities available in local parks.** The more, varied and close-to-home recreation facilities are the more people will use them to engage in active healthy lifestyles. Use this county park, recreation and open space plan as a foundation for close-to-home recreation planning and implementation in setting the standards for the local communities and partners that want to participate in recreation planning and implementation.

d. **Use the planning and land development process to increase opportunities for active healthy living close to where people live**. Improve communities with sidewalks, bicycle paths and close-to-home recreation facilities.

e. **Establish safe ways for people to walk and ride bicycles to community destinations to foster physical activity as a regular way of life.**

f. **Create a public awareness campaign about the recreation opportunities in Perry County and how their use benefits individuals, municipalities and the private sector.**

g. **Maximize the potential for school districts to be the central source of recreation opportunities for citizens near where they live.** Work on shifting thinking about schools more broadly to lifelong education for the community at large through an educational/recreational partnership. This could make more recreation and life enriching experiences available to more citizens. The school districts would need community support in such an initiative.

PS7 – Recommendation #8 - Develop a funding strategy for parks, recreation and open space over the immediate, short and long term.

Action:

a. Use the recommendations of this plan as the strategy to launch implementation and revise these recommendations into an evolving strategy as the economy improves and the plan is implemented over the next ten years and beyond.

PS7 – Recommendation #9 - Consider appropriating additional funds in the Perry County budget for more time from the Tri-County Regional Planning Commission to manage the implementation of the Greenways, Parka, Recreation, and Open Space Plan.

Action:

a. This could be in the range of $40,000 to 60,000. This would be an investment in leveraging funds from a variety of public and private sources.

PS7 – Recommendation #10 - Consider developing a funding program to assist municipalities in planning and implementing parks, recreation and open space conservation projects and programs.

Action:

a. Orient this program to multi-municipal partnerships rather than toward single jurisdictions.

PS5 – Recommendation #11 - Recommendation - Establish Mandatory Dedication of Land Ordinances.

Action:

a. The purpose would be to secure parkland and/or fees-in-lieu of dedication of parkland and trails to provide for the recreational needs of future citizens arriving here through new residential development.

PS7 – Recommendation #12 - Use the land development process to attain parkland, recreation facilities, and trail goals.

Action:

a. Local municipalities should work with developers in a proactive way to create residential development that fosters active healthy lifestyles and conservation of natural resources. By doing so, the cost of achieving these goals can often be absorbed through the development i.e. trails can be built as part of the infrastructure of the development. The Tri-County Regional Planning Commission (TCRPC) professional planning staff can provide new and updated information to officials about how to accomplish this. The interaction between the planners and municipalities can occur through the Local Planning Assistance (LPA) Program. Through this program local municipalities can contract with

the Tri-County Regional Planning Commission to provide community planning services above those county services mandated by the Pennsylvania Municipalities Planning Code. In this way, the investment in planning salaries achieves a payback through park and recreation development and conservation of natural resources achieved at the local level.

Priority Strategy #8:

Promote Tourism and Compatible Economic Development

Assessment - Outdoor recreation is a hallmark of Perry County. With over 40,000 acres of natural areas owned by the Commonwealth of Pennsylvania dedicated to conservation and outdoor recreation in Perry County, the residents have plentiful opportunities to hunt, fish, hike, boat, enjoy nature, picnic, and experience the star-filled sky. The Perry County Council on the Arts provides a year round slate of activities covering the studio and performing arts. Not only do the programs enrich the communities and lives of the citizens, they are also an important economic development engine exemplified by the Route 15 Byway of the Arts. In addition to outdoor recreation opportunities, a multitude of organizations provide organized scheduled recreation for the citizens close to where they live. As customary in rural areas, volunteer organizations, faith-based institutions, schools, and community associations plan and offer recreation programs, leagues and special events. The boroughs and townships own 401 acres of recreation facilities in 20 parks. While municipal governments in Perry County consider recreation to be important, they lack the resources to offer organized programs and services. Perry County does not provide recreation programs. The municipalities generally support programs and services offered by other organizations that conduct those programs in municipal parks and recreation facilities. The focus of recreation in the municipalities is on the provision of facilities rather than the provision of services.

Opportunities - Increasing recreation opportunities will be a crucial strategy in three areas of concern in Perry County: preserving the peaceful rural way of life here, stimulating the economy and addressing the number one public health issue of obesity with its associated diseases resulting in poor quality of life and pre-mature death. Two out of three citizens are overweight or obese including 30 percent of third graders. While recreation opportunities are available, they are fragmented. Increasing awareness about recreation opportunities is important, as they are a significant asset of Perry County.

Recreation in Perry County has three core areas: outdoor recreation; the arts, culture & events; and close-to-home recreation. Since Perry County does not directly provide recreation programs or facilities nor does Perry County intend to establish a Parks and Recreation Department, how Perry County relates to the provision and promotion of recreation opportunities is important. Perry County can serve as the rallying organization to facilitate the coordination and collaboration of the provision and promotion of recreation services rather than directly providing the services. Providing the support mechanisms for people to engage in the recreation opportunities in Perry County is vital to outdoor recreation as well as outdoor recreation and

heritage tourism. Lodging, food service, retail businesses and a welcoming atmosphere are essential aspects of supporting recreation opportunities as well as powerful contributors to a vibrant economy countywide.

PS8 – Recommendation #1 - Outdoor Recreation

Actions:

a. **Focus on advancing the provision and promotion of outdoor recreation opportunities provided by public, quasi-public and private organizations**.

b. **Work with the Bureau of State Parks**. Collaborate with the superintendent(s) managing the three state parks in Perry County, the State Game Commission and the Bureau of State Forests in determining how to promote and support their outdoor recreation opportunities for citizens and visitors in Perry County.

c. **Work with the Sportsmen's Clubs and organizations**. Monitor their issues, interests and opportunities and promote the needs and interests of these groups regarding outdoor recreation.

d. **Support and enhance the partnership with the Dauphin County Visitors Bureau to promote the outdoor recreation opportunities of Perry County**.

e. **Include outdoor recreation opportunities as a part of every aspect of county planning and economic development efforts**.

f. **Use the inventory contained in this plan to create a centralized information source of recreation opportunities available in Perry County.** Develop materials to inform public and private organizations, individuals and visitors about recreation opportunities. Tailor the materials to the medium used such as brochures, news features, newsletters, the Internet, WEB sites, social media and others.

g. **Work with the Conservation District and the Penn State** Extension on land conservation, trails and programming efforts in Perry County.

PS8 – Recommendation #2 - The Arts, Heritage and Special Events.

Actions:

a. **Continue to support the efforts of the Perry County Council of the Arts.** The Council operates on a countywide basis developing, promoting, implementing and partnering on the provision of recreation program, events, and services related to the arts. Their work in recreation services through the arts improves the quality of life and tourism vital for the economy.

b. **Fold heritage and historical features into recreation opportunities to develop Heritage Tourism as a major aspect of tourism in Perry County.** Cultural heritage tourism is traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past and present. It includes cultural, historic and natural resources. Strive to increase the potential of Perry County in Heritage Tourism as well as the role of Perry County in the Dauphin County Visitors Bureau efforts and programs. As a small rural County with no recognizable named hotels and limited services adjacent to Pennsylvania's state capitol burgeoning with formalized recreation opportunities and support amenities, it is a challenge to position Perry County in a strong role in tourism. Two important themes emerged in this planning process: Perry County as the region's "Big Back Yard" and rural history and heritage.

c. **Promote and coordinate special events in Perry County.** They are a top recreational interest among the citizens and have the potential to draw people to visit in Perry County. There is currently no centralized means for people to access information about events and programs in Perry County. Establishing a "go-to" place for people to go to in order to find out about recreation opportunities would increase awareness and stimulate participation in recreation. Consider using current providers of information as the "Go-to" resource or mix of resources including Perry County, the Perry County Council of the Arts, the Dauphin County Visitors Bureau, municipal newsletters and others that may be in place.

PS8 – Recommendation #3 - Make recreation and conservation a part of the County's overall planning and economic development strategies.

Action:

a. The recreational lands and opportunities in Perry County are a major asset and should be used to attract business and tourism. This should include the development of support for tourism such as lodging, restaurants and promotion. Develop and implement a visitor readiness program with public and private providers of visitor services to ensure a welcoming atmosphere of hospitality for visitors. This will ensure that Perry County is ready and mechanisms are in place to support economic development through tourism.

PS8 – Recommendation #4 - Pursue heritage and outdoor recreation tourism as a major industry of Perry County.

Action:

a. Work aggressively with the Hershey – Harrisburg Visitors Bureau to position Perry County's recreation and heritage assets for increased tourism.

PS8 – Recommendation #5 - As the economy rebounds, consider undertaking a county bond issue to fund park, recreation and open space projects.

Action:

a. Having a source of funds available would provide matching funds to leverage grant dollars. Providing matching funds is a problem for the local communities. Work with a financial advisory team to determine the feasibility of this along with appropriate funding levels. Include a key stakeholder and public participation process in exploring this. If this appears to be feasible, encourage a key stakeholder group to work with Perry County in developing a public outreach and information campaign about it. This is an important step before any question about an open space bond would go before the voters in a referendum.

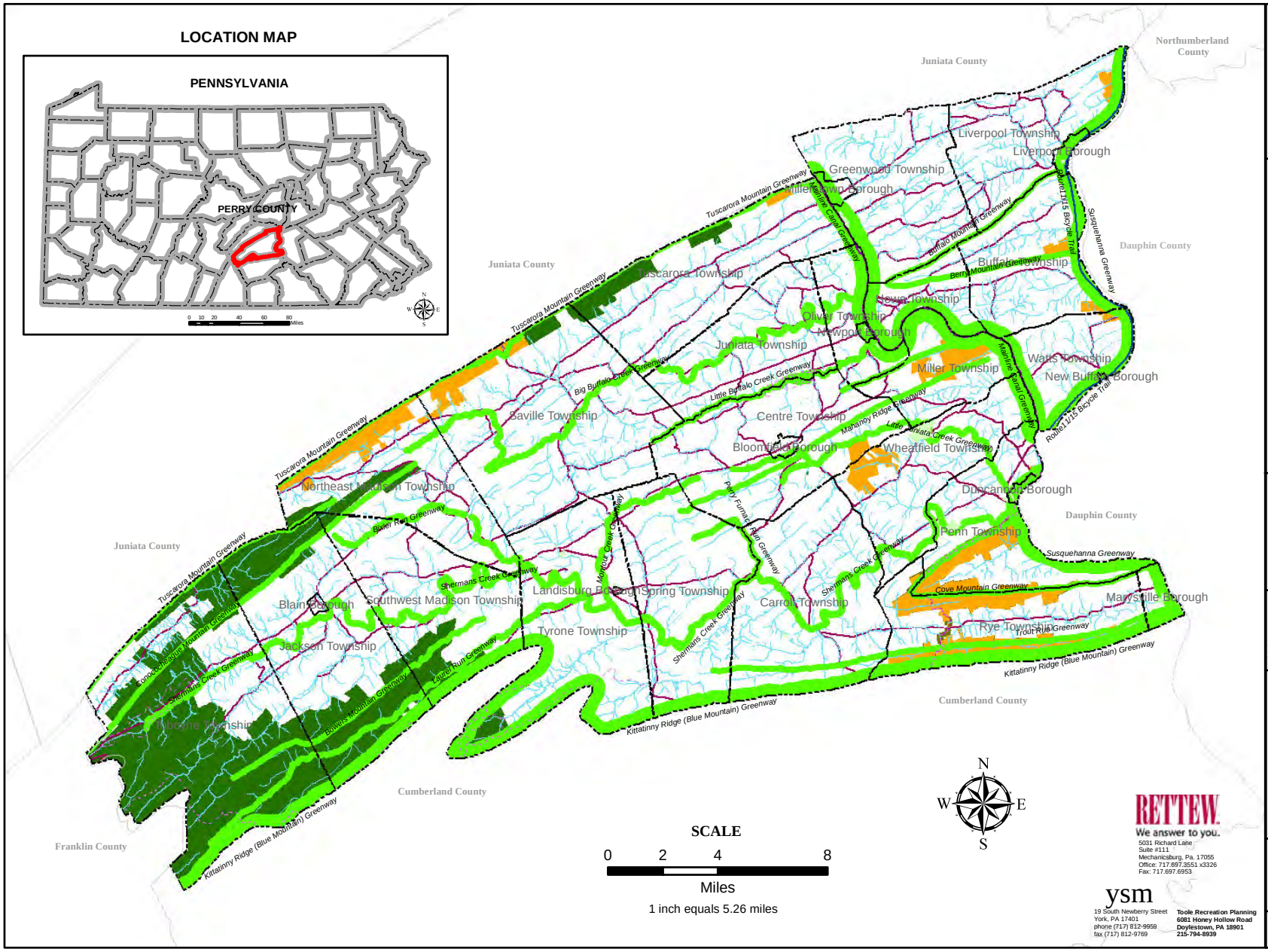
PS8 – Recommendation #6 - Consider assisting municipalities with exploring the potential to generate funds through a one-quarter to one-half percent of the Earned Income Tax to preserve open space.

PS8 – Recommendation #7 - Retaining a part-time or contracted grant writer to pursue federal, state and foundation funds would help Perry County to obtain additional funding for parks, recreation and open space.

Action:

a. Interviews for this plan found that there is little knowledge or capacity for pursing grants. The grant writer should also be charged with providing timely information to municipalities and partners about grants they could pursue. The Tri-County planners could also provide assistance in the grant process. The investment in providing assistance to secure grants should yield a result that is more than the cost of these services.

PERRY COUNTY GREENWAYS, PARKS, RECREATION, AND OPEN SPACE PLAN



PLAN

MAP 1 GREENWAYS, TRAILS, AND BICYCLE ROUTES

LEGEND

Greenways
- Mega Greenways
- Inter-County Greenways

Trails
- Bicycle & Pedestrian Routes
- Appalachian Trail
- Other Trails

Other
- Appalachian Trail Lands
- State Gamelands
- State Forests
- Municipal Parks
- Perry County Boundary
- Municipal Boundaries Within Perry County
- Surrounding County Boundaries
- State Road
- Water Body

PERRY COUNTY, PENNSYLVANIA

PERRY COUNTY CONSERVATION DISTRICT
PO Box 37
25 South Carlisle Street
New Bloomfield, PA 17068
website: www.perrycd.org

TRI-COUNTY REGIONAL PLANNING COMMISSION
find us on the web @ www.tcrpc-pa.org
&
PERRY COUNTY PLANNING COMMISSION
112 Market Street
Harrisburg, PA 17101
or
PO Box 37
25 West Main Street
New Bloomfield, PA 17068

RETTEW
We answer to you.
5031 Richard Lane
Suite #111
Mechanicsburg, Pa. 17055
Office: 717.697.3551 x3326
Fax: 717.697.6953

ysm
19 South Newberry Street
York, PA 17401
phone (717) 812-9959
fax (717) 812-9769

Toole Recreation Planning
6081 Honey Hollow Road
Doylestown, PA 18901
215-794-8939

PREPARED DATE: AUGUST 16, 2010
PREPARED BY: TRI-COUNTY REGIONAL PLANNING COMMISSION (TCRPC) & PERRY COUNTY CONSERVATION DISTRICT
SOURCE DATA: PENNDOT, CENSUS 2000, PERRY COUNTY GIS DEPARTMENT, TCRPC

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Perry County Greenways, Parks, Recreation, and Open Space Plan

Action Plan

Action Plan

Introduction

The Perry County Greenways, Parks, Recreation, and Open Space Plan (Plan) is a visionary document that provides a clear path on how Perry County can continue to provide and expand recreation resources and opportunities in the County. To ensure the Plan meets the needs and expectations of the residents of the County, the planning process and strategy development was very open to the public. A total of six public participation meetings were conducted, three at frontend of the project to listen to the public, and three at the backend to present the recommendations and achieve a level of public support that would allow the plan to be easily adopted and implemented by the Board of Commissioners. In addition to those public participation meetings, a total of fifty (50) key stakeholders were identified and interviewed on various topics, including Water Resources, Land Resources, Conservation, Regulatory, Funding, People, Parks, Recreation, and Tourism. A summary of the key stakeholder interviews and input from the public participation meetings is provided in the Plan. In addition to those interviews and meetings, a committee of fifty individuals (Committee) was created to provide additional input and guidance on the Plan, and a core committee of seven individuals was created from the full committee to oversee the month to month activities. Plan concepts, strategies, and recommendations were all ran through the core committee before receiving final approval by the full committee. The day to day interactions were handled by county staff from the County Planning Commission and Conservation District.

Action Plan Development

There are two overall activities driving the successful implementation of this Plan; the first is the Plan must be adopted by the Perry County Board of Commissioners, and the second is the creation of an implementation organization. Without the two aforementioned activities the project blueprint cannot move forward. The project blueprint features eight key strategies for improving the quality of life in Perry County through greenways, parks, recreation and open space. They were developed through input from the public and committee, county staff, and the mission and vision statements; however, in order to understand the importance that each strategy has in the County, the committee was asked to rank them as to their value in implementing this Plan. The eight blueprint strategies were ranked in the following order most important to important:

1. Conserve land and water resources and promote activities that contribute to the ecological health of the County.
2. Protect the County's scenic character and rural lifestyle.
3. Provide assistance and outreach to municipalities and private sector partners.
4. Establish partnerships to promote greenways, parks, recreation, and open space.
5. Expanding recreation opportunities.
6. Linking the County through the development of greenways and trails.
7. Provide new and enhance existing recreation facilities.
8. Promote tourism and compatible economic development.

As conveyed through its mission and vision statements, the Plan establishes a vision for greenways, parks, recreation, and open space in the County. Achieving that vision will require ongoing dialogue and cooperation among many different people and organizations not only in the County but also in the region.

From the outset, the Committee identified the adoption of the Plan by the Board of Commissioners and creation of an organization to implement and champion the plan, and reprioritize projects based on funding opportunities and ever changing visions for the County as the two overriding actions to the successful implementation of the Plan. The West Shore Collaborative is an example of an implementation organization that was developed for three local municipalities in Cumberland County to implement a regional comprehensive plan. We believe this is a great example of what an implementation organization is; therefore, we offer it in this plan as a Case Study.

Case Study – West Shore Collaborative Task Force

During the Steering Committee meetings discussions revolved around regional implementation. The consultant provided an example of an implementation organization that was developed in conjunction with the Imagine West Shore Joint Comprehensive Plan (IWS). The consultant explained that while the Steering Committee had the primary responsibility for the planning process, another group, the West Shore Collaborative Task Force (WSCTF), was tasked with developing an effective organizational system (tentatively called the *West Shore Collaborative*) to get the region on a path to implementation. Task Force representatives from each community met over the course of several months to learn about other successful community and regional implementation systems; discuss viable organizational options for structure, operations, oversight, etc.; and determine a preferred implementation system for pursuing and successfully completing larger, more regional types of projects.

Based on their own community knowledge and experience—and most importantly their strong desire to “get moving and working on regional projects”—the WSCTF reached general consensus on the development of a simple system of regional coordinating committees to implement the IWS Joint Comprehensive Plan. Although not as strictly prescribed as a formalized Intergovernmental Cooperation Agreement (ICA), Task Force members concluded that this type of organizational structure will provide a viable framework to establish and cultivate strong working relationships among the three communities. In the immediate term and over the long run, the West Shore Collaborative (WSC or Collaborative), as proposed, can establish a positive track record of implementation. Further, the three boroughs will be in a much better position to investigate a more formalized organization for regional planning, policy development, and project execution.

With the adoption of the IWS Joint Comprehensive Plan, the three communities have the opportunity to finalize the details of this implementation system, secure their respective borough’s sign-off on the West Shore Collaborative model, and finally, begin implementation. The Task Force is proposing that the West Shore Collaborative be structured as a committee

system with representation from each of the three participating boroughs. Oversight of the organization/implementation system will be provided by a "Regional Coordinating Committee". A series of "Functional Committees" will each be responsible for the implementation of regional initiatives in the following fairly broadly defined areas: Community Infrastructure, Economic Development, and Quality of Life. The Task Force envisions that the functional committees will each take responsibility for fairly broad functional areas. An example of the types of issue/project areas is shown below:

Functional Committees		
Economic Development	**Community Infrastructure**	**Quality of Life**
Downtown Revitalization Commercial / Industrial Redevelopment Workforce Development Historic and Cultural Assets	Roads Bridges Sidewalks Water Sewer Stormwater Transit Streetscapes	Housing Public Safety Open Space / Recreation Municipal Services / Planning / Code Enforcement Schools

The individuals initially appointed by their respective communities to serve on the proposed West Shore Collaborative Coordinating Committee will have the responsibility of prioritizing the key regional strategies identified in the IWS Joint Comprehensive Plan and assigning them to one of the functional committees for implementation. The functional committees will then be tasked with undertaking the work of selected high priority regional projects/programs. It will be important that none of the functional committees take on more work than their current level of resources (financial, volunteer, and community partnerships) will allow them to complete successfully.

It is recommended that in order to successfully implement this Plan an implementation organization be created that may or may not mirror that of the WSC.

To Keep Moving Forward:

Focus on Organizational Development

Organizational development is the process through which an organization develops the internal capacity to be the most effective it can be in working towards its mission and sustaining itself over the long term. The individuals representing the five municipalities will need to be both motivated to tackle the hard work of organizational development and appreciative of the importance of the connection between achievement of the region's vision and the strengths of the organization.

The proposed organization will be comprised of a diverse set of components that will define its effectiveness and sustainability over time. In addition to launching the exciting work of implementing regional projects, the municipalities must also keep their focus on the overall growth and development of the regional organizational structure. While perhaps not as exciting as rolling up their sleeves to start working on actual projects, these efforts will ensure that the organization will remain in alignment with the Plan's mission and that the organization is set up for success going forward. Moving forward together, these communities will further define and refine the following core components of the organization:

Governance and Structure

The organization will need to ensure they have a viable organizational structure and policies for decision making. They will need to work toward seamless relationships among committees and elected and appointed officials and staff members, as well as establish clear committee roles and responsibilities, governance systems and structures. Finally, they will benefit greatly from the development of individual committee members' skills and capacity and from planning for leadership development and transitions.

Strategic Thinking and Planning

Using this Plan as their strategic road map, the organization work will have clear priorities and be able to focus on a reasonable number of regional initiatives and key strategies. Periodically, the organization will need to take stock of their strengths and weaknesses and the environment in which they work in order to (re)set clear goals, objectives, strategies, and tactics. Additionally, the organization should recognize the importance of adapting to change, internally and externally, to keep regional initiatives on track.

Program and Project Development and Implementation

The organization will need to pay careful attention to identifying desired outcomes, developing appropriate activities, and giving staff and/or volunteers the necessary resources. Likewise, the organization will not remain effective if they do not monitor their results and adapt the program to new information and lessons learned from evaluation.

Evaluation, Learning and Accountability

To be effective, the organization must be accountable to its constituents, including funders, their own committees, and respective communities. They will need to be active in evaluating their work and learning from success and failure. The organization will need to make a commitment to documenting their work, reporting and communicating in timely and appropriate ways, and aspiring to be transparent to their internal and external publics (**See Model Regional Communication Plan**). Being a learning organization means having the systems in place to evaluate progress and having an organizational culture that is willing to learn and open to change.

Human Resource Management

People are the most valuable resource an organization has. How the organization develops and manages people will be critical to their productivity and success. The organization should strive to develop volunteers that embrace and support the organization's values, vision, and mission. They should also embrace their role in providing individuals with avenues of service and opportunities for personal development that match their skills and interests. Furthermore, the WSC will need to appreciate that their volunteers must take care of themselves and not be overwhelmed or exhausted by the work.

Organizational Culture

Organizational culture includes written and unwritten rules that shape and reflect the way an organization operates. In short, it is how people do the work of the organization. It is the environment in which decisions are made and conflicts are resolved. The management structure, tone, and appearance of publications of the organization will be true expressions of its culture.

Management Systems and Structures

If organizational culture is the informal, invisible way the organization works, the management systems and structures are the formal and visible ways the organization will complete its work. In effective organizations, these systems and structures are aligned with the organization's vision, values, and mission. They are reviewed and adapted regularly so that they stay responsive to the current needs of the organization. Policies and procedures are documented in writing, as appropriate and understood by the people most affected by them.

Resource Development

Organizations that have all the other core components in place cannot be successful without resources to do the work. To be effective, the organization must have clear plans for resource development and the human capacity to implement those plans. Sustainable resource development requires clear understanding of each committee's regional priorities, programs, and financial objectives, as well as a long-range plan and an annual plan for funding.

Action Plan

Model Regional Communication Plan

Introduction / Purpose

As conveyed through the adopted mission and vision statements, the Plan will establish a vision for the future of the participating communities. Achieving that vision will require ongoing dialogue and cooperation among many different people and organizations. When communities expand their planning scale beyond their own borders, the resulting region requires a strong framework to guide their efforts. To that end, is recommended that these municipalities establish a responsible system for implementation of the plan. This proposed organization will require a good strategic Regional Communication Plan as one of the fundamental building blocks for effective and accountable plan delivery.

For the purposes of this regional planning effort, the region should adopt a Regional Communication Plan with a focus on both the short and long term. Short-term activities will guide communications during the completion and adoption of the plan and start up of the implementation effort. In the long term, activities will direct and sustain communication throughout regional implementation. The following Model Regional Communication Plan proposes a proactive approach to foster effective two-way communication, enable regional problem solving, and deliver strong and consistent information that will reinforce the idea of a region with one common purpose: the citizens.

Model Regional Communication Plan

1. Core Communication Values / Foundation for Regional Communication

The following core values are essential to cultivating effective regional communication:

- Communication is a two way process. The region will work to emphasize and practice active listening and encouraging feedback.
- Communication will be accurate and timely. To be influential, regional communication must be credible.
- Communication will be grounded in the interests and language of the receiver in both content and context.
- Communication will be compelling and continuous to compete for regional audience attention.
- Evaluation is an essential tool in continual communication improvement.

Through commitment to the above core values, the region will be able to build and maintain a strategic communication system based on a strong foundation, including the following principles:

- Participating communities are committed to making a good start in the regional planning effort and then turning that momentum into an established pattern for communication. Early and continual communications will be key to developing a long-term regional communication system.
- No one community will dominate regional communication. As in the planning process, all must participate equally.
- Although the Regional Communication Plan has an overall regional goal (objectives, initiatives, and actions), it will respect local and regional differences.
- The success of the regional communication effort will require that the region invest in it. Communication, like all aspects of inter-municipal cooperation, takes resources. The region will address, at the earliest possible time, where such resources will come from and how they will manage them over the long term.
- For the Plan to achieve sustainable implementation, the communication system needs to come from a stable institutional base. The strategy requires both strong leadership and accountability to ensure the consistent delivery of communication activities.

2. Communication Ground Rules

It is important to agree to a set of ground rules for communication at the initial stages of the planning process. They are an important basis for valuing and respecting the individuals and organizations from the participating communities as well as the communities themselves. The ground rules define a behavioral model which addresses how individuals work together, communicate, participate, cooperate, and support each other. They may be used to define and standardize procedures, use of time, work assignments, meeting logistics, preparation, minutes, discussion, reporting, respect, and courtesy. To be effective, ground rules must be clear, consistent, agreed to, and followed; furthermore, they should be added to and revised as needed.

Meeting Logistics

- The Coordinating and Functional Committees will each establish a schedule of regular meetings based on the scope of their current initiatives on a date and time as agreed to by the communities. Location of the meeting will rotate among the communities.
- All meetings will have an agenda. The agenda and any additional materials to be discussed at the meeting will be developed by the respective Committee Chair or their designee and distributed to committee members ahead of the meeting in enough time to absorb the information.
- Committee members are responsible for contacting the Committee Chairperson(s) with any agenda items they want to include at least two weeks prior to each meeting. Agenda items can be added at the meeting with the concurrence of the committee members present.

- All Committee members are expected to attend regularly scheduled meetings unless they are out of town, on vacation, or sick. If a Committee member is unavailable, he or she may have a designated, empowered representative attend in his or her place.
- Meetings will start promptly. All members are expected to be on time. If, for extenuating circumstances a member is late, he/she must catch-up on his/her own.
- Each Committee will designate an individual responsible for taking and distributing meeting minutes, including an action item list identifying deadlines and responsible individuals.
- Meeting minutes will be distributed within a reasonable timeframe following each meeting.

Regarding individual rules of engagement, all Committee Members will:

- Emphasize collaboration and use consensus for important decisions and issues. For less important issues, committees will rely on a subject matter expert with input from others. When the committee cannot reach consensus, an agreed upon alternative method for reaching a final agreement is implemented.
- Practice both active and reflective listening. Before making a point, members will confirm to the group that they appreciate the views of others by restating their point and seeking agreement that they truly understand the prior points.
- Practice self respect and mutual respect.
- Avoid finger pointing—address the process not the individual. Criticize only ideas, not people.
- Focus on the future, instead of getting stuck in the past.
- Watch for "trigger" words – remembering that language IS important.
- Be open to new concepts and to concepts presented in new ways. Keep an open mind. Appreciate other points of view.
- Agree to disagree, when necessary.
- Participate enthusiastically.

Regarding Committee rules of engagement, all Committees will:

- Include everyone in the discussion. Allow each participant to speak on an issue once before anyone gets to speak twice on the same issue.
- Handle differences or conflicts openly and positively. Differing perspectives about issues and approaches will be regarded as *problems to be solved* rather than as *battles to be won*.
- Ensure only one person talks at a time. Allow the person speaking to finish his/her statements. Don't interrupt someone while he/she is talking.
- Avoid the use of "killer" statements; don't shoot down ideas.
- Participate in "one" meeting and discuss items being handled by the entire group. Questions, ideas, and thoughts are shared with the whole group – rather than in sidebar conversations.

- Share the responsibility for keeping each meeting on track (and, when necessary, call for a review of the ground rules).

3. Overall Goal

The primary goal of the plan is to create a common framework for the effective development and delivery of regional communication both throughout the planning process and following plan adoption. Each community accepts their role in the course of the planning process to create an environment that will produce positive and constructive communication. Moreover, the region accepts responsibility for working together to achieve consistent, efficient, and high impact regional communication toward the long term visibility and viability of the effort.

4. Focus on Short- and Long-Term Communication

For the immediate timeframe, the communities will spend the coming months completing the plan and finalizing the details of the implementation system, securing their respective community's sign-off on the regional committee model and finally, beginning implementation. In the short term, the Regional Communication Plan will provide an internal structure to define how all involved communicate:

- with the County and any professional advisors;
- among its members; and,
- back to each municipality's elected and appointed officials.

Over the long term, the Regional Communication Plan will ensure that the implementing organization delivers timely, clear, and consistent communication to its stakeholder audiences. The established organizational framework – based on strong leadership – will ensure that the communication activities keep pace with plan implementation and remain focused on the relevant issues of the region.

Most importantly, the Regional Communication Plan will serve as a guide to managing the involvement and, when necessary, conflicting viewpoints of a wide range of stakeholders. Understandably, the participating communities do not all have the same interests, agendas, or priorities. The communication system provides a process to account for and respectfully accommodate these differences so that the region can take the resulting recommendations seriously. The process will also ensure that the region is ready to take advantage of all opportunities both while developing the plan and as implementation gets underway.

5. Objectives

The following objectives define what the region wants to achieve through communication.

- Engage all key internal and external audiences impacted by the regional comprehensive plan.
- Ensure that both internal and external stakeholders understand the goals, objectives, and expected outcomes of the regional comprehensive plan.
- Exploit innovative and existing communication channels and techniques to maximize awareness and understanding of both the regional plan and the regional implementation effort.
- Establish an element as part of the implementation effort (e.g., Regional Communication Team) to ensure an integrated and consistent approach to sustainable communications within the region and beyond.

6. Key Audiences

- Regional Plan Steering Committee
- Implementation/Organizational Committee
- Municipal Staff
- Local Elected Officials
- Planning Commissions
- Zoning Hearing Boards
- Parks/Recreation Commission
- Shade Tree Commission
- Environmental Advisory Council
- Public Safety and Emergency Service Providers
- Residents
- Property Owners
- Community Development Organizations (Local / County)
- Economic Development Organizations (Local / County)
- Civic Associations (Local / County)
- Educational Institutions
- Business Sector (Industrial/Commercial) Partners
- Neighboring Municipalities
- County Officials and Agencies
- State Officials and Agencies
- Federal Officials and Agencies

7. Key Message

In the short term, the Regional Communication Plan will establish a simple yet clear and effective key message for external communication:

EXAMPLE: The participating communities have joined forces to plan for the future of the region. Through the efforts of the implementation effort/organization, these communities will work to advance the quality of life in region by identifying, evaluating, and implementing community and economic development strategies consistent with the Regional Comprehensive Plan. There is great strength in unity, and by coming together to develop and implement a regional comprehensive plan, these communities are greatly enhancing their ability to get things done.

8. Critical Initiatives

The following critical initiatives will enable the participating communities to operate both during the process to create the plan as well as going forward with implementation.

- Develop and commit to implement both short-term and long-term regional communication plans.
- Establish roles, responsibilities, and expectations of committee members as well as any professional advisors.
- Agree upon the approach for dealing with conflicts before they arise. Set up a structure specifically to deal with potential conflicts – such as a Regional Communication Team (RCT) – so that if a situation does occur, there is a neutral path that individual participants, organizations, and/or the region can take to mitigate the negative effects. A RCT could use a convener to guide the team. The convener role may be better played by a regional business or nonprofit partner.

9. Communication Tools

Methods to carry out the Region's communications initiatives will include:

Media Statements / Press Releases	Annual Regional Meeting/Event
Annual Reports	Newsletters
Website	Q&A / FAQ Sheets
Fliers / Brochures	Background Papers
Letters / Memos	Speakers Bureau
PowerPoint Presentations	Videos
Personal Communication	

10. Specific Actions: Short-Term

In the short term, communication activities will focus on developing and managing an internal system for both the Regional Plan Steering Committee and the group considering the implementation framework under which to operate during the regional planning and capacity building process.

Activity / Message / Method	Audience	Timing / Frequency	Responsibility

11. Specific Actions: Long-Term

Over the long term, the Regional Communication Plan will ensure that the region works proactively to deliver timely, clear, and consistent communications to its stakeholder audiences. Once the Coordinating Committee is in place, they will establish a communication team and/or subcommittee with responsibility for developing, implementing and reviewing all communication activities. This committee – based on supportive leadership and strong accountability – will ensure that communication activities keep pace with plan implementation and remain focused on the relevant issues of this region. Recommended long-term communication activities include regular reporting to the communities, regular updates or inserts in each of the three community newsletters, development and maintenance of a regional website, annual event and related document to report on and celebrate regional accomplishments.

12. Evaluation and Improvement

The region will measure the success of the Regional Communication Plan by the extent to which they achieve both their communication and plan implementation objectives. Ongoing evaluation, review and improvements will ensure that communications activities keep pace with the implementation of plan and remain focused on the relevant regional issues.

Future Consideration:

Intergovernmental Cooperation Agreement

Should the region wish to investigate a formal Intergovernmental Cooperation Agreement (ICA) at a later date, there are a number of issues to consider:

Basic Provisions of the Intergovernmental Cooperation Act

The Pennsylvania legislature enacted the Intergovernmental Cooperation Act of July 12, 1972, P.L. 762, which is now codified as *53 Pa.C.S. §§ 2301 to 2315*. The Act authorizes two or more "local governments" to "...jointly cooperate...in the exercise or in the performance of their respective governmental functions, powers or responsibilities." *53 Pa.C.S. § 2303(a)*. In order to do so the local governments are required to enter into "...any joint agreements as may be deemed appropriate for such purposes."

A local government may institute intergovernmental cooperation by an ordinance of its governing body, and also it may be required to take such action if so directed by voter approved initiative or referendum. *53 Pa.C.S. § 2305*. Ordinances approving inter-municipal cooperation must specify the conditions of the agreement, the duration, the purposes, the manner and extent of any financing, the organizational structure necessary to implement the agreement and the manner in which any property, real or personal, shall be acquired, managed or disposed of. *53 Pa.C.S. § 2307*.

Other Issues of Intergovernmental Cooperation Agreements:

In addition to the basic provisions of ICAs set forth above, the following are additional issues that municipalities should consider in pursuing more formalized ICAs:

- Drafting the ordinance to allow modifications to the agreement after the ordinance is enacted. If the ordinance approves a specific draft of an agreement, there has to be a new ordinance enacted to approve a modification to the agreement.

- Adding general language authorizing municipal officials to take all actions such as "Borough Council is authorized to take such other action as may be necessary to carry out the purposes of this Ordinance in connection with the implementation of the Agreement."

- Ensure the ordinance for each local government has similar provisions concerning modification of the agreement and authorization to take all necessary action.

- Consider a joint legal advertisement for the proposed ordinance for all three boroughs to lessen advertising costs.

- No municipality should enact the ordinance before the language of the Intergovernmental Cooperation Agreement is finalized.

- Determine who will draft the agreement and how the five municipalities will allocate initial costs.
- Make sure the agreement spells everything out. Accept no assumptions and force each governing body to consider all issues.
- Address the procedure for making and communicating future decisions regarding the agreement.
- Ensure that if any other statute (e.g. the PA Municipalities Planning Code) is involved, the terms of the agreement comply with that statute.
- Clearly address how any costs are going to be allocated or shared.
- Address whether other local governments can join into the agreement, withdrawal of a participating local government, complete termination of the agreement, and dispute resolution procedures, such as mediation.

In Closing…

In closing, adoption of the Perry County Greenways, Parks, Recreation, and Open Space Plan and development of an implementation organizational structure should not be interpreted to suggest that the recreation planning program and collaboration process for Perry County is complete. Actually, adoption of the Plan signifies the County's future planning, collaboration, and implementation activities are just beginning. Recreation strategies and recommendations have been established for the future of Perry County in a number of social, environmental, and physical areas. It will require county leadership, residents, and volunteers to continue communicating, championing, and collaborating to attain the County's recreation vision.

Action Plan

The *Greenways, Parks, Recreation, and Open Space Plan* is meant to be handled. The action sheets contained herein are designed to effectively communicate the intent of the recommendation and the steps required to implement it. During implementation, the action sheets can be handed out to key stakeholders to build support for the project and to delegate tasks to project partners. As the top priority recommendations are implemented, it is recommended that the County review, update, and reprioritize the list of recommendations contained in the Plan, and subsequently develop a new Action Plan for the projects that are deemed most pertinent. This process is meant to aid the County in effectively following through with and completing the projects and actions set forth as part of this Plan.

The Action Plan table has been developed to provide direction for the County in implementing the Plan objectives. For each objective, the table lists proposed action steps, the priority status, the timeframe to implement, responsible party, and potential funding. Priority status and time frame qualifiers are described in more detail below.

- Priority Status – classified as low, medium, or high, this field can also be thought of as the level of importance or criticality to the action step. Priority status does not necessarily correspond directly to the implementation timeframe, as there could be segments that are considered a low priority, but are easy to implement, and are therefore projected to be completed in a short or medium timeframe. Conversely, there may also be proposed projects that are of a medium to high priority, but due to circumstances surrounding the project may not be completed in the near term.

- Time Frame – Classified as short, medium, or long, this field identifies when the project will be implemented. Although the region will first focus on short term improvements, it should also consider components of medium to long term projects that may take multiple years to implement. For the purpose of this plan Short Term is 1 to 3 years, Medium Term is 4 to 6 years, and Long Term is 7 years and beyond.

The projects identified in the following Action Plan were identified through a prioritization process with County staff. The projects and actions are consistent with the Project Blue Print and offer a starting point for the County Commissioners, and ultimately the Recreation Commission, to begin implementing the Plan. It is recognized that once the Recreation Commission is formed the projects identified in this Action Plan may be reprioritized. Additional funding sources can be found in **Appendix II.**

Action Plan

Overriding Action

Plan Adoption

There has been a significant amount of personal time and capital invested in this project to ensure the Plan meets the current and future needs of Perry County. The Plan is very specific to Perry County and it goes without saying that the adoption of the Plan by the Perry County Board of Commissioners is required for successful implementation to occur.				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Present the Plan to the Perry County Board of Commissioners.	High	Short	Board of Commissioners and County Staff	County General Fund, DCNR, DCED
2. Conduct Public Meeting with the Perry County Planning Commission.				
3. Prepare and advertise the Public Notice for the Public Hearing.				
4. Provide access to the Plan to the Perry County municipalities, school districts, and surrounding counties.				
5. Review comments received from the Perry County municipalities, school districts, and surrounding counties.				
6. Plan Adoption.				

Action Plan

Blueprint Actions

Priority #1 - Conserve land and water resources and promote activities that contribute to the ecological health of the County

Protect Natural and Water Resources, and Open Space				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Develop an educational program to educate elected and appointed officials on the importance of water resource protection and tools that are available to regulate uses.	High	Short	Board of Commissioners, County Staff, and recreation consultant.	County General Fund, DCNR, DCED
2. Encourage the adoption of stream buffering and natural resource protection ordinances by local municipalities. The County Planning staff can offer technical assistance and model ordinances to local officials.	Medium	Medium	County Staff	County General Fund, DCNR, DCED
3. Require the use of Best Management Practices (BMP's) to control stormwater runoff from individual properties and agricultural land. The County could develop demonstration projects to show the benefits of BMP's.	Medium	Medium	County Staff	County General Fund, DCNR, DCED

Priority #2 – Protect the Scenic and Rural Lifestyle

Encourage local municipalities to adopt ordinances that protect the Dark Sky of the County.				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Reach out to the local astronomy club(s) to determine the best location(s) for star watching in the county.	High	Short	County Staff , Municipal officials, Private Clubs	Municipal budgets, DCED, Private Funds
2. Educate local officials on the benefits of protecting the night sky and the economic benefits of star watching.	Medium	Medium	County Staff , Municipal officials, Private Clubs	
3. Provide model ordinances to those municipalities that have been identified by the astronomy clubs as having dark skies and are threatened by light pollution.	Medium	Medium	County Staff , Municipal officials, Private Clubs	

Action Plan

Priority #3 – Provide Assistance to Municipalities and Private Sector Partners

Develop educational meetings to educate local officials on the importance of adopting sound land use planning tools (Comprehensive Plan, Park and Recreation Plan, Act 537 Plan, Subdivision and Land Development Ordinance, and Zoning Ordinance.				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Utilize existing events, such as the Perry County Supervisors Convention, to conduct training workshops. Develop a power point presentation on community planning that can be used over and over and possibly make it available on line.	High	High	County Staff, Association Officers	County General Fund, DCNR, DCED
2. Identify web based and existing training opportunities that can be forwarded from the County to municipal officials.	High	Medium	County Staff	
3. Develop a municipal outreach program similar to what Cumberland County does. These meetings can be used to build relationships and educate elected officials on community planning tools.	Medium	Medium	County Staff	

Priority #4 – Establish partnership to Promote Greenways, parks, Recreation, and Open Space

Establish the Perry County Partnership in Parks, Recreation and Open Space (PROS) by creating the Perry County Recreation Committee (PCRC)				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Develop the organizational framework. The organization should be developed as an advisory organization to the Perry County Board of Commissioners, with membership from all geographic parts of the County. It is recommended that the organization should not exceed nine members.	High	Short	Board of Commissioners, County Staff, and recreation consultant.	County General Fund, DCNR, DCED
2. Formally establish the organization through appropriate action by the Board of Commissioners.	High	Short	Board of Commissioners, County Staff	County General Fund, DCNR
3. Seek and review resumes and letters of interest from individuals whom would like to volunteer for the organization.	High	Short	Board of Commissioners, County Staff	County General Fund, DCNR
4. Make appointments to the organization.	High	Short	Board of Commissioners	County General Fund
5. Identify a staff member and/or consultant to assist the organization with developing their role and responsibilities for the first year.	High	Short	Board of Commissioners	County General Fund, DCNR, DCED

Action Plan

Priority #5 – Expand recreation Opportunities

Develop On-Road Bicycling Loops				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Identify local bicycling clubs, and other pedestrian oriented clubs. These clubs should be part of any discussion on developing bicycling routes and pedestrian walkways.	Medium	Medium	County Staff, Local Clubs	County General Fund, State, DCED, Private Clubs
2. Secure funding for the project and prepare a scope of work.	Medium	Long	County Staff, Local Clubs	County General Fund, State, DCED, Private Clubs
3. Hire a consultant to prepare the plan.	Long	Long	County Staff, Local Clubs	County General Fund, State, DCED, Private Clubs

Priority #6 – Link the County through Greenways and Trails

Develop Greenways to Protect Linear Features and Promote Recreation				
Benchmarking Action Steps	**Priority Status**	**Time Frame**	**Responsible Parties**	**Potential Funding Sources**
1. Plan for a trail from Duncannon and Newport Boroughs to New Bloomfield to the Tuscarora State Forest following old railroad beds. This trail can be a combination pedestrian and equestrian trial similar to the Cumberland Rail Trail in Cumberland County. This trail could also be used by the growing Amish population in the western part of the County as a transportation corridor.	High	Medium	Municipal governing bodies; planning commissions; water/sewer authorities	County General Fund, State, DCED, Private Clubs
2. Plan for the development of the Shermans Creek Water Trail/Greenway.	Medium	Long	Municipal governing bodies; planning commissions; developers	County General Fund, State, DCED, Private Clubs, Watershed Groups
3. Relocate the Tuscarora Trail from Route 34 in Carroll Township.	Medium	Medium	Municipal governing bodies; planning commissions; developers	County General Fund, State, DCED, Private Clubs

Perry County Greenways, Parks, Recreation, and Open Space Plan

Appendix I

Public Participation Results

Perry Northeast – Oliver Township

February 18, 2010

Key

P – Project
G – Program
C – Collaboration
F – Funding
L – Local
T – Tourism
R – Regulatory
H – Historic
S – State

Strength/Opportunities	Category	Common Theme
The two big rivers are such an asset - why aren't they used more? Need to focus on water safety and recreation.	G, C, T, S	Yes
Community Pools	P, F, G, C, L	Yes
Millerstown - 40 acre park on east side of Juniata River - hope to get a trail down to Newport on the east bank. Going to be building a bridge across the Cocalamus Creek	P, F, S, L, C	
Susquehanna Boat Accesses - Attract diverse crowds of people	R, S	
Water trail signs at Millerstown Park.	R, S	
Perry County has a rich and vast historical background - canals, railroads, covered bridges, old iron ore furnaces, etc.	C, H, T	
Norfolk Southern owns portion of the canal. It crosses over the river at Millerstown. Some places have been filled in for the railroad. Some nice lockes as you go down the river - Miller Township and in the Wheatfield/Penn township area - on the west side of river	C, H, T, L	
Train station in Newport - opportunity to incorporate it into historical assets/potential trail, etc. Train station is privately owned.	C, H, L	
Playground in Newport is in bad shape - but partnerships lined up for donations/contributions. Approximately $250,000-$300,000 cost to renovate	P, G, F, L, R, C	
Midget baseball uses field at elementary school	G, C, L	Yes

Perry County Fairgrounds - called the Newport Fairgrounds, owned by the Perry County Fair Board. Have the county fair, carnival, pony races. Perry County Fair is the 3rd week in August. Agriculturally based	G, C, L	
Bicycling / Bicycle trails could develop in some of the less busy areas. There are clubs and groups and a route for the Newport Library that traverses a lot of the county. Purpose is to raise money for the library.	G, C, L, S, T	
Apple butter boil in Liverpool in October. Bicyclists come up from Harrisburg - cycle all around and stop for that specific event.	G, C, L, T	
Camp in Juniata Township - developed for leadership	G, C, L	
Have a lot of roads that aren't that busy compared to Cumberland and Dauphin Counties, but twists, turns, and bad shoulders hinder bicyclists	G, L, S, T, C	
Amish Draw - Tobias Animal Farm (In Dauphin County)	G, T	
Millersburg Ferry	H, T	
Volksmarch - national walking group - had a presence in Perry County. Louise Clauser - Tuscarora Township	G, T, F, C, L	
There is a church group looking at putting in a skate park outside of Millerstown on the east side of the road	P, G, F, L	
Open spaces used for a variety of passive recreation opportunities (Colorado example). If people could see that they would appreciate it around here.	P, F, L	
SR 17 between Millerstown and Ickesburg - several horse entities - people that give riding lessons, etc. Lots of horses in the western part of the county with the Amish population	G, T, L	Yes
People from Maryland come to Perry County to ride horses. A connection between Marysville and Blain would make a nice trip.	P, H, T, L, C, S	Yes
From Map		
Tuscarora Wild Area – Need access	C, F, S, T	
Anspach House – Historic Site	H, T	
Horse stables/boarding/riding concentration on Rt. 17 in Tuscarora Township	G, C, T	
Need right-of-way for trail from Millerstown Park to Newport	P, C, F, L, S, R	
Newport Owls owns land next to the Millerstown Park – Collaboration	C	
Howe Township Park – Launch site for kayaks, nice park	L, T, G	
Canal Locks – Historic Site	H, T	
Hunter Valley Winery – Tourism	T	
Red Bridge – Historic Site	H, T	
Eco-Tourism Potential	G, C, F, L, S, T	

Concerns	Category	Common Theme
Do state game lands parking area permit overnight parking? Need a place where you can park for an overnight or a weekend so you can get into the trails for a circuit	T, S	Yes
Cars entering parks and doing wheelies/donuts - late at night, break through barriers, drug problems too, from river bridge in Millerstown down into Greenwood Township	R, S, L	Yes
Vandalism - more of a problem in Newport parks than in Millerstown, but happens occasionally in Millerstown too. Kids' riding skateboards on top of the tennis nets in Newport; spray painting; can't do anything nice because it would just get torn up. People won't come down and use it anymore because of the people that hang out there. Same problem in Oliver Township.	R, S, L	
No lights at the playgrounds to light up certain areas.	P, F, C, L	
skateboarding - gets a lot of kids that don't use tennis courts or baseball, did have a parent that brought kids to request using a storage shed for and indoor skate park facility to be locked. Tony Hawk foundation gives up to $10,000 grants to low income areas for skate parks	P, G, F, C, L	
Mindset of "we've never done this before" ex - where are we going to store our stuff?	L, C	
Money! "We love this new park, it's going to be great…I'll help with fundraising, but don't ask me to pay taxes on it.'	C, F, L, S	Yes
Access - people coming from outside the county and people post "posted" no trespassing signs every 2 feet. Isn't only newcomers, people post because people are riding ATVs through fields and need to receive a clear message that that type of activity is not wanted.	R	Yes
A lot of initiatives that are accompanied by a lot of up front energy and then aren't carried through. Need to grab a hold of the successes in the county and run with it.	G, C, L, S	
Kentucky - county government; recreation associations through the county	C, L	
Challenge to get municipalities to work together	C, L	Yes

One of the challenges with trails - in addition to getting those pieces and linking them together is the protection of those trails. Example - Tuscarora Trail - land ownership changes impacting the trail. Impacts equestrians, hikers, bikers, etc.	P, C, L, S, F, T,	
A lot of people have gardens, but we don't have a community garden - people might be interested in it. Spiral path (CSA) near Ickesburg - buy a membership and they give you what they harvest for the week. Would get people involved with being outside, agriculture. Good with the "local foods" movement and the economy. Potential opportunity at a farm near Duncannon. FFA has a grant to do a community garden at the Perry County Fairgrounds this summer.	P, G, F, C, L	
No YMCAs, no indoor swimming facilities, Swimming lessons are typically taught by Red Cross instruction (Liverpool, Millerstown, New Bloomfield) Also the Y pool in Duncannon that is open with memberships	F, C, L	
Newport Owls bought an area for their picnic area - very nice pavilions. Millerstown park abuts the athletic fields, baseball, and football at this area and there are some disputes in this area.	C, L	
From Map		
Howe Township Park - Maintenance/oversight of users	L, R, S, C	

IF YOU COULD GET ONE THING IN PLACE IN 20 YEARS

Preserved open space
Restricted development - keeping Perry County the way it is.
Viable young farmers
Development - businesses (have the industrial park)
development where there is existing infrastructure - but there is no existing infrastructure
designated growth areas
history of the county still preserved and enhanced with better access

Perry West – DCNR Building

March 4, 2010

Key

P – Project
G – Program
C – Collaboration
F – Funding
L – Local
T – Tourism
R – Regulatory
H – Historic
S – State

Strength/Opportunities	Category	Common Theme
Opportunity for rail trail in region	P, C, F, L, S	
Dark sky – Important to this area	P, G, F, L, T, S, R	
Hobriter (sp?) Property in Centre Township – Potential 500 acre tract for recreation. Deed restrictions limit recreation to walking trails only. Centre and Wheatfield turned down the property, which has wetlands and steep slopes. No timbering allowed. Property is still available. Old rail bed is approximately ¼ mile long on property	P, L, S	
Central Pennsylvania Conservancy – Policy is to buy or ease land adjacent to preserved property to increase size.	C	Yes
Centre Township – Land needed for ball fields	P, F, L, S	
Most townships have been donated ground to develop parks.	P, F, L	
New Germantown Sportsmen Club – Located outside New Germantown. Used by local residents. Community yard sales.	G, L	
Centre Township donates money to the pool in New Bloomfield.	F, L	Yes
Toboyne Township buses kids to the New Bloomfield pool.	G, F, C, L	Yes
Local ball fields help the local community. More fields needed for all sports.	G, F, L	Yes
A lot of pull off areas for horse trailers in the western end of the county.	T	Yes
Perry County is a destination for equestrian activities.	T	Yes

Bridge by Wentzels' Mill and other bridge improvement projects should include parking areas for access to streams.	T, L, S, C	
Sherman Creek can be floated in March/April	T, C, L	Yes
From Map		
Hike for Habitat – Fowlers Hollow	G, C, T	
Fairview Church – Historic Structure	T, H	
Great Camping in area	T	
Snowmobile Trails	T	
Motor-cross event	T	
Post source watersheds for awareness/open space	P, C, F, L, R	
Central Pennsylvania Conservancy – Maintain connectivity between preserved parcels; use as a policy guide; headwater protection is important	C	
SR 74 into Juniata County – Overlook/hang gliding	G, T	
Tuscarora Mountain – Longest broad top mountain in the United States	T, C, F, S	
Green Park School – Historic Site	H, T, F	
Fetter House – Historic Site	H, T, F	
Ludolph Church – Historic Site	H, T, F	
Tuscarora Trial was relocated in the Tyrone/Spring Township Area	C	
Railroad corridor – potential trail	P, F, L, C, S	
Blue Bell Tavern at Little Buffalo State Park – Historic Site	H, T, S	
Centre Township is interested in recreation land	L, F, R	

Concerns	**Category**	**Common Theme**
Grant money requires an audit – expensive. Need to know requirements of grants upfront	F, L, S	
West Perry - School district is not allowing access to their property anymore	C, L	Yes
State requirements – wetlands, stormwater, drainage	R, S	
Old school house is falling down near the old park	T, H, F, S, L	
Tax revenue is a problem in the western end of the county. Can't buy land. Must use grants which are difficult to get.	P, F, H, L, S	Yes
Need closer access to pools in local communities instead of a central pool.	C, F, L	Yes
Overnight camping fills up quickly in the state parks.	T, S	
No organized equestrian clubs in the county.	T, L	
Property is being posted which creates access issues for horse trials.	T, F, L, S, C	

Public access for fishing/hunting is a big issue. Public access easements need to be financed.	T, F, L, S, C	
Posted property is an issue in general.	R	Yes
Litter is a big issue. Being respectful of the land is important.	R, L, S	
Advertising/tourism brings in more people.	T, H, F, L, S	
Vandalism is not rampant in this area; however, it does occur on state lands and in the townships.	R, L, S	Yes
No public/private areas for kids to hangout.	G, P, L, F	
No adult recreation in area.	G, P, L, F	
No shooting range in this area of the county	G, C, P, T, L	
State Roads need shoulders for biking. Local roads need to be swept.	C, L, S, T	
Mountain biking is not popular in the area due to lack of loops, slopes, streams. DCNR would work with a mountain bike club to layout a trail.	C, L, S, T	
From Map		
Pollution of source drinking water	C, R	
Bringing in outside people to the area	L, H, T	
Don't want this area advertised for recreation	T	
Tuscarora Trail was relocated to Rt. 34 at Sterrets Gap – Very Dangerous	T, F, C, S, L	

What you want to get out of the plan?

1. Justify needs for improvements – Need dollar amounts.
2. Connect trail from one end of the county to the other.
3. Plan cannot sit on the shelf. Must be used as a tool to collaborate. The plan is just the beginning of the conversation.
4. How to reduce environmental impact of users of the facilities.
5. Focus on important issues. Do not give to many options. Good prioritization.
6. Develop a detailed action plan.
7. Strong connection to opportunities.
8. Joint effort between municipalities to plan for recreation activity.
9. Special needs residents need to be included in the plan.
10. What do we do in the winter? Need something like the Lion's Den in Perry County.

Other

1. Big Spring is no longer a state park. Under management of DCNR forestry.
2. DCNR has interest in certain properties in the county. (See Gene for those sites)

3. New Bloomfield Fire Company built a soccer field until money is available for a new fire station. Asked to protect the soccer field.
4. Madison Grange – Amish is using the ball field
5. Dairy farms are converting to horse farms
6. Trails should be designed specifically for motorized and non-motorized uses.
7. Develop access signs to show which properties are accessible for hunting/fishing.
8. DCNR has partnered with many organization/volunteers to help maintain facilities.
9. Tyron Township has prepared a Master Plan for the Park in Landisburg.
10. Fry Park in Spring Township? Honor a fallen solider from Perry County.
11. Increased archery opportunities in the county.
12. Amish use of facilities?

Vision

1. Contiguous parcels of land to allow larger areas for wildlife.
2. Clean environment and place to live
3. Rural integrity of the county must be maintained

Perry Southeast – Penn Township

March 11, 2010

Key

P – Project
G – Program
C – Collaboration
F – Funding
L – Local
T – Tourism
R – Regulatory
H – Historic
S – State

Strength/Opportunities	Category	Common Theme
Duncannon is completing a bike/pedestrian master plan project – Apple Tree Alley Walk portion. Could be an off-road trail for Appalachian Trail hikers.	P, F, L	
Marysville – new development going in on South Mountain. Would like to connect Darlington Trail out through Rye Township. Developer bought land in Rye Twp.	P, C, L, R	
Rye Township (SALDO) ordinances having requirements to connect trails are a good tool.	L, R	
Developer dedicating 180 acres of 477 acres to Marysville Borough to remain as open space	L, R	
Marysville Borough has access to the river via a paved road that goes through an arch to Heritage Park – best small mouth bass fishing area in the state	G, L, T	Yes
Access to the Susquehanna River through the arches in Duncannon	G, L, T	Yes
Opportunity to preserve what's left of the Shermans Valley Railroad.	P, G, C, L, S, H, R	
Wheatfield Township – Wagner Park – old railroad bed that follows the creek. Next phase of operation at Wagner Park is to establish the trail system.	P, L, H, R	
Historic Resources - Iron furnaces	H, T	Yes
Road to Newport – has one section that is closed in winter – old lock and towpath, ruins of an iron furnace	H, T, C,	
Access to the Shermans Creek	P, C, F, L, T	Yes

Should plan for non-motorized traffic with road improvement projects	C, L, S	Yes
Plan for a trail between Rye Township Community Park and Marysville Borough and connection to Darlington Trail.	P, C, F, L, R	
Shermans Creek is an opportunity for a water trail	P, C, F, L, R, T	Yes
Perry County Recreation Association. Access to bring the canoes out of Shermans Creek in Duncannon	G, C, L, T	
High demand for community pools	G, C, L, F, S	Yes
Bike-a-thon - Opportunity to collaborate as a large group to help raise seed money to match other funding sources	C, P	
Rockville bridge is an asset – people come to take pictures	H, T	Yes
Need a map /access points for Shermans Creek	P, T, C, L	
Land behind Susquenita HS – needs to be a way to preserve that	L, R	
- Clarks Ferry Tavern – used to be a stagecoach stop and a place for lodging (near 3Bs) - Railroad station has been restored in Duncannon; being used by Blue Ridge Communications as a commercial establishment – offers beautiful view of the river - Conestoga wagons used to line up at the base of Peter's Mountain and wait for Mr. Clark to come pick them up - Heritage quilt trail – Shermanata Grange	H	Yes
From Map		
Girty's Notch – Historic Site	H, T	
Skate Park was proposed at the Watts/Buffalo Community Park	P, G, C, F, L	
Canal Locks	H, T	
Property is available next to SGL 174 in Penn Township	C, F, S, L, T	
Apple Tree Alley Bike/Walk – Duncannon Borough	T, L, F, S	
Sherman's Creek Water Trail	C, P, G, L, S, T	
Access to Sherman's Creek – Boat launch	C, P, G, L, S, T	
Important to protect Cove Mountain	R, L	
Possible trail along Fishing Creek to Marysville	L, C, F, P	

Possible extension of the Darlington Trial to proposed developments in Rye and Marysville.	L, C, F, P, S	
Possible trail connecting Lions Park to Cold Spring Development	L, C, F, P	
Susquehanna River – Best smallmouth bass fishing in state	G, T, C	
Abandoned railroad from Blain to New Bloomfield and Wheatfield	C, P, F, L, S, H, T	

Concerns	**Category**	**Common Theme**
Lack of knowledge of locals of resources in the county	P, G, C, F, L, T, H	
Someone has put in an I-beam bridge near the headwaters of Shermans Creek - near Fowler's Hollow. Very Dangerous.	R	
Lack of funding	L, S, F	Yes
Lack of trust between local municipalities	C, L, S	
Need for support when you do get the money. It's hard to advocate for parks and recreation when people worry about taxes, infrastructure projects, etc.	L, C	
Why doesn't the county fund parks? Other counties fund parks – Dauphin, Lebanon	P, F, C, L	
More volunteers are needed – too few people doing all of the work. Municipalities call on the same volunteers time after time because they are the people that say yes	C	
Marysville lion's club – people wish they could still go ice skating on the pond	R	
People don't want recreation/parks/trails next door – NIMBYs – it's difficult to get people to be more accommodating with trails	C, L	
Municipal officials need to enforce ordinances o Need to consider land dedication / fees in lieu of land dedication o Can require dedication of a trail and should include this as an option	R, L	
The area has a poor attitude	L	

A lot of traffic passes through the area on its way to the PA Wilds, north-central PA, or endless mountains o Opportunity to be a revenue generator – need to get people to stop	P, G, C, F, L, T, H, S	
Tax revenue is an issue	L, F	Yes
From Map		
Cell Towers impact area	R, L	
Darlington Trail is rough due rutting from vehicles	C, L, G, F	

What you want to get out of the plan?

1. See the county put together a county-wide plan that knits the county together and offers something for everyone along the way
2. A trail system could generate 50-60 million dollars a year
3. Something to bring people to Perry County and get them to stay
    - More tourism
4. Two groups that you are trying to target
    - Providing recreation for people that live here
    - Encouraging tourism for economic development
        - Mixed bag reception for people that aren't from around here
        - Young people don't stay – jobs that pay more just down the road
            - How do you attract people to stay – need a generation to want to come in to continue funding all of the things that we talk about and that are cherished (tax revenue is an issue)
            - Need to give them something to move back to – needs to be housing opportunities
5. Get more of the local people to spend their money here.
6. Have this plan be an educational tool for local leaders, schools, so people know what's here
    - Get the schools to latch on so that educational programs are provided by the schools
7. Such an opportunity for development that people don't know about. Need to get a pamphlet together that is going to set up a tour
    - Where would you stay?
        - 5 B&Bs – have one right by the Susquehanna River
        - No type of known hotel change
        - Potential for hotel development at Amity Hall intersection of US 11/15
8. Would like to see the county dedicate a PT or FT person to parks and rec to continue to pull the plan together (implementation)
9. Need to preserve what we can't do without – woodlands and open space. Guide growth where it is best suited. Save spots that are irreplaceable and the historical spots.

10. There are a lot of good jobs in Perry County and we don't need to put hotels here either. We don't have to create another Camp Hill. Preserve some of our uniqueness.
11. Need a loose coalition to oversee implementation – could target certain areas of the county, historic resources, etc.
    - Independent people/businesses help to keep Perry County's heritage.
    - Collaboration between common entities
    - Need to get people involved
12. Need a balance between all of the different viewpoints – preserving open space, woodlands, viewsheds, with growth and development
    - How many people are interested in Perry County's local historical resources besides polished history buffs and people that are local to the area? We can't expect that everyone travelling US11/15 and US 322 will want to see the sledworks and iron works. A brochure would appeal more to local population than outsiders.
    - Focus on things that are of national significance – Appalachian Trail, Kittatinny Ridge, Susquehanna Water Trail, etc.
13. Using history and reusing history
    - Reinvestment in existing structures; keeping history alive. If we lose history, we lose our identify
14. The plan needs to differentiate between local needs and opportunities and the regional and national needs and opportunities
    - The plan will provide tools that local municipalities can use to implement the plan.

Baskins Ferry – ran from confluence of Juniata and Susquehanna from1766 – oldest operation in the county.

Perry County Greenways, Parks, Recreation, and Open Space Plan

Appendix II

Funding Sources

FUNDING

The following section offers a description of funding sources that can be used to support the parks, recreation and open space projects and programs in Perry County. It is important to recognize that pursuing grant funding takes time, effort and know-how. Obtaining assistance in the form of a contracted or part-time grant writer offers a way for Perry County to take advantage of outside funding sources as well as to assist municipal and other partners in securing funding for their projects. Being able to leverage limited county and local funding would enable key stakeholders to get more done. The sources are organized and defined by local, state and federal resources and agencies.

Taxation Options

The following taxation options are presented with the understanding that their use in the current economic conditions is unlikely.

Local Sources

It is important that a local, dedicated source of revenue be established and utilized to attract state and federal funding. Below are listed other possible sources of local revenue for the trails program.

Property Tax

Property taxes are assessments charged to real property owners based on a percentage (millage rate) of the assessed property value. These taxes generally support a significant portion of stakeholders or municipality's non-public enterprise activities. However, the revenues from property taxes can also be used for public enterprise projects and to pay debt service on general obligation bonds issued to finance open space system acquisitions. Because communities are limited in the total level of the millage rate, use of property taxes to fund open space could limit the stakeholders or a municipality's ability to raise funds for other activities. Property taxes can provide a steady stream of financing while broadly distributing the tax burden. In other parts of the country, this mechanism has been popular with voters as long as the increase is restricted to parks and open space. Note, other public agencies compete vigorously for these funds, and taxpayers are generally concerned about high property tax rates.

Earned Income Tax

The earned income tax is levied only on residents' earned income (such as wages, salaries, or other reimbursements for work). Unearned income, such as interest, dividends, pensions, and social security are exempt from the tax. Unlike the federal or state income taxes, the earned income tax allows no exemptions or standard deductions. A jurisdiction can collect earned income tax from non-residents who work in the jurisdiction but do not pay an earned income tax in their "home" jurisdiction. The maximum levy is 1 percent of earned income. If both the municipality and school district levy the earned income tax, both must share the 1 percent.

Act 153 of 1996 - Pennsylvania municipalities have added a percentage of the Earned Income Tax for open space purposes. The municipalities generally put the question of adding to the Earned income tax generally one-quarter to one-half of one percent on a voter referendum. Generally these have been passing in Pennsylvania. Amending the Pennsylvania Conservation and Land Development Act, Act 153 provides certain types of local government units with a valuable financing tool as many municipalities seek the means to preserve open space in their communities. The Act allows cities, boroughs, towns and townships, as well as certain cooperative governmental units, to impose one of two taxes in addition to the taxing limitations set forth elsewhere to finance certain types of open space initiatives. Counties and county authorities are specifically prohibited from invoking either of the local taxing options. By ordinance, qualifying local government units may impose either (a) a tax on real property not exceeding the millage authorized by voter referendum, in addition to the statutory rate limits on real estate taxes in the relevant municipal code, or (b) an earned income tax on residents of that local government unit not exceeding the rate authorized by referendum, in addition to the earned income tax rate limit found in the Local Tax Enabling Act. The Act requires that revenue from either of the two authorized tax levies be used to retire indebtedness incurred in purchasing "interests in real property" or in making additional acquisitions of real property to secure an "open space benefit" under either the Conservation and Land Development Act or the Agricultural Area Security Law. The terms "interest in real property" and "open space benefits" are defined broadly in the Act and allow municipality's significant flexibility to achieve their land preservation goals in the manner best suited to their specific needs.

In addition to the local taxing options, the Act authorizes school district boards to exempt by resolution certain real property from further millage increases imposed on real property. Those types of real property that may be exempted include those whose open space property interests are acquired by a local government unit pursuant to the Conservation and Land Development Act, real property that is subject to an easement acquired under the Agricultural Area Security Law and real property whose transferable development rights have been transferred and retired by a local government unit without the development potential having occurred on other lands. The tax exemptions granted under the Act are not to be considered by the State Tax Equalization Board in deriving the market value of school district real property resulting in a reduction in the subsidy to that school district or an increase in the subsidy to any other school district.

Realty Transfer Tax - The realty transfer tax is a tax on the sale of real estate. The maximum levy is 1 percent of the sales price. If both the municipality and school district levy this tax, both must share the 1 percent.

Amusement Tax - The amusement tax is a tax on the privilege of engaging in an amusement. It is tax levied on the admissions prices to places of amusement, entertainment, and recreation. Amusements can include such things as craft shows, bowling alleys, golf courses, ski facilities, or county fairs. The amusement tax is considered a tax on patrons, even though it is collected from the operators of the amusement.

Mechanical Devices Tax - The mechanical devices tax is a tax on coin-operated machines of amusement, such as jukeboxes, pinball machines, video games, and pool tables. The tax rate is set as a percentage of the price to activate the machine.

Personal Property Tax - The personal property tax is similar to the real property and occupation taxes, in that it is levied on the value of property owned by residents. The property it taxes is intangible personal property, such as mortgages, other interest bearing obligations and accounts, public loans, and corporate stocks. The personal property tax has sometimes been called an honesty tax because the only way a county knows the value of a taxpayer's personal property is if that taxpayer is honest enough to report it.

Hotel Tax – This would be an important consideration as hotels are developed in Perry County in the future. The hotel occupancy tax, imposed at the same rate as sales and use tax, applies to room rental charges for periods of less than 30 days by the same person. The purpose of the hotel tax is to increase tourism and economic development in Pennsylvania. The tax supports advertising, development of publications related to tourism, capital and program projects to attract tourists, and in some counties open space conservation, trails and recreation facility improvements.

Bonds and loans can be used to finance capital improvements. The cost of the improvements is borrowed through the issuance of bonds or a loan and the costs of repayment are spread into the future for current and future beneficiaries to bear. However, financing charges are accrued and voter approval is usually required. There must be a source of funding (for the payment of the resulting debt service on the loan or bonds) tied to the issuance of a bond or loan. A number of bond options are listed below. Since bonds rely on the support of the voting population, an education and awareness program should be implemented prior to any vote.

Revenue Bonds

Revenue bonds are bonds that are secured by a pledge of the revenues from a certain local government activity. The entity issuing bonds, pledges to generate sufficient revenue annually to cover the program's operating costs, plus meet the annual debt service requirements (principal and interest payment). Revenue bonds are not constrained by the debt ceilings of general obligation bonds, but they are generally more expensive than general obligation bonds.

General Obligation Bonds

Local governments generally are able to issue general obligation (G.O.) bonds that are secured by the full faith and credit of the entity. In this case, the local government issuing the bonds pledges to raise its property taxes, or use any other sources of revenue, to generate sufficient revenues to make the debt service payments on the bonds. A general obligation pledge is stronger than a revenue pledge, and thus may carry a lower interest rate than a revenue bond. Frequently, when local governments issue G.O. bonds for public enterprise improvements, the public enterprise will make the debt service payments on the G.O. bonds with revenues generated through the public enterprise's rates and charges. However, if those rate revenues are insufficient to make the debt

payment, the local government is obligated to raise taxes or use other sources of revenue to make the payments. G.O. bonds distribute the costs of open space acquisition and make funds available for immediate purchases. Voter approval is required.

Special Assessment Bonds

Special assessment bonds are secured by a lien on property that benefits by the improvements funded with the special assessment bond proceeds. Debt service payments on these bonds are funded through annual assessments to the property owners in the assessment area.

Other Local Options

Mandatory Dedication of Parkland and Trails

The Mandatory Dedication of parkland is traditionally applied to development in suburban areas. However, it can also be applied to redevelopment projects. For example the redevelopment of a brownfields site in Plymouth Township Montgomery County into the Metroplex that can be viewed from the Pennsylvania Turnpike generated over one million dollars through the fee-in-lieu of parkland dedication provision of the Mandatory Dedication of Parkland Act. If suitable parkland is not available the developer may offer a fee-in lieu of dedication under the provisions of the Mandatory Dedication of Parkland Ordinance under the Pennsylvania Municipalities Code. Municipalities can also require the mandatory dedication of trails. The fee-in-lieu of dedication alternative allows the community to purchase land worthy of protection rather than accept marginal land that meets the quantitative requirements of a developer dedication but falls a bit short of qualitative interests.

Local Park, Open Space and Trail Sponsors

A sponsorship program for trail amenities allows smaller donations to be received from both individuals and businesses. Cash donations could be placed into a trust fund to be accessed for certain construction or acquisition projects associated with the greenways and open space system. Some recognition of the donors is appropriate and can be accomplished through the placement of a plaque, the naming of a trail segment, and/or special recognition at an opening ceremony. Types of gifts other than cash could include donations of services, equipment, labor, or reduced costs for supplies.

Volunteer Work

It is expected that many citizens will be excited about the development of a greenway corridor or a new park or canoe access point. Individual volunteers from the community can be brought together with groups of volunteers form church groups, civic groups, scout troops and environmental groups to work on greenway development on special community workdays. Volunteers can also be used for fund-raising, maintenance, and programming needs.

Commonwealth of Pennsylvania Funding Sources

The Commonwealth's current economic state and the change in the governorship of January 2011 leave many state funding programs in flux. Growing Greener, a major funding program for conservation, parks, trails and the like has committed its last bond money. The program is gathering momentum for re-enactment as Renew growing Greener. However, there is a long way to go until the outcome of this effort is realized. Historically, Pennsylvania has offered an array of state funding programs to support parks, recreation, greenway and trails. The following programs are listed as place makers to alert the reader of programs that have been in place and need to be re-authorized or re-constituted and funded in some format when the dust has settled on the economy and change in political leadership.

A Note on Contact Information
The contact information for the following funding sources is current at the time of the writing of this plan. No doubt, there will be changes in these programs and contacts. The information will provide a start and if things change, it may be possible to get a lead to the proper contact. An internet search can also provide this information as time goes by.

PennDOT

PennDOT's primary means of funding greenways projects is through the Transportation Enhancements Program that is part of SAFETEA-LU. Greenways projects with a tie to transportation, historic preservation, bicycle/pedestrian improvements, or environmental quality are eligible candidates for Transportation Enhancements funding.
Contact: PennDOT District 8 Office
(717) 787-6653
ra-penndot8@state.pa.us

The Community Conservation Partnership Program

The Commonwealth of Pennsylvania makes available grant moneys to municipal governments through this program to support greenway and park planning, design and development. Applications for these grants are due in April of each year, and a 50 percent match is required from the local project sponsor. The amount of maximum award varies with the requested activity. Planning grants are typically awarded $50,000 or less. Land acquisition and construction grants range from $150,000 to $200,000. Small community grants are also available through this program for municipalities with populations less than 5,000. These grants can support up to 100 percent of material costs and professional design fees for recreational facilities.

Contact: PADCNR Mike Piaskowski, Regional Park and Recreation Adviser
717-772-4362
mpiaskowski@state.pa.us

Rails-to-Trails Grants

The Rails-to-Trails Grants provide 50% funding for the planning, acquisition or development of rail-trail corridors. Eligible applicants include municipalities and nonprofit organizations established to preserve and protect available abandoned railroad corridors for use as trails or future rail service.
Contact: PADCNR Mike Piaskowski, Regional Park and Recreation Adviser
717-772-4362
mpiaskowski@state.pa.us

Urban and Community Forestry Grants

Can be used to encourage the planting of trees in Pennsylvania communities. Municipal challenge grants provide 50 percent of the cost of the purchase and delivery of trees. Special grants are available for local volunteer groups, civic clubs, and municipalities to train and use volunteers for street tree inventories, and other projects in urban and community forestry.
Contact: Extension Urban Forestry Program, School of Forest Resources at Pennsylvania State University
(814) 863-7941.

The Recreational Trails Program (DCNR)

National Recreation Trails Fund Act (NRTFA) or Symms Act Grants. This source of funding is a subset of TEA-21, and is administered by DCNR. Funds from this program can be used for the acquisition of land and the construction of trail treads and trail facilities.
Contact: PADCNR
Vanyla Tierney, Environmental Planning Supervisor
717-783-2654
vtierney@state.pa.us

DCED (Department of Community and Economic Development) Funding
DCED's mission includes four elements that each have a relationship to greenways: economic development, travel and tourism, technical assistance and community development. Each of DCED's funding programs is listed and described below.
Contact: For information on funding programs, DCED offers an interactive WEB site to search for specific assistance on grants for communities and local government:
http://www.newpa.com/find-and-apply-for-funding/funding-and-program-finder
Contacts for specific programs are listed below:

Community Revitalization Program

This funding source supports local initiatives aimed at improving a community's quality of life and improving business conditions.
Contact: PADCED Community Action Team Central Office
Louis Colon
717-720-7300
locolon@state.pa.us

Small Communities Planning Assistance

This grant is awarded to municipalities having a population of 10,000 people or less. The grant offers a no-match funding source that can be used to support neighborhood revitalization, economic development, community conservation and housing plans. Regardless of the project type, the grantee must demonstrate the project benefits low to moderate-income residents.
Contact: PADCED
Kerry Wilson
717-783-1402

Community Development Block Grants

This program provides financial and technical assistance to communities for infrastructure improvements, housing rehabilitation, public services, and community facilities. The program targets local governments and 70% of each grant must be used for activities or projects that benefit low to moderate-income people.
Contact: Perry County Planning Commission
717- 234-2639

State Planning Assistance Grant

This program provides funding to municipalities for preparation and maintenance of community development plans, policies, and implementation measures. The grant requires a 50% match and priority is given to projects with regional participation.
Contact: PADCED
866-gonewpa
http://www.newpa.com/contact-us

Main Street Program

The Main Street Program provides grants to municipalities and redevelopment authorities to foster economic growth, promote and preserve community centers, creating public/private partnerships, and improve the quality of life for residents. The program has two components, a Main Street Manager and Commercial Reinvestment. The Main Street Manager component funds a staff position that coordinates the community's downtown revitalization activities. The Community Reinvestment component provides funding for actual improvement projects in the community. The Main Street Manager is partially funded for a 5-year period while the Community Reinvestment activities require a minimum of a 50% match. A business district action plan must be completed for eligibility in this program.
Contact: DCED
Diana Kerr
717-787-5327

Elm Street Program

This program was created to bolster the older historic neighborhoods located within walking distance from revitalized Main Streets. Along with the physical changes they make to the properties, these grants also help create a positive image for the community.

PHMC - Pennsylvania State Historical and Museum Commission

The Commission grants helped to support museums, historical organizations, and county historical societies.
Contact: PHMC
717-787-3362
www.phmc.state.pa,us

Keystone Historic Preservation Grants

Local governments and non-profit groups could apply for this grant that may be used for preservation, rehabilitation, and restoration of historic properties, buildings, structures, sites, or objects.
Contact: PHMC Historic Preservation Grant Officer
Karen Arnold
(717) 783-9927
kaarnold@state.pa.us

Certified Local Government Grants

Federal funding program limited to Certified Local Governments for purposes of cultural resource surveys, technical and planning assistance, educational and interpretive programs, and national register nominations. The program includes a 40% local match that can be made with in-kind services, cash, or Community Development Block Grants.
Contact: Andrea MacDonald
717.787.4215
amacdonald@state.pa.us

DEP Growing Greener

Growing Greener is the largest single investment of state funds in Pennsylvania's history. Growing Greener directed nearly $650 million over five years to the Environmental Stewardship Fund. Growing Greener funds were used for farmland-preservation projects; preserving open space; cleanup of abandoned mines; watershed planning; recreational trails and parks; and help to communities to address land use concerns. Eligible applicants include non-profit groups, counties, and municipalities. Since the last bond funds have been committed, an effort to Renew Growing greener is being launched and the contact information is listed below.

Contact: DEP Grants Center
Tel. (717) 705-5400
e-Mail: GrowingGreener@state.pa.us

Stormwater Planning and Management Grants

This program provides grants to counties and municipalities for preparation of stormwater management plans and stormwater ordinances. The program requires a 25% local match that can come in the form of in-kind services or cash. While greenways are not specifically funded by the project, they are excellent elements of a stormwater management system. This program was part of the Growing Greener Initiative.
Contact: PADEP
717-772-4048.

Nonpoint Source Management Section 319 Grants

Section 319 grant funding comes from the federal Clean Water Act. The grants are available to local governments and nonprofit groups for watershed assessments, watershed restoration projects, and projects of statewide importance. The grant requires a 60% local match and 25% of the construction costs of practices implemented on private land must come from non-federal sources.
Contact: Russ Wagner
717-787-5642.

Environmental Fund for Pennsylvania

This fund is available to environmental, conservation, and recreation organizations for projects that improve the quality of life for Pennsylvania communities.
http://www.efpa.org/
Contact:
(215) 545-5880
Toll Free: 800-334-3190
info@efpa.org

Environmental Education Grants

This program uses a 5% set aside of the pollution fines and penalties collected in the Commonwealth each year for environmental education in Pennsylvania. There are eight different grant tracks with grants ranging from $1,000 to $20,000, most requiring a 20% match. Public and private schools, non-profit conservation/education organizations and county conservation districts may apply for the grants.
Contact: Department of Environmental Protection Environmental Education Grants Program EE Center, First Floor, RCSOB P.O. Box 2063
Phone: 717-772-1828 Fax: 717-705-4093
AT&T Relay Service for the Deaf: 1-800-654-5984 (TDD)
www.depweb.state.pa.us, keyword: EE Grants

Land Recycling Grants Program

Land Recycling Grants Program provides grants and low interest loans for environmental assessments and remediation. The program is designed to foster the cleanup of environmental contamination at industrial sites and remediate the land to a productive use.
Contact: Tom Fidler, Manager Land Recycling and Cleanup Program
717-783-7816

Tri-County Regional Planning Commission
Harrisburg Area Transportation Study (HATS)

The Harrisburg Area Transportation Study (HATS) was created in response to the Federal-Aid Highway Act of 1962, which mandated regional transportation planning as a condition for receiving federal funds for transportation projects. More importantly, the transportation planning was required to be supported through a continuing, comprehensive, coordinated (3C) process – a tenet which still holds true today. HATS is the designated Metropolitan Planning Organization (MPO), an organization of federal, state, and local agencies, and officials from Cumberland,

Dauphin, and Perry Counties, the City of Harrisburg, and Capital Area Transit, held accountable to implement the 3C process.

HATS serves 103 municipalities covering almost 1,700 square miles in south central Pennsylvania, including Cumberland, Dauphin and Perry Counties. Tri-County Regional Planning Commission (TCRPC) functions as the lead staff agency of HATS.

Contact: Tri-County Regional Planning Commission
717-234-2639
www.TCRPC-Pa.org

Federal Funding Sources

Most federal programs provide block grants directly to states through funding formulas. For example, if a Pennsylvania community wants funding to support a transportation initiative, they would contact the PennDOT and not the US Department of Transportation to obtain a grant.

Surface Transportation Act (SAFETEA LU) (Accessed through PennDOT)

For the past two decades, the Surface Transportation Act has been the largest single source of funding for the development of bicycle, pedestrian, trail and greenway projects. Prior to 1990, the nation as a whole spent approximately $25 million on building community-based bicycle and pedestrian projects, with the vast majority of this money spent in one state. Since the passage of ISTEA, funding has been increased dramatically for bicycle, pedestrian and greenway projects, with total spending north of $5 billion. Many programs within SAFETEA-LU deserve mention. The authorizing legislation is complicated and robust. The following provides a summary of how this federal funding can be used to support Perry County's greenway, parks, recreation and open space efforts. All of the funding within these programs would be accessed through the PennDOT.

1. Surface Transportation Program (STP) - This is the largest single program within the legislation from a funding point of view. Of particular interest to greenway enthusiasts, 10 percent of the funding within this program is set aside for Transportation Enhancements (TE) activities. Historically, a little more than half of the TE funds have been used nationally to support bicycle/pedestrian/trail projects.

2. Congestion Mitigation and Air Quality (CMAQ) - About five percent of these funds have been used to support bicycle/pedestrian/trail projects.

3. Highway Safety Improvement Program (HSIP) - Historically, bicycle and pedestrian projects have accounted for one percent of this program, or about $50 million under SAFETEA-LU. Some of the eligible uses of these funds would include traffic calming, bicycle and pedestrian safety improvements, and installation of crossing signs. This is not a huge source of funding, but one that could be used to fund elements of a project.

4. Recreational Trails Program (RTP) - The Recreational Trails Program is specifically set up to fund both motorized and non-motorized trail development. At least 30% of these funds must be spent on non-motorized trails, or $110 million.

5. Scenic Byways - The National Scenic Byway program has not traditionally been a good source of funding for bicycle/pedestrian/trail projects. Historically only 2 percent of these funds have been used to support bicycle and pedestrian improvements. Applications are only accepted by PennDOT from established scenic byways groups, but historically, byways groups have advanced proposals in partnership with other organizations — including cultural heritage tourism groups — in support of the byways' goals.

6. Safe Routes to School Program (SR2S) - This is an excellent program to increase funding for access to the outdoors for children. The SR2S Program was established in August 2005 as part of the most recent federal transportation re-authorization legislation--SAFETEA-LU. This law provides multi-year funding for the surface transportation programs that guide spending of federal gas tax revenue. Section 1404 of this legislation provides funding (for the first time) for PennDOT to create and administer SR2S programs which allow communities to compete for funding for local SR2S projects.

7. High Priority Projects - Under SAFETEA-LU more than 5,091 transportation projects were earmarked by Congress for development, with a total value in excess of $3 billion.

Contact: PennDOT District 8 Office
717-787-6653
ra-penndot8@state.pa.us

Land *and Water Conservation Fund* *(LWCF)*

The Land and Water Conservation Fund is the largest source of federal money for park, wildlife, and open space land acquisition. The program's funding comes primarily from offshore oil and gas drilling receipts, with an authorized expenditure of $900 million each year. The program has been fully funded for 2011 for the first time in decades. The program provides up to 50 percent of the cost of a project, with the balance of the funds paid by states or municipalities. These funds can be used for outdoor recreation projects, including acquisition, renovation, and development.
Contact: PADCNR Mike Piaskowski, Regional Park and Recreation Adviser
717-772-4362
mpiaskowski@state.pa.us

Environmental Protection Agency (EPA)

The EPA funds a program that enables communities to clean up polluted properties. Funding for these programs is available directly from the EPA and is administered in the form of grants to localities.

Information on general grants: http://www.epa.gov/region3/ee/pdfs/scgp2002.pdf

Region 3 contact: www.epa.gov/region03

Economic Development Administration
Funding is available through this federal program in the form of several different grants. Two grants that may be applicable to cultural heritage tourism are the Economic Adjustment Assistance Grant (which helps communities develop comprehensive redevelopment efforts that could include cultural heritage tourism programs) and the Planning Program Grant (which helps planning organizations create comprehensive development strategies). Only governmental units are eligible.

Contact: EDA Philadelphia Regional Office
Andrew Reid
267-687-4317
AReid@eda.doc.gov

National Trust for Historic Preservation
This endowment funds 14 different grants. The Preservation Funds Matching Grants and Intervention Funds assist nonprofit and public agencies with planning and educational projects or preservation emergencies, respectively. The Johanna Favrot Fund for Historic Preservation provides matching grants for nonprofit and public organizations whose projects contribute to preservation and/or recapturing an authentic sense of place. Begin the search for historic preservation funding and incentives by contacting the PHMC first.

Contact information about funding at federal level:

www.preservationnation.org/resources/find-funding/nonprofit-public-funding.html

National Endowment for the Arts
The National Endowment for the Arts organizes its grants around artistic disciplines and fields such as "folk and traditional arts," "local arts agencies," "state and regional" and "museums." Within these categories, the applicable grants are listed. The grants provide funding for artistic endeavors, interpretation, marketing and planning. Not-for-profit 501(c)(3) organizations and units of state or local government, or a recognized tribal community are eligible. An organization must have a three-year history of programming prior to the application deadline. Changes in the programs will occur in January 2011. For information on the programs search at the site listed below:

www.nea.gov/grants/apply/index.html

National Endowment for the Humanities
The National Endowment for the Humanities is a federal program that issues grants to fund high-quality humanities projects. Some grant categories that may be well suited to cultural heritage tourism are: grants to preserve and create access to humanities collections, interpreting America's historic places implementation and planning grants, museums and historical organizations implementation grants and preservation and access research and development projects grants. The grants go to organizations such as museums, libraries, archives, colleges, universities, public television, radio stations and to individual scholars. Matches are required and

can consist of cash, in-kind gifts or donated services. Information on grants and deadlines is available by searching on the site listed below.

www.neh.gov/grants/grantsbydivision.html

Preserve America

The Preserve America grants program funds "activities related to heritage tourism and innovative approaches to the use of historic properties as educational and economic assets." Its five categories are: research and documentation, interpretation and education, planning, marketing, and training. The grant does not fund "bricks and mortar" rehabilitation or restoration. This grant is available to State Historic Preservation Officers (SHPOs), Tribal Historic Preservation Officers (THPOs), designated Preserve America communities and Certified Local Governments (CLGs) applying for designation as Preserve America Communities. Grants require a dollar-for-dollar nonfederal match in the form of cash or donated services. For information about securing this designation and potential funding is available at the following site:

www.preserveamerica.gov/communities.html

Small Business Administration

Many cultural heritage tourism businesses are small businesses. The Small Business Administration (SBA) does not itself loan money, but guarantees loans from banks or from specially chosen small business investment companies. These loans can be used for business expenses ranging from start-up costs to real estate purchases. Eligible companies must be defined as "small" by the SBA. The following site provides information on how to search for funding assistance for small businesses:

http://search.business.gov/startLoans.html

U.S. Fish & Wildlife Service

The U.S. Fish & Wildlife Service has a long list of grant programs that benefit the conservation or restoration of habitats. These include grants for private landowners to assist in protecting endangered species, grants to restore the sport fish population and grants for habitat conservation planning and land acquisition. The amount, matching requirements and eligibility for each grant vary. The following site is the portal to search for information about and applications for available grants.

www.fws.gov/grants/

Private Foundations/Philanthropic Sources

1. American Conservation Association - conservation, river protection & wildlife
   200 New York Avenue, N.W., Suite 400, Washington, D.C. 20005

2. American Express Philanthropic Program - historic & natural assets
   http://home3.americanexpress.com/corp/csr.asp/

3. AmeriCorp's National Civilian Community Conservation Corps - community improvements including park and recreation improvements, resource conservation projects, and trails.
   www.americorps.org/about/programs/nccc.asp/

4. Andrew W. Mellon Foundation - conservation
   www.mellon.org/

5. Bankamerica Foundation - conservation, parks, fisheries, education
   www.bankofamerica.com/foundation/

6. Bikes Belong Grant Program - bike improvements
   www.bikesbelong.org/grants/

7. Caterpillar Foundation - history & environment
   http://www.caterpillar.com/sustainability/caterpillar-foundation

8. Chrysler Corporation Foundation - health & community
   http://www.chryslergroupllc.com/community

9. Coca-Cola Foundation - water stewardship, active healthy lifestyles, education
   www.thecoca-colacompany.com/citizenship/foundation_coke.html/

10. Compton Foundation - environment and sustainability
    www.comptonfoundation.org/

11. Davis and Lucille Packard Foundation - conservation
    http://www.packard.org/home.aspx

12. Exxon Mobil Foundation - community investment
    http://hoe.exxonmobil.com/Corporate/community.aspx
13. Fish America Foundation - fish & water resources enhancement
    http://www.fishamerica.org

14. Ford Motor Company Foundation – Sustainability and creating community opportunities
    www.ford.com/our-values/ford-fund-community-service/

15. General Mills Corporation – grants to non-profit organizations for youth fitness and the arts
    www.generalmills.com.corporate.committment/foundation.aspx/

16. General Motors Foundation – grants to non-profits for community improvement
    www.gm.com/corporate/responsibility/community/

17. Home Depot – variety of grants to build healthy communities. On hold for 2011.
    http://corporate.homedepot.com/wps/portal/Grants

18. J.C. Penney – variety of grants for recreation and educational programs
    www.jcpenny.net/company/commrel/index.htm/

19. John D. and Catherine MacArthur Foundation – community and economic development
    www.macfound.org/

20. Kodak American Greenways Awards Program - greenways
    www.grants.conservationfund.org/tcf/public/viewAwards.action/

21. Kresge Foundation - grants to non-profits in environment, health, the arts, and education
    www.kresge.org/

22. National Fish and Wildlife Foundation – restoration and enhancement of fishing
    www.nfwf.org/

23. National Football League – grants to non-profits to improve the quality, safety, and accessibility of local football fields
    http://www.sportsphilanthropyproject.com/assets/library/647_2009nflrfp.pdf

24. Norcross Wildlife Foundation – small grants to non-profits for land & habitat conservation
    www.norcrossws.org/

25. Recreational Equipment Company - stewardship
    www.rei.com/reigives/

26. Robert Woods Johnson Foundation health & physical activity
    www.rwjf.org/

27. Rockefeller Family Fund - environment
    www.rffund.org/

28. Sony Corporation of America Foundation - arts, health and community
    http://www.sony.com/SCA/philanthropy/guidelines.shtml

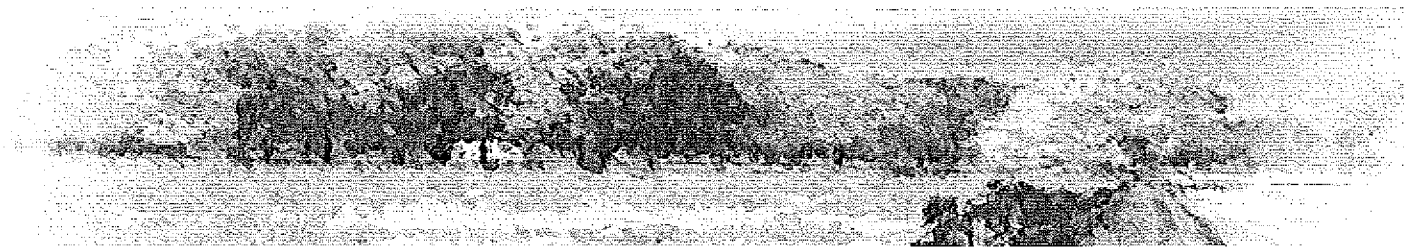
29. Surdna Foundation – grants to non-profits for community sustainability
    www.surdna.org/

Perry County Greenways, Parks, Recreation, and Open Space Plan

Appendix III

Pennsylvania's Recreational Use of Land and Water Act

Pennsylvania's Recreational Use of Land and Water Act



INTRODUCTION

Pennsylvania has a law that limits the legal liability of landowners who make their land available to the public for free recreation. The purpose of the law is to supplement the availability of publicly owned parks and forests by encouraging landowners to allow hikers, fishermen and other recreational users onto their properties. The Recreational Use of Land and Water Act ("RULWA"), found in Purdon's Pennsylvania Statutes, title 68, sections 477-1 et seq., creates that incentive by limiting the traditional duty of care that landowners owe to entrants upon their land. **So long as no entrance or use fee is charged, the Act provides that landowners owe no duty of care to keep their land safe for recreational users and have no duty to warn of dangerous conditions.** Excepted out of this liability limitation are instances where landowners willfully or maliciously fail to guard or warn of dangerous conditions. That is, the law immunizes landowners only from claims of negligence. Every other state in the nation has similar legislation.

PEOPLE COVERED BY THE ACT

The "owners" of land protected by the Act include public and private fee title holders as well as lessees (hunt clubs, e.g.) and other persons or organizations "in control of the premises." Holders of conservation easements and trail easements are protected under RULWA if they exercise sufficient control over the land to be subject to liability as a "possessor." (See Stanton v. Lackawanna Energy Ltd. (Pa. Supreme Ct. 2005)(RULWA immunizes power company from negligence claim where bike rider collided with gate that company had erected within the 70-foot wide easement over mostly undeveloped land it held for power transmission)).

LAND COVERED BY THE ACT

Although on its face RULWA applies to all recreational "land"—improved and unimproved, large and small, rural and urban — in the last 15 years or so, Pennsylvania courts have tended to read the Act narrowly, claiming that the legislature intended it to apply only to large land holdings for outdoor recreational use.

Courts weigh several factors to decide whether the land where the injury occurred has been so altered from its natural state that it is no longer "land" within the meaning of the Act. In order of importance:

(1) Extent of Improvements – The more developed the property the less likely it is to receive protection under RULWA, because recreational users may more reasonably expect it to be adequately monitored and maintained;

(2) Size of the Land – Larger properties are harder to maintain and so are more likely to receive recreational immunity;

(3) Location of the Land – The more rural the property the more likely it will receive protection under the Act, because it is more difficult and expensive for the owner to monitor and maintain;

(4) Openness – Open property is more likely to receive protection than enclosed property; and

(5) Use of the Land – Property is more likely to receive protection if the owner uses it exclusively for recreational, rather than business, purposes.

SITE IMPROVEMENTS

The following cases focus on the nature and extent of site improvements that might negate RULWA immunity:

- The state Supreme Court ruled that the Act was not intended to apply to swimming pools, whether indoor (Rivera v. Philadelphia Theological Seminary (Pa. Supreme Ct. 1986)) or outdoor (City of Philadelphia v. Duda (Pa. Supreme Ct. 1991)).

- RULWA immunity does not cover injuries sustained on basketball courts, which are "completely improved" recreational facilities (Walsh v. City of Philadelphia (Pa. Supreme Ct. 1991)).

- Playgrounds are too "developed" to qualify for immunity (DiMino v. Borough of Pottstown (Pa. Commonwealth Ct. 1991)).

- Playing fields generally are held not to be "land" within the protection of the Act (Brown v. Tunkhannock Twp. (Pa. Commonwealth Ct. 1995) (baseball field); Seifert v. Downingtown Area School District (Pa. Commonwealth Ct. 1992)(lacrosse field); Lewis v. Drexel University (Pa. Superior Ct. 2001, unreported)(football field); but see Wilkinson v. Conoy Twp. (Pa. Commonwealth Ct. 1996)(softball field is "land" under RULWA)).

• An unimproved grassy area at Penns Landing in Philadelphia was deemed outside the Act's scope, given that the site as a whole was highly developed (Mills v. Commonwealth (Pa. Supreme Ct. 1993); compare Lory v. City of Philadelphia (Pa. Supreme Ct. 1996) (swimming hole in "remote" wooded area of Philadelphia is covered by RULWA)).

RULWA immunity has been found in several cases where people were injured at outdoor sites containing limited improvements:

• An earthen hiking trail in a state park is not an improvement vitiating the Act's immunity (Pomeren v. Commonwealth (Pa. Commonwealth Ct. 1988)).

• The owner of property containing a footpath created by continuous usage, which led down to the Swatara Creek, has no duty to erect a warning sign or fence between his property and the adjacent municipal park (Rightnour v. Borough of Middletown (Lancaster Cty. Ct. of Common Pleas 2001)).

• A landscaped park containing a picnic shelter is still "unimproved" land for RULWA purposes (Brezinski v. County of Allegheny (Pa. Commonwealth Ct. 1996)).

• An artificial lake is just as subject to RULWA protection as a natural lake, although the dam structure itself is not covered (Stone v. York Haven Power Co. (Pa. Supreme Ct. 2000)).

• An abandoned rail line in a wooded area is covered by RULWA, even where the plaintiff fell from a braced railroad trestle (Yanno v. Consolidated Rail Corp. (Pa. Superior Ct. 1999)(but may no longer be good law after Stone)).

Uncertainty about what constitutes an improvement under the Act reportedly has had a dampening effect on efforts to improve public access to outdoor recreation sites. Public and private landowners are concerned that installation of fishing piers, boat docks, parking facilities, or paths and ramps for wheelchair use will strip much-needed RULWA immunity from otherwise protected land. A bill introduced in the state Senate in the late 1990s attempted to clarify that public access improvements would not affect immunity under the Act, but the legislation was not successful.

FAILURE TO WARN

As noted above, although negligence liability is negated by the Act, a landowner remains liable to recreational users for "willful or malicious failure to guard or warn" against a dangerous condition. To determine whether an owner's behavior was willful, courts will look at two things: whether the owner had actual knowledge of the threat (e.g., was there a prior accident in that same spot); and whether the danger would be obvious to an entrant upon the land. If the threat is obvious, recreational users are considered to be put on notice, which precludes liability on the part of the landowner. In a recent drowning case, for example, landowner Pennsylvania Power & Light Company claimed immunity under RULWA. The judge, however, sent to the jury the question of whether PP&L was willful in not posting warning signs. A previous tubing accident had occurred in the same location, and there was testimony that the dangerous rapid where the drowning occurred was not visible to people tubing upstream (Rivera v. Pennsylvania Power & Light Co. (Pa. Superior Ct. 2003)).

GOVERNMENTAL IMMUNITY

Interestingly, Pennsylvania's governmental immunity statutes, the Tort Claims and Sovereign Immunity Acts, shield municipalities and Commonwealth agencies from claims of willful misconduct. Liability only may be imposed upon these entities for their negligent acts. But, as noted above, where an injury occurs on "land" within the meaning of RULWA, the law shields landowners from negligence suits. In essence, public agencies are granted complete immunity for many recreational injuries. (See Lory v. City of Philadelphia (Pa. Supreme Ct. 1996)(city immune for both its negligent maintenance of recreational lands and its willful failure to guard or warn of hazards on that property)).

RECREATIONAL PURPOSE; PUBLIC ACCESS

Though not all recreational land is covered by the Act, the law's definition of "recreational purpose" is broad enough to include almost any reason for entering onto undeveloped land, from hiking to water sports to motorbiking. (See Commonwealth of Pa. v. Auresto (Pa. Supreme Ct. 1986)(RULWA covers snowmobile injury)). This is true even if the landowner has not expressly invited or permitted the public to enter the property. However, where the land is open only to selected people rather than to the public in general, this will weigh against RULWA immunity. (See Burke v. Brace (Monroe Cty. Ct. of Common Pleas 2000)(lake located in a subdivision and open only to homeowner association members and guests is not covered by RULWA)).

NO USER FEE

Finally, charging recreational users a fee (which is different than accepting payment for an easement) takes the property out from under the Act's protection.

Copies of this fact sheet may be obtained from:

PA Department of Conservation and Natural Resources
Bureau of Recreation and Conservation
Rachel Carson State Office Building
P.O. Box 8475
Harrisburg, PA 17105-8475
Telephone: (717) 787-7672
Fax: (717) 772-4363
www.dcnr.state.pa.us

Prepared by Debra Wolf Goldstein, Esq., of counsel to Penna. Land Trust Association, with financing in part from the Commonwealth of PA, Department of Conservation & Natural Resources, May 2006. This fact sheet is for purposes of general information only and is not intended as legal advice. The accuracy of the information could be affected by court rulings or statutory changes made after publication.

Perry County Greenways, Parks, Recreation, and Open Space Plan

Appendix IV

Ordinances and Papers

Adopted July 14, 2009

Dark Sky Lighting Ordinance

Town of Perry

Dane County, Wisconsin

Section 1: Purpose.

1.00 Purpose. This ordinance is intended to promote the preservation of dark skies over the Town of Perry and to protect the view of the night sky for the enjoyment of the citizens of the Town of Perry.

Section 2: Applicability.

2.00 Applicability. This ordinance applies to all outdoor lighting within the Town of Perry unless otherwise exempted in this Section.

2.1 This ordinance does not apply to emergency lighting.

2.2 This ordinance does not apply to temporary lighting.

2.2 This ordinance does not apply to vehicular lighting.

2.3 This ordinance does not apply to lighting on wheeled farm machines.

Section 3: Severability.

3.00 Severability. Should any portion of this ordinance be declared unconstitutional or invalid by a court of competent jurisdiction, the remainder of this ordinance shall not be affected.

Section 4: Definitions.

4.00 Definitions.

4.1 Light fixture means any device intended to produce illumination.

4.2 "Dark Sky" fixture means any light fixture that emits its light below 90 degrees when measured from 0 to 180 degrees vertical. Dark Sky fixtures keep most of their light from reaching the night sky.

4.3 "Dark Sky Cutoff" fixture means any light fixture that emits its light below 45 degrees when measured from 0 to 180 degrees vertical. Dark Sky Cutoff fixtures keep most of their light from reaching the night sky and also minimize ground reflection and reduce light scatter beyond the property line.

4.4 "Dark Sky Shade" means anything that is used to shade a light fixture so that it behaves as a Dark Sky fixture. These include but are not limited to, for example, fixtures outfitted with caps or housings or installed under canopies, building overhangs, roof eaves or shaded by other structures, objects or devices.

4.5 "Dark Sky Shield" means anything that is used to shield a light fixture so that it behaves as a Dark Sky Cutoff fixture. These include but are not limited to, for example, fixtures outfitted with caps or housings or installed under canopies, building overhangs, roof eaves or shielded by other structures, objects or devices.

4.6 "Motion sensor" means any device that turns a light fixture on when it detects motion and off when motion stops.

4.7 "Switch" means any device that can be manually controlled by a person to turn a light fixture on and off. For the purpose of this ordinance, switches include motion sensors but switches do not include light sensors or timers.

4.8 "Emergency" refers to lighting as required by civil officers, agents and officials to perform their duties to maintain the public health, safety and welfare.

4.9 "Temporary" refers to lighting as required by citizens to carry out legally approved activities for durations as specified in the permits for those activities. These include but are not limited to, for example, activities such as nighttime agricultural operations, construction work lighting, and seasonal decorations, but in no case for more than a period of 3 months without an Exemption granted by the Town of Perry.

Section 5: General prohibition of Non-Dark Sky lights and fixtures.

5.00 General prohibition of Non-Dark Sky lights and fixtures.

5.1 Non-Dark Sky fixtures are prohibited in the Town of Perry unless the fixtures are permitted by this ordinance.

Section 6: Light fixtures permitted by this ordinance.

6.00 Light fixtures permitted by this ordinance.

6.1 All light fixtures that were installed *prior* to the effective date of this ordinance are grandfathered, approved and permitted by this ordinance.

6.2. All light fixtures that are Dark Sky fixtures and Dark Sky Cutoff fixtures are approved and permitted by this ordinance.

6.3 All light fixtures that have a Dark Sky Shade or a Dark Sky Shield are approved and permitted by this ordinance.

Section 7: Replacement of Non-Dark Sky fixtures.

7.0 Replacement of Non-Dark Sky fixtures.

7.1 When a Non-Dark Sky fixture is replaced, it shall be replaced with one of the following:

7.1.1 Dark Sky fixture, or

7.1.2 Dark Sky Cutoff fixture, or

7.1.3 Non-Dark Sky fixture that has a Dark Sky Shade or a Dark Sky Shield that causes it to operate as if it were a Dark Sky fixture or a Dark Sky Cutoff fixture.

Section 8: Installation of new Dark Sky fixtures and Dark Sky Cutoff fixtures.

8.0 Installation of new Dark Sky fixtures and Dark Sky Cutoff fixtures.

8.1 When a new light fixture is installed, it shall be installed with a switch to allow it to be manually turned on and off or with a motion sensor to automatically turn it on when motion is detected and turn it off when motion ends.

Section 9: Light fixtures encouraged but not required under this ordinance.

9.00 Light fixtures encouraged but not required.

9.1 Light fixtures with motion sensors are encouraged to minimize the duration of nighttime lighting

9.2 Light fixtures with soft yellow or orange lights instead of harsh white lights are encouraged to protect the view of the night sky.

9.3 Dark Sky Shades and Dark Sky Shields are encouraged for old existing fixtures to protect the view of the night sky, minimize ground reflection and reduce light scatter beyond the property line.

9.4 Dark Sky Cutoff fixtures are encouraged where light fixtures are mounted on structures or poles higher than the first level above ground level to protect the view of the night sky, minimize ground reflection and reduce light scatter beyond the property line.

Section 10: Exemptions.

10.00 Exemptions.

10.1 The Town of Perry Board may allow Exemptions from this ordinance as needed to relieve any unusual circumstances or difficulties or costs that would be encountered if an attempt were made to comply with this ordinance.

10.2 The Town of Perry Board may allow Exemptions from this ordinance to recognize that a good faith attempt has been made to comply with this ordinance but compliance is still not possible due to unusual circumstances or difficulties or costs encountered.

10.3 The Town of Perry Board may grant Variances from this ordinance for the historic restoration of Historic Properties, Historic Resources and Historic Structures as defined by the Town of Perry in its Historic Preservation Ordinance

Section 11: Liability.

11.00 Liability. A person utilizing or maintaining an outdoor light shall be responsible for all costs and any other liability resulting from failure to comply with this ordinance.

11.1 Responsibility for costs and liability begins from and after the day after passage and publication of this ordinance as required by law.

Section 12: Enforcement and penalties.

12.00 Enforcement and penalties.

12.1. The Town Building Inspector and Town Board are authorized to enforce the provisions of this ordinance.

12.2 The penalty for violation of any portion of this ordinance shall be:

12.2.1 First violation: A notice to the property owner requesting compliance within 6 months.

12.2.2. Second violation: If after 6 months no Exemption from this ordinance has been granted and there is continued non-compliance, a forfeiture of $100 plus the cost of prosecution. Penalties are doubled for third and subsequent offenses.

Section 13: Disclaimer.

13.00 The Town of Perry does not, by approving or disapproving a lighting fixture, warranty or make assurance of any kind whatsoever, specifically as to whether the subject of the approval or disapproval is safe, suitable for its intended purpose, merchantable, or in compliance with any applicable codes or regulations.

Section 14: Effective Date.

This Ordinance shall take effect and be in force from and after the day after passage and publication as required by law.

Town Board Approval.

This Ordinance was adopted by the Town Board on this 14 day of July, 2009.

_____

Chairman

_____

Supervisor

_____

Supervisor

Dark Sky Ordinances:

How to Separate the Light from the Darkness

by David B. Kopel and Michael Loatman[1]

IP-4-2006
March 2006

independence institute

Executive Summary

In many areas of the United States it is difficult to view the stars in the sky at night. The International Dark Sky Association[2], has successfully lobbied state and local governments to pass restrictive ordinances on the type of lighting private property owners may use. These "Dark Sky laws" aim to reduce "light pollution" so as to make stargazing easier. Many of these laws, such as the City of Aspen's, impose unfairly short deadlines in forcing property owners to replace their current lighting. Excessively severe Dark Sky laws overlook the role that lighting plays in deterring crime.

States and localities should consider some key facts when studying dark sky legislation:

- Light is a good, not a form of pollution. Night-time lighting greatly expands human freedom of action.
- Urban lighting in the United States is not harming advanced astronomical research.
- Amateur astronomy is best conducted away from urban areas.
- Dark sky ordinances mainly benefit casual urban stargazers.
- Research shows that improved street lighting reduces crime by 20 percent.
- Retroactive ordinances are extremely costly and unfair to private property owners.
- There are many good Dark Skies laws which, imposed prospectively, can enhance stargazing without harming other interests. The final section of this Issue Paper provides some examples.

I. Lighting is a good, not a form of pollution

Advocates of harshly restrictive Dark Sky laws have invented the phrase "light pollution," a misleading term that should be banished from public discussion. Dioxin is a true pollutant; it is a by-product of certain industrial processes, and although the processes create useful goods, dioxin itself is of no value to any living creature. Dioxin is an unwanted, harmful, and useless waste product. So the phrase "dioxin pollution" makes sense.

Advocates of harshly restrictive Dark Sky laws have invented the phrase "light pollution," a misleading term that should be banished from public discussion.

When people talk about "air pollution" or "water pollution", they are really talking about pollutants in the air or water; they are not claiming that air or water are themselves a form of pollution.

The term "light pollution" is premised on the mistaken idea that light itself is a form of pollution, rather than a positive good, like air and water. Light helps reduce crime and has allowed people in the twenty-first century—unlike their ancestors from darker ages—to continue reading, socializing, and engaging in other activities after the sun goes down. Man-made light allows more human choices and therefore more freedom.

As scientists have noted, most man-made light does not reproduce the full spectrum of solar light. It has been argued that people who get too much indoor light, and not enough sunlight, suffer from disruption of their natural body rhythms, thus interfering with the production of melatonin and of hormones, and possibly making themselves more vulnerable to cancer. Thus, some of the more extreme Dark Sky advocates, who want to drastically curtail man-made lighting, claim that they are doing people a favor. We disagree.

Adults are capable of making their own decisions about bedtime. If they choose not to stay up late, they have the right to do so. Only the most extreme form of an oppressive Nanny State would try to control people's bedtimes.[3]

Only the most extreme form of an oppressive Nanny State would try to control people's bedtimes.

There are, however, many moderate and reasonable advocates of Dark Skies legislation, and they make some very good points. Throughout human history people have studied the heavens. To gaze at the moon and stars and planets is to look beyond the earth and beyond oneself—and for a moment, to forget oneself and thus to see everything else—to see the bigger picture of the wondrous universe.

If you learn at least a little astronomy, then you will have an easier time finding your way when you are lost, because you can find the North Star. You will know how to the tell the difference between the Winter Sky (featuring the clear, sharp light of Orion the Hunter in the southern sky) and the Summer Sky (featuring bright Vega and the Northern Cross arcing across the top of the sky). On moonless nights, you may see the Milky Way. For some people, the quiet reflective times of stargazing help them find their way when they are lost in a non-geographic sense. A child or an adult who is always inside watching television every evening is missing a much more important show outside in the sky.

Enjoying the Night Sky is not difficult for a beginner. Mercury, Venus, Mars, Jupiter, and Saturn are all visible to the naked eye, as are dozens of constellations. No matter what the time of year, there are always a few very bright stars which are easy to find and identify. With binoculars, a person can see moons of Jupiter, the rings of Saturn, the planets Uranus and Neptune, the closest galaxy (Andromeda), and beautiful details on the surface of Earth's moon.

So the proponents of Dark Sky laws are exactly right in their desire to preserve the opportunity for stargazing. However, the use of the phrase "light pollution" is dead wrong. Light, after all, is what

the star-gazers want to see—either direct light from stars, or sunlight which is reflected off a planet or moon.

Sometimes man-made light may overwhelm starlight, but this does not mean that man-made light is a pollutant simply because it is made by man, whereas starlight or moonlight is good just because is not man-made. First of all, man is part of nature, and therefore so is the light created by man. Anti-light extremists who argue that man-made lighting is a pollutant because it is unnatural would—if they were going to be consistent—never use eyeglasses, binoculars, or telescopes to stargaze. After all, eyes are "natural" and telescopes are artificial.

Sometimes manmade light may overwhelm starlight, but this does not mean that man-made light is a pollutant simply because it is made by man, whereas starlight or moonlight is good just because is not manmade.

So as we consider how to facilitate the viewing of the lights of the heavens, let us not make the mistake of considering the lights of the earth to be "pollution." Moonlight, starlight, and man-made light are all good, and a sensible policy will seek to harmonize their public uses, rather than imposing darkness for its own sake.

II. Urban lights in the United States are not affecting major astronomical research.

Starting from the earliest times when humans studied the stars, and continuing until a few hundred years ago, all scientific study of the stars was performed with the naked eye. Today, just about all the naked eye research which can be done has been done; the only significant contribution which a naked eye astronomer can make today is to report on the direction and number of meteors in his area during a meteor shower.

In 1609, Galileo invented the astronomical telescope. Within a few weeks, he discovered the mountains of the moon and the four largest moons of Jupiter, and found that the Milky Way was made of stars. Today, a few hundred dollars can buy a telescope much better than Galileo's. Ten thousand dollars can purchase an outstanding computerized telescope. But again, even the best of these amateur telescopes can only see objects almost all of which have already been carefully studied by professional astronomers.[4]

The telescopes used by Galileo and by modern backyard astronomers are optical telescopes; that is, they amplify light from visible spectrum. It is the optical telescope which is most at risk of interference from man-made terrestrial light.

It is the optical telescope which is most at risk of interference from manmade terrestrial light.

In the twentieth century, new scientific telescopes were invented which could receive and amplify waves from the non-optical portions of the electromagnetic spectrum. The most common such telescope is the radio telescope. Of course a radio telescope is not affected by street lights, but a radio telescope would be hindered by interference from radio signals.

Today, professional scientists use extremely large and high-powered telescopes which they place in very isolated locations—as far as possible from radio waves and street lights. The telescopes also are placed in elevated locations, to avoid distortions caused by the atmosphere.[5] Among the most important locations for modern scientific telescopes are Mauna Kea, Hawaii; Mount Hopkins, Arizona; and Cerro La Silla, Chile.[6]

Given the costs of producing these large telescopes, research universities have to pool their resources to fund construction. The University of Colorado's Center for Astrophysics and Space Astronomy has joined the Astrophysical Research Consortium, which built the Apace Point Observatory in Sunspot, New Mexico.[7]

Accordingly, there are only a few remote locations on earth where man-made light might interfere with the most advanced scientific research. There is no such location in Colorado. Only a few advanced research telescopes are near cities, such as the Kitt Peak telescope near Tucson, or the Mount Palomar telescope near San Diego.

Of course many universities in urban areas have their own observatories. The University of Colorado at Boulder and Denver University have on-campus observatories; both are often opened to the public for star-gazing events. The college observatories have powerful telescopes, but those telescopes are far less powerful than the advanced research telescopes in remote locations. Obviously the presence of urban light somewhat reduces the capabilities of the college campus telescopes. Indeed, if the cities of Denver and Boulder vanished, the light which is emitted just from the DU and CU campuses would be considered intolerable if the light were near one of the advanced research telescopes in Arizona or Hawaii.

However, a college which chooses to build a telescope on-campus is making a conscious trade-off. By being on campus, the telescope will necessarily be near man-made light; if the campus is located in an urban area, there will be even more man-made light. On the other hand, the urban college telescope is located conveniently to students, faculty, and people who live in the college town. Thus, the collegiate telescope can be used to educate many people.

...a college which chooses to build a telescope on-campus is making a conscious trade-off.

III. Serious amateur astronomy is best conducted away from urban and residential areas

As we have discussed above, almost anyone can be at least a casual astronomer, and we wish that almost everyone would. Among the people who know their way around the Night Sky, there is a subset of serious amateur astronomers. (Just as there is a large number of casual coin collectors—such as children who collect state quarters—and a much smaller group of serious collectors of rare coins.) High-quality modern amateur astronomical equipment is about a hundred times more light-sensitive than amateur equipment was several decades ago. So amateur astronomers have the ability to see very low magnitude objects under good viewing conditions.

Serious amateur astronomer organizations encourage their members to observe away from urban areas. StarDate Online, which is produced by the University of Texas McDonald Observatory, suggests stargazing "in remote rural areas, far from the lights of cities and towns." They also note that high altitude helps the view and therefore suggests viewing on top of a hill to avoid the turbulence of Earth's atmosphere.[8]

Instead of conducting stargazing sessions in suburbia or the cities, amateur astronomy groups often travel out to remote areas. For example, the Western Colorado Astronomy Club conducts viewing sessions on top of Blue Mesa, on the Rabbit Valley Overlook, and the Colorado National Monument.[9] The Denver Astronomical Society conducts "star parties" in a location near Byers.

Other than by returning to the Dark Ages, it would be impossible for any city to come close to matching the extremely low levels of man-made light which are found at amateur astronomy observation sessions. At star parties, cars are required to turn off their headlights. (Indeed, cars are one of the very major light sources in cities, and there is no current practical way to reduce headlight illumination without causing many more accidents.) Even ordinary flashlights are disfavored at star parties; participants instead use small flashlights which emit low levels of red light.

Other than by returning to the Dark Ages, it would be impossible for any city to come close to matching the extremely low levels of man-made light which are found at amateur astronomy observation sessions.

IV. Dark Sky laws benefit mainly solitary, casual, residential stargazing

The main beneficiaries of dark sky ordinances are people who wish to view the night sky from their backyard. Anyone who does not study the Night Sky at least occasionally is missing an important part of the human experience.

A. All choices of a residence involve voluntary trade-offs

People always make trade-offs in their lives, and some trade-offs involve sacrificing one good in favor of other goods. If you choose to live in Hawaii, you will enjoy the abundant sunshine and water, but you should not complain that you cannot go ice-climbing. Similarly, if you choose to live in Manhattan, you can enjoy the ballet, the opera, the museums, the bookstores, the street scenes, and the millions of other special activities possible when millions of people live together in a compact area. But when you move to Manhattan, you should not complain that you cannot afford a large house with a half-acre yard, and you also should not complain that it is hard to see the Orion Nebula distinctly.

...when you move to Manhattan, you should not complain that you cannot afford a large house with a half-acre yard, and you also should not complain that it is hard to see the Orion Nebula distinctly.

We point out these obvious trade-offs because some Dark Sky advocates refuse to acknowledge them. There are Dark Sky advocates who complain about the Las Vegas Strip. To state the obvious, the Las Vegas Strip is no place for people who want to commune with nature. Just as a minority of people who eat organic food want to eliminate the "bad" choices of people who choose to eat highly processed food, some Dark Sky advocates seem determined to impose their low-light agenda everywhere—regardless of the interests and needs of other humans.

B. Dark Sky laws should not interfere with lifestyle choices

We favor reasonable Dark Sky ordinances because we want to encourage backyard astronomy. But we do not favor oppressive ordinances which violate the rights of other people. Simply because we believe (as does the Dark Sky Association) that stargazing is an especially important activity does not mean that we have the right to injure other people who do not feel the same the way. In particular, we have no right to harm them financially, and no right to put them in danger of being attacked by a violent criminal. And we certainly have no right to try to limit their nighttime lighting because a scientist theorizes that people's natural circadian rhythms would be better served by going to bed at sunset.[10]

Simply because we believe (as does the Dark Sky Association) that stargazing is an especially important activity does not mean that we have the right to injure other people who do not feel the same the way.

C. Very dark skies are *not* necessary to encourage beginning astronomers

The brightness of a star is called the "magnitude." A star with a magnitude of 1 is 2.51 times brighter than a star with a magnitude of 2. A star with a magnitude of 2 is 2.51 times brighter than a star with a magnitude of 3. And so on. The limit of naked-eye visibility is about magnitude 5.5 or 6.

On a clear, moonless night on a mountain top in the countryside, when the atmosphere is perfectly still, a person with perfect vision can see about 2,500 or 3,000 stars. (A person in the southern hemisphere would see an equal number of different stars.) Under excellent but not perfect conditions (a clear night in the countryside at sea level) a person would see about 1,500 stars.

If a site's "limiting magnitude" is 5.5, there are about 800 visible stars. If the limiting magnitude is 5.0, about 400 stars would be visible.

Galileo's telescope enabled him to see about 30,000 stars. (Since the telescope allowed observation of

stars with magnitudes below the limits of naked eye visibility.) Using all of the world's best telescopes today, there about 70 sextillion (70,000,000,000,000,000,000,000) observable stars.

But to the extent that Dark Sky laws are primarily intended to nurture a child's sense of wonder in looking at the sky, the relevant form of observation is naked-eye observation.

For some types of naked-eye observation, darker is better, and pitch black is best of all. For example, even in a remote rural area, moonlight often washes out the Milky Way; so the Milky Way is best observed on a moonless night. The Milky Way is a beautiful and inspiring sight.

It also is a beautiful experience to go into the countryside and observe the canopy of 1,500-3,000 visible stars. One of the things that make the viewing so beautiful is that the view is overwhelming. Under optimal conditions, the sky appears quite dense with stars. Every child should see and appreciate this awesome view.

However, for the beginning or young astronomer, perfectly black conditions are not optimal. If one is going to learn the night sky, then one needs to learn to "navigate" the sky—to learn at least several constellations, and to be able to follow them as they cross the sky during the night. As one learns the constellations, one learns their seasonal cycles: Orion comes out the Winter, the Northern Cross in the summer, and the Big Dipper is out year-round, but changes position throughout the year.[11]

When one is learning the constellations, the 800 or 3,000-star night sky can be overwhelming. There are simply too many stars for most beginners to be able to sort out the constellations easily. Pristine viewing conditions can be an impediment.

The IDA's main justification for restrictions on night-time lighting is "for the children." If Dark Sky laws are really "for the children" (rather than for the dedicated hobbyist who is upset that he cannot see magnitude 11 stars in his telescope because of ambient urban light), then Dark Sky laws should focus mainly on preserving the night-time view of several hundred stars, rather than worrying about the visibility of magnitude 5.5 stars, which are a hindrance to the novice astronomer.

V. Examples of Stargazing under Varying Conditions

This section shows various views of the night sky, to illustrate how different conditions affect the number of visible stars. Colors in the illustrative figures are reversed, so that stars are dark, and the background sky is light.

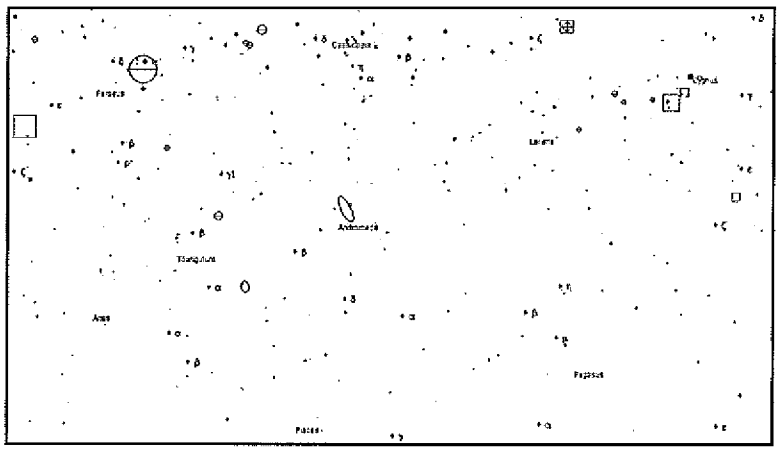


Figure 1. View from near Denver, on October 6, 2005, looking at the Zenith (straight up). The field of vision is 90 degrees wide. Stars of up to 5.5 magnitude are visible. Stars are represented as dots. Other objects (such as the Andromeda Galaxy, or nebulae) have different shapes. The Greek letters designate the major stars in each constellation. A view of the Zenith is generally superior to other views, because starlight travels through less of the Earth's atmosphere. Atmospheric fluctuations are what causes stars to appear to twinkle. The pictures in this section presume that the atmosphere is perfectly still.

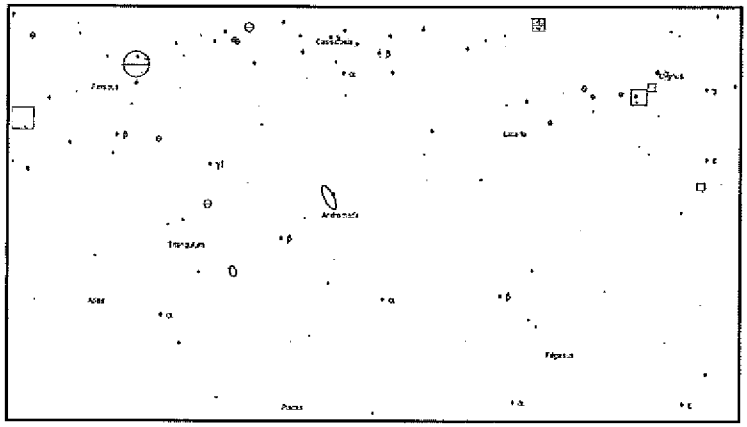


Figure 2. Same view. Stars of up to 4.5 magnitude. Fewer stars visible, due to moonlight, man-made light, or atmospheric turbulence.

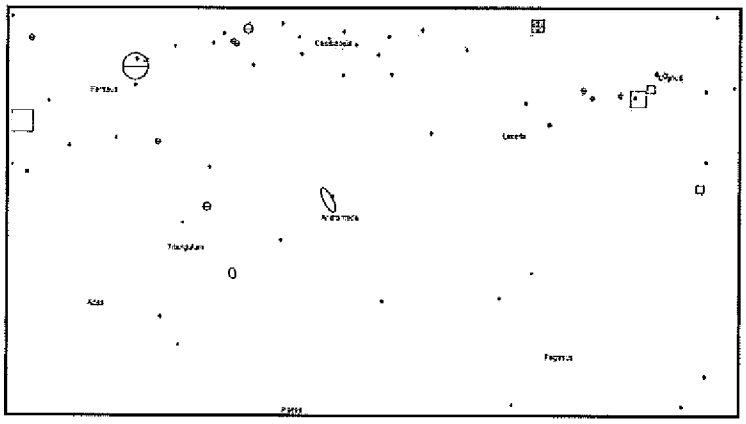


Figure 3. Same view. Only stars of 3.0 or brighter magnitude. Such a view could be the result of substantial interference from artificial light sources.

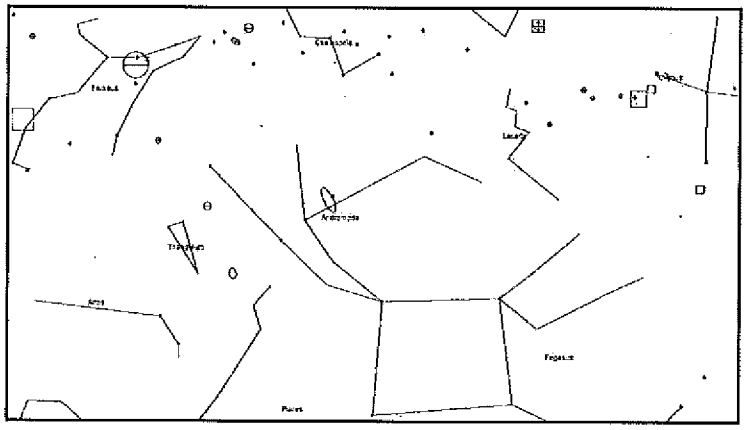


Figure 4. Same view. Stars up to 4.0 magnitude. Constellation lines included. The result of lesser interference from artificial light.

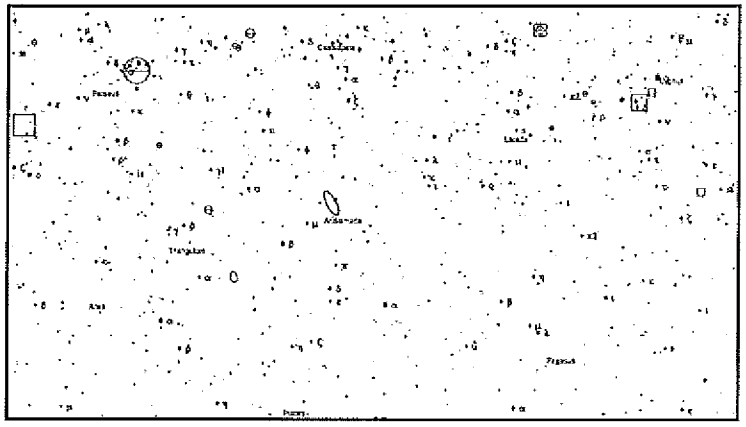


Figure 5. Same view. Stars up to 8.0 magnitude, which are visible with high-quality astronomical binoculars. Because a binoculars' field of vision is relatively narrow, a person could only see a small slice of this view at any given moment.

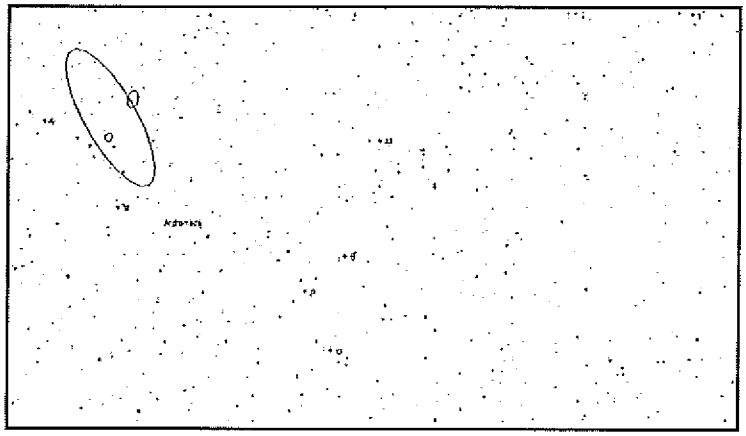


Figure 6. One sixth (15 degrees wide) of the above view, showing stars up to magnitude 10, which are visible with a fairly expensive amateur telescope. A person using a telescope would not actually see such a view, because a telescope has a very narrow field of vision, approximately one degree. With the telescope, many areas of the sky would appear completely blank. Typically, an amateur astronomer with a powerful telescope would examine a single star (or perhaps a double star) or other sky object.

VI. Improved street lighting reduces crime by 20% and enhances feelings of security

As long as humans have been keeping records of crime, there has been more crime at night-time than in the day-time.

In an 1885 U.S. Supreme Court case, Justice Harlan noted the importance of public street lighting for public safety:

> An English historian, contrasting the London of his day with the London of the time when its streets, supplied only with oil-lamps, were scenes of nightly robberies, says that "the adventurers in gas-lights did more for the prevention of crime than the government had done since the days of Alfred." [12]

A. Older and inconclusive articles

The IDA claims that there is no relation between increasing the amount of light and reducing crime. The IDA points to two studies by the U.S. Department of Justice and the National Institute of Justice that supposedly did not find conclusive evidence of a link between improved lighting and crime reduction.[13] The IDA's claims are overstated:

- The Department of Justice (DOJ) and the National Institute of Justice (NIJ) did not conduct studies, but instead reviewed already existing studies.
- Neither the 1977 DOJ review nor the 1997 NIJ review denied that improved lighting may lower crime rates
- Many studies noted within these reviews *did find* a relationship between better lighting and reduced crime
- The National Institute of Justice "study" cited by IDA is merely a single page in a 469-page book on a wide variety of crime reduction techniques.

The 1977 Department of Justice project reviewed sixty studies of lighting and crime and found no conclusive pattern.[14] In 1997 the National Institute of Justice updated the 1977 review; the 1997 review noted that a 1994 study in Scotland found that relighting in a Glasgow neighborhood resulted in a short term "reduction in victimizations that varied from 32 to 68 percent" and that the overall crime rate dropped 14 percent.[15] Another study conducted in 1994 found that lighting improvements in three areas of London resulted in "Substantial reductions in robberies, auto crimes, and threats" in two sites and the complete elimination of those crimes in the third site.[16] However, the 1997 NIJ author discounted the London and Scottish studies because they had not included a control area (a similar area where there was no change in lighting). Relying on the 1977 DOJ article, the 1997 NIJ review restated the old conclusions.

B. Recent scholarship

Research in the area of lighting and crime has continued since the summaries reported by the IDA. In 1999, criminologists David P. Farrington and Brandon C. Welsh analyzed eight American studies and five British ones. They concluded that "the capacity of street lighting to influence crime has now been satisfactorily settled."[17]

The Farrington-Welsh analysis finds that "the overall reduction in crime after improved lighting was 20% in experimental areas compared with control areas."[18]

The Farrington-Welsh analysis finds that "the overall reduction in crime after improved lighting was 20% in experimental areas compared with control areas."

Farrington and Welsh explain that "Street lighting benefits the whole neighborhood rather than particular individuals or households...In short, improved street lighting seems to have no negative effects and demonstrated benefits for law-abiding citizens."[19] The National Crime Prevention Council also concludes that lighting has a crime deterrent effect and increases detection of crime.[20]

Thus, street lighting is an especially beneficial form of crime prevention. Burglar alarms, for example, do reduce burglary of homes with installed alarms,

but do not reduce the overall burglary rate in a neighborhood[21] Burglar alarms impose a substantial burden on the community, because the vast majority of alarms are false alarms, which waste police resources.[22]

The recent Farrington-Welsh article clearly supersedes the older, agnostic reports by the DOJ and the NIJ. Farrington and Welsh use more recent research. Unlike some of the studies which were discounted by the NIJ, the Farrington-Welsh analysis did use control areas.

In the world of public policy, a twenty percent reduction in crime is *enormous*. There are hardly any crime-reduction strategies for which even the most optimistic advocates can point to research showing a twenty percent reduction.

C. Enhanced feelings of safety

Not even the most fervent Dark Sky advocates deny that the public feels safer when there is sufficient street lighting. Even the older research cited by IDA concluded the public feels safer with sufficient lighting.

Lighting in public areas encourages people to come out at night. Many local communities and universities light up common walkways so as to create more inviting, safer-feeling spaces. Vulnerable people are especially comfortable in lighted areas.

Now, the Farrington-Welsh research has confirmed the common sense of the public. The reason the public feels safer when lighting conditions are good is because the public is safer.

...when overly restrictive Dark Sky laws degrade the quality of street lighting, they promote violent crime.

Thus, when overly restrictive Dark Sky laws degrade the quality of street lighting, they promote violent crime. Less street lighting means more rapes, more assaults, more robberies, and more murders.

It is wonderful to be able to see the details of the Crab Nebula from your back yard. It is also wonderful to be able to walk down the street without being attacked by a violent predator. Sensible, moderate laws about Dark Skies can help casual astronomers without endangering the public.

VII. Some Dark Sky laws are extremely costly and unfair to private property owners

Dark sky ordinances can impose a substantial cost on landowners, business owners, and city and state governments. Consider, for example, a proposed ordinance in Durango, Colorado.

A local businessman who runs four Exxon stations calculated that the cost of complying with the ordinance would be $50,000—an enormous expense for a small businessman.[23] The cost of fixing one middle school in Durango was estimated to be $20,000—a huge capital cost for a typical public school.[24] Dark Sky laws should consider the cost to residents and businesses.

Dark sky ordinances can impose a substantial cost on landowners, business owners, and city and state governments.

A. Prospective laws

Laws which require businesses and homes to retrofit existing lights are unfair. If a property owner has installed lights in compliance with all existing zoning and other laws, it is wrong for the government to suddenly force her to spend thousands of dollars because the government decides it prefers a new form of lighting.

A better approach can be found in the 2001 State of Colorado law which requires all outdoor lighting fixtures funded by the state after July 1, 2002, to meet listed requirements.[25] This forward-looking legislation is the best solution. Prospective legislation stops the problem from becoming worse, since new lighting will be installed to meet the new standards. Property owners are not forced to tear out existing lights.

Over time, most lighting fixtures are replaced. So

a prospective law ensures that eventually almost all the lights in a jurisdiction will meet the new standards. A prospective Dark Skies law follows the same policy as that of the Americans with Disabilities Act. Existing businesses were not suddenly required to install elevators or other accessibility improvements; however, high standards of accessibility were imposed on new construction and on major renovations.

B. Boulder's retroactive ordinance

In Boulder, the city's Dark Skies ordinance requires that current lighting fixtures be modified to meeting the revised standards within fifteen years.[26] The compliance period is relatively long, but any requirement for retrofitting is unfair. Doubtless, many big businesses will buy new lights anyway in the next fifteen years; but some small businesses may be forced to spend thousands and thousands of dollars to replace construction which they installed in full compliance with Boulder's already arcane and rigorous zoning laws.

If Dark Skies, are, like public parks, a public good, then the public should pay for them. It would be wrong for a city government to take someone's land without compensation in order to create a park for the public.

If darkening the skies of Boulder (or some other city) is really so important that existing lighting fixtures should be ripped out and replaced, the proper approach would be for the city to pay compensation to property owners for the taking of their property. If Dark Skies, are, like public parks, a public good, then the public should pay for them. It would be wrong for a city government to take someone's land without compensation in order to create a park for the public. Likewise, it is wrong for a government to require a person to eliminate his lawful lighting property, with no compensation, in order to create Dark Skies for the public. [27]

C. Aspen's awful ordinance

Section 26.575.150 of the Code of the City of Aspen required that all light sources conform within one year of passage. This extremely short compliance period was very harsh on property owners, because it mandated that lighting fixtures be replaced long before the ordinary replacement cycle.

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Boulder is hardly known as a town in which property rights are of much concern to the local government. Yet even in the town nicknamed "the People's Republic," property owners were given a fifteen year window.

Moreover, some of the asserted rationales for Aspen's oppressive ordinance were ridiculous. For example, the ordinance asserted the legislative purpose of "eliminating the escalation of night-time light pollution." Eliminating the "escalation" of night-time light "pollution" could be accomplished solely by imposing new standards prospectively on future light fixtures—rather than by retroactively requiring replacement of existing light fixtures.

The Aspen city council also asserted that the ordinance would prevent the loss of "small town character."[28] One might think that Aspen's "small town character" is already preserved by zoning laws which make additional density and expansion nearly impossible.

Moreover, it is absurd to contend that "small-town character" really depends on the kind of stargazing distinctions which are preserved by the Aspen ordinance. The North Star (Polaris) is the last star on the handle of the Little Dipper constellation. The constellation consists of three stars in the handle, and four on the cup. Two of the stars in the cup have a nearby, dim star, and these dim stars are also part of the constellation. (The dim stars are magnitude 5.2 and 5.5.) Does Aspen's small-town feel really

depend on whether one can see the "extra" stars in the Little Dipper? On whether Aspen's night-time sky consists of 600 stars or 900?

A sky with 900 stars looks nicer than a sky with 600, but it hardly has much to do with small-town feel. Small towns above the Arctic Circle have nearly perpetual sunlight in the summer, but it would be ludicrous to claim that those towns lose their small-town feel because no stars are visible.

If encouraging a small-town sense of community is the goal of the ordinance, then Aspen should organize community night sky viewings ("star parties"). Star parties would encourage a sense of community and enhance a small town character by encouraging neighbors to stargaze together instead of alone in their backyards. The communal stargazing could take place in mountain parks near Aspen, and be led by astronomy professors or experienced amateur astronomers. Children could also be encouraged to go to these areas with their families and see more distant and fascinating elements of the night sky.

If encouraging a small-town sense of community is the goal of the ordinance, then Aspen should organize community night sky viewings ("star parties").

Meteor showers are often popular events to bring a community together.[29] The astronomy department at the University of Virginia has successfully held meteor shower viewings for residents of Charlottesville, Virginia, which were well attended.[30]

Legislation promoting and providing the small amount of money required to conduct these events would better serve to increase the community spirit as well as appreciation for the night sky.

Aspen's ordinance does evoke one type of small-town atmosphere: the small town depicted in Shirley Jackson's short story "The Lottery." This time, it is the homeowners and businesses which are selected for the ritual stoning—in order to affirm the city council's self-righteousness.

Another problem with the Aspen statute is its limitations on security lighting. Because research has shown that lighting can reduce crime, it is troubling that the statute imposes restrictions on how security lighting is used. If these restrictions lower the efficacy of security lighting, the restrictions would contravene the ordinance's primary goal to "promote safety and security."

Thus, Aspen should consider focusing its enforcement power on lights installed after the ordinance and should reduce regulations of security lighting.

Aspen's retroactive ordinance is an unfair violation of property rights, which the Colorado Constitution guarantees are the right of every person in Colorado, no matter where she lives. Just as the Colorado legislature in 2004 enacted remedial legislation to prevent some municipal abuses of the eminent domain power, the legislature should consider legislation to preempt abuse of property rights via municipal Dark Sky ordinances. When the ordinance has the effect of facilitating major violent felonies (surely a problem of statewide concern), then the need for preemption is all the greater.

...Aspen should consider focusing its enforcement power on lights installed after the ordinance and should reduce regulations of security lighting.

VIII. Guidelines for Dark Sky laws

- Do not impose requirements retroactively. Requirements for particular types of lighting should apply to new construction, or when old construction is renovated.

- Encourage retrofits of existing property through tax incentives, or by using public moneys to pay the cost directly.

- Laws should not grant the government a special exemption from the laws applicable to ordinary homes and businesses. If a particular government building has special security needs which necessitate extra lighting, the law should

also allow extra lighting for private properties which have special security needs.

- Light poles should direct most of their light downward, not wasting light into the sky. Some designs point down directly. Other designs use a reflective hood (known as a "shoebox") above the bulb, to bounce the light down. Municipalities should use such designs, which save energy and costs in the long run.

Policymakers should, however, recognize that "full cut off" (no light above the horizontal plane of the bulb) can make energy use less efficient. When a light pole uses full cut off (as opposed to regular "cut off" or "semi-cut off"), then the pole radiates very little light laterally (that is, 0 to 10 degrees below the horizontal plane). As a result, the pole illuminates a significantly smaller area of the ground. Thus, if a parking lot owner wants to cover the entire lot with at least some light, and municipal regulations force the owner to use full cut off shields on the light poles, then the parking lot owner will have to use more poles, which will be spaced relatively closer together. As a result, more electricity will be used to illuminate the parking lot. So the aesthetic environmental gain (no upward light from the parking lot) must be balanced against the environmental loss (more energy used). And the extra electricity expense imposed on the parking lot owner (and, necessarily, on the customers of the parking lot) must be considered.

...the extra electricity expense imposed on the parking lot owner (and, necessarily, the customers of the parking lot) must be considered.

Policy makers should also understand that even full cut off will not eliminate all sky glow, because some downward-directed light will bounce off the ground, or bounce off reflective objects (such as the metal and glass on automobiles) and then travel into the sky.

- So as a general policy, lighting should be directed downward, rather than radiating in all directions, but there must be adaptations for particular circumstances. For example, if the lighting is covered by a roof or other structure which shields the sky from the light, then the lighting can project upwards.

- Free-standing lights can be limited to a particular height (such as 25 feet), or the height of the building on the property they occupy.

- New billboards should have their lights pointing down from the top, not up from the bottom. After midnight, if the billboard is not advertising a business which is open after midnight, billboard owners should voluntarily turn the signs off.

So as a general policy, lighting should be directed downward, rather than radiating in all directions, but there must be adaptations for particular circumstances.

- Display lighting (as opposed to security lighting) should be turned off at a set time after the store is closed at night.

- Huge light projections—such as from car dealerships—that travel far beyond the commercial property from which they originate can be limited to use at particular times, and in particular directions. There is no problem about applying such regulations to existing advertising, because the government would not be requiring the advertiser to spend money to change the equipment. Rather, regulation of long-distance light is similar to regulation of sound trucks or bullhorns. Reasonable time, place, and manner regulations protect the public from annoyance.

- Some security lights, depending on the particular needs of an area, can be set so that they are only activated by motion detectors, and will automatically turn off after a particular period of time.

- The International Dark Sky Association provides a list of outdoor lighting fixtures

which minimize upward escape of light. www.darksky.org/fixtures/fixtures.html. The website of the Illuminating Engineering Society of North America, www.iesna.org, also has a great deal of information about lighting issues although, unfortunately, much of the material is available only to members.

- Property-owners very near astronomy research facilities should consider the use of low pressure sodium lights (LPS), because LPS light is emitted in a narrow wave spectrum; as a result, telescope filters have an easy time blocking out LPS light. LPS lights should not be encouraged for general use, because their color is sometimes difficult to distinguish from a yellow traffic light. Moreover, LPS lights require a large lamp, and the light distribution is consequently more difficult to control.

The above list of ideas is not a full catalogue of reasonable Dark Skies laws. But it is a good starting point, and it shows that there are many ways to protect the important interests of people who love viewing the beautiful night sky, while also protecting the safety, property, and liberty interests of everyone else.

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DAVID KOPEL is Research Director of the Independence Institute.

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Endnotes

[1] Michael Loatman is a candidate for a Juris Doctor degree at the University of Virginia School of Law. David B. Kopel is Research Director of the Independence Institute. Both Loatman and Kopel are amateur astronomers. We would like to thank Brian Barnett, Clayton Cramer, Michael King, Alberto C. Sadun, and commenters from the Volokh Conspiracy weblog (www.volokh.com) for helpful suggestions. The opinions in this article are those of the authors alone, and any errors are their responsibility.

[2] Their website is http://www.darksky.org.

[3] Some of the people who hope to use Dark Skies laws to encourage other people to go to bed earlier are rather hypocritical, since amateur astronomers often stay awake so they can work in the darkest period of the night.

[4] Comets would be among the exceptions, since some comets have not been visible from the earth in the era of powerful telescopes.

[5] Even a still atmosphere will somewhat interfere with the telescope's reception.

[6] A list of the world's largest telescopes can be found at http://www.seds.org/billa/bigeyes.html.

[7] Center for Astrophysics and Space Astronomy. "The FUSE Mission." http://casa.colorado.edu/ResearchProjects/arc/. Other participating universities include the University of Colorado, the University of Chicago, the Institute for Advanced Study (a private organization in Princeton, New Jersey), Johns Hopkins University, New Mexico State University, Princeton University, the University of Washington, and Washington State University. No significant optical telescope research is performed in the United States east of the Mississippi River.

[8] StarDate Online. "How do I find a good site for stargazing?" http://stardate.org/resources/faqs/faq.php?id=62

[9] Western Colorado Astronomy Club. "Maps" http://www.coloradowestastronomy.org/cnmmap.html

[10] One topic not addressed in this Issue Paper is a property owner casting unwanted light onto someone else's property. If you enjoy your dark backyard at night, your enjoyment may be lessened by light from your neighbor's floodlights which intrudes into your yard. Such an intrusion is a form of trespass, and a legitimate such for government regulation. But the topic is beyond the sky-centric focus of this Issue Paper.

Another topic not addressed in this Issue Paper is lighting control to protect wildlife. For example, sea turtles find their way to the ocean by looking for light reflecting off the water. Artificial lighting on beachfronts can confuse the nesting and movement habits of turtles. See http//www.turtles.org/threats.htm. For more, see Catherine Rich & Travis Longcore, eds., *Ecological Consequences fo Artificial Night Lighting* (Wash.,D.C.: Island Pr., 2005).

[11] To be precise, the Big Dipper is an "asterism" (a sub-unit) of the constellation Ursa Major (the Great Bear) and the Northern Cross is an asterism of Cygnus (the Swan). And to be more precise, all the visible stars rotate around the North Star, just as hands rotate around the center of a clock. So when we say that the Big Dipper is, for example, below and to the left of the North Star, we mean that it is below and to the left of the North Star in the evenings at certain times of the year. At other times of the year, when Big Dipper is below and to the left of the North Star during its daily rotation, the sun is out, so all the stars are invisible.

[12] *New Orleans Gas-Light Co. v. Louisiana Light & Heat Producing & Manuf'g Co. and others* 115 U.S. 650, 658 (1885), citing 7 Knight, c. 21. Also citing Thomas Babbington Macaulay, *The History of England from the Accession of James II*, volume 1, chapter 3, which states:

> It ought to be noticed that, in the last year of the reign of Charles the Second [1685], began a great change in the police of London, a change which has perhaps added as much to the happiness of the body of the people as revolutions of much greater fame. An ingenious projector, named Edward Heming, obtained letters patent conveying to him, for a term of years, the exclusive right of lighting up London. He undertook, for a moderate consideration, to place a light before every tenth door, on moonless nights, from Michaelmas to Lady Day, and from six to twelve of the clock. Those who now see the capital all the year round, from dusk to dawn, blazing with a splendour beside which the illuminations for La Hogue and Blenheim would have looked pale, may perhaps smile to think of Heming's lanterns, which glimmered feebly before one house in ten during a small part of one night in three. But such was not the feeling of his contemporaries. His scheme was enthusiastically applauded, and furiously attacked. The friends of improvement extolled him as the greatest of all the benefactors of his city. What, they asked, were the

boasted inventions of Archimedes, when compared with the achievement of the man who had turned the nocturnal shades into noon-day? In spite of these eloquent eulogies the cause of darkness was not left undefended. There were fools in that age who opposed the introduction of what was called the new light as strenuously as fools in our age have opposed the introduction of vaccination and railroads, as strenuously as the fools of an age anterior to the dawn of history doubtless opposed the introduction of the plough and of alphabetical writing. Many years after the date of Heming's patent there were extensive districts in which no lamp was seen.

For more on the expanding mandate for street lighting in London as a result of crime control concerns, see J.M. Beattie, *Policing and Punishment in London: 1660-1750* (N.Y.: Oxford Univ. Pr., 2001), pp. 207-25.

[13] International Dark Sky Association. "An Introduction to the Issues of Light Pollution." http://www.darksky.org/handouts/bc_intro_lp.pdf

[14] Lawrence W. Sherman, et al. *Preventing Crime: What Works, What Doesn't, What's Promising*, National Institute of Justice, http://www.ncjrs.org/works/wholedoc.htm

[15] Id.

[16] Id.

[17] Brandon C. Welsh, & David P. Farrington, *Effects of Improved Street Lighting on Crime: Protocol for a Systemic Review*. http://www.aic.gov.au/campbellcj/reviews/2003-11-StreetLighting.pdf

[18] David P Farrington & Brandon C. Welsh, "Improved Street Lighting and Crime Prevention," 19 *Justice Quarterly* 313 (no. 2, June 2002).

[19] David P. Farrington & Brandon C. Welsh, *Effects of improved street lighting on crime: a systematic review*. http://www.homeoffice.gov.uk/rds/pdfs2/hors251.pdf

[20] National Crime Prevention Council, *Lighting Up for Crime Prevention* http://www.ncpc.org/ncpc/ncpc/?pg=2088-8888

[21] Terance D. Miethe, "Citizen-Based Crime Control Activity and Victimization Risks: An Examination of Displacement and Free-Rider Effects," 29 *Criminology* 419 (1991).

[22] Simon Hakim et al., "Estimation of Net Benefits of Residential Electronic Security," 13 *Justice Quarterly* 153, 161 (1996).

[23] Patricia Miller, "City officials hear comments on dark skies", *Durango Herald* http://durangoherald.com/asp-bin/article_generation.asp?article_type=news&article_path=/news/04/news040212_2.htm

[24] Id.

[25] See Colo. Rev. Stats. §§ 24-82-901 & 902.

[26] City of Boulder. "Boulder Planning & Development Services Energy Code and Green Points Program Changes" http://www.ci.boulder.co.us/buildingservices/codes/lightingord.htm

[27] The IDA estimates that Americans are wasting approximately $1.5 billion dollars in electricity costs per year, through unnecessary upward-focused public lighting. International Dark Sky Association, "An Introduction to the Issues of Light Pollution," http://www.darksky.org/handouts/bc_intro_lp.pdf. If the estimate is accurate, then the cost of the extra electricity works out to about five dollars per resident of the United States and about seven dollars per adult. (Based on the Census Bureau estimate of a U.S. population of 291 million.) The large capital investments involved in changing the light sources are almost always going to be more costly to businesses (and therefore, ultimately more costly to consumers) than the lower electricity bills the IDA predicts citizens will receive as a result of new light fixtures.

[28] The City of Aspen lists preserving the small town character of Aspen as a main reason for passing its restrictive light ordinance. See City of Aspen Code, "Outdoor Lighting," § 26.575.150 http://www.ordlink.com/codes/aspen

[29] See Sky and Telescope Magazine's website for the dates of upcoming meteor showers. http://skyandtelescope.com/observing/objects/meteors/article_588_1.asp

[30] University of Virginia Department of Astronomy. "Leonids 2002". http://www.astro.virginia.edu/Leonids2002/

13952 Denver West Parkway • Suite 400 • Golden, Colorado 80401-3141
www.IndependenceInstitute.org • 303-279-6536 • 303-279-4176 fax

Mandatory Dedication of Parkland

A White Paper for the Lebanon County Comprehensive Plan

Purpose

Lebanon County has not completed an inventory of parks since its 1974 Open Space and Recreation Plan. The County is now updating its comprehensive plan and incorporating a new plan for open space, greenways, and recreation. During the initial phase of the planning process, interviews with local officials, municipal managers, and recreation advocates revealed that the municipalities of Lebanon County are not taking full advantage of their authority to require the dedication of land during the land development process. As a result, municipalities are not accumulating parkland through this no-cost-to-acquire method. This white paper cites the authority and requirements for municipal mandatory dedication and analyses the recreational parkland requirement based on population projections developed for the comprehensive plan, and makes recommendations that all municipalities adopt or revise their mandatory dedication provisions in order to preserve and develop land for recreation. The attachment provides information on adopted mandatory dedication ordinances in Pennsylvania.

Authority

The Mandatory Dedication of Parkland provision in the Pennsylvania Municipalities Planning Code (MPC) is a powerful planning tool that enables communities to acquire parkland or develop recreation facilities at no cost through the land development process.

Municipalities Planning Code Article V Section 503 (11)

(11) Provisions requiring the public dedication of land suitable for the use intended; and, upon agreement with the applicant or developer, the construction of recreational facilities, the payment of fees in lieu thereof, the private reservation of the land, or a combination, for park or recreation purposes as a condition precedent to final plan approval, provided that:

(i) The provisions of this paragraph shall not apply to any plan application, whether preliminary or final, pending at the time of enactment of such provisions.

(ii) The ordinance includes definite standards for determining the proportion of a development to be dedicated and the amount of any fee to be paid in lieu thereof.

(iii) The land or fees, or combination thereof, are to be used only for the purpose of providing park or recreational facilities accessible to the development.

(iv) The governing body has a formally adopted recreation plan, and the park and recreational facilities are in accordance with definite principles and standards contained in the subdivision and land development ordinance.

(v) The amount and location of land to be dedicated or the fees to be paid shall bear a reasonable relationship to the use of the park and recreational facilities by future inhabitants of the development or subdivision.

(vi) A fee authorized under this subsection shall, upon its receipt by a municipality, be deposited in an interest-bearing account, clearly identifying the specific recreation facilities for which the fee was received. Interest earned on such accounts shall become funds of that account. Funds from such accounts shall be expended only in properly allocable portions of the cost incurred to construct the specific recreation facilities for which the funds were collected.

(vii) Upon request of any person who paid any fee under this subsection, the municipality shall refund such fee, plus interest accumulated thereon from the date of payment, if the municipality had failed to utilize the fee paid for the purposes set forth in this section within three years from the date such fee was paid.

(viii) No municipality shall have the power to require the construction of recreational facilities or the dedication of land, or fees in lieu thereof or private reservation except as may be provided by statute.

Parkland Dedication

The Pennsylvania Municipalities Planning Code allows a municipality to enact language in the subdivision/land development ordinance requiring the dedication of land for recreational purposes. As an alternative, and if the municipality and the developer agree, the development may accomplish one or more of the following in place of public land dedication:

1. Construct recreational facilities,
2. Pay fees in place of land dedication, or
3. Reserve land in private ownership.

Standards

In 1983, the National Recreation and Park Association (NRPA) published standards and guidelines for parks and recreation services. In its classification system, NRPA outlines a range of traditional parks and recreation areas, as well as special purpose facilities, such as historic parks, waterfront parks, riverwalk parks, athletic parks, cultural parks, aquatic parks, etc. It notes that the diversity of park types offers a wide range of recreation environments, but that the provision of basic park and recreation areas is most important; other types supplement and enhance recreational opportunities for special interests. In addition, "geographic location, demographics, economic base, and history are important variables that influence the availability of resource patterns" to meet recreation needs. Yet, these should not outweigh the primary need to provide basic recreation opportunities. Furthermore, a community should have a number of different types of parks - not a single large park - that together meet standards for acreage and diversity of recreational opportunities.

With this background, NRPA recommended that "a park system, at a minimum, be composed of a core system of parklands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 population." This core system would be comprised of traditional mini-parks, neighborhood parks, community parks, regional parks, and regional park reserves. "The size and amount (number) of "adjunct" (or special use) parks would vary from community to community" but must be considered when accounting for the total of all park and recreation areas. Since its publication, this standard has been widely interpreted by community and recreation planners as 10 acres per 1,000 population.

In 1996, NRPA updated its standards and guidelines. It attempted to present a more community-based approach to determining the appropriate acreage for parkland and diversity of recreational opportunities. While many communities recognized the flexibility in this approach, others longed for a simple standard. Reluctantly, the editors published a standard of 10 acres per 1,000 population, noting that this should be the starting point for community discussion of parkland needs. Some communities rich in resources (natural and historic, as well as staff and volunteer) may find that a much higher acreage meets their needs for parkland and open space. Other communities with fewer resources may determine that a lower figure is suitable. Due to Lebanon County's abundant, high quality natural and cultural resources, the higher end of the original parkland standard, 10.5 acres per population, is noted here as the minimum parkland standard for the purposes of this analysis. Further consideration of the parkland standard will be given in the recreation profile and plan.

Requirements

In order to impose mandatory dedication requirements in Pennsylvania, the municipality must meet the following standards:

1. The ordinance must include "definitive standards" for amounts of land or fees to be dedicated. The generally accepted standards are those set forth through the recreation planning process identified by the National Recreation and Park Association. For over 30 years, these standards equated to a minimum of 10.5 acres per 1,000 population. Since then, many trends in parks and recreation occurred that merit consideration of raising this standard including new sports emerging such as soccer, lacrosse and field hockey; sports moving from one traditional season to year round play; more girls playing; people playing at younger and older ages, and a healthy aging population who are more involved in active lifestyles. In 1996, the NRPA updated the recreation planning process to encourage municipalities to plan for a standard that meets the true community need. In other words, recreation planning should respond to the local needs for specific types of recreation facilities based on the interest and well-being of residents, not just the land required for "all-purpose" play. Therefore, fees and other alternatives to land dedication should respond to these local needs.

2. The land or fees shall only be used to provide facilities "accessible" to the development.

3. There must be an adopted recreation plan.

4. The amount and location of land or fees must bear a "reasonable relationship" to the use of facilities by future inhabitants.

5. Fees from each development shall be designated for specific recreation facilities and shall only be spent for those facilities.

6. If the municipality does not use the fees within three years after they are paid, the person who paid the fees may, upon request, receive a refund including interest earned.

7. The municipality cannot require the dedication of land, fees, or facilities except in accordance with these standards.

Land Suitability

Land to be dedicated should meet the municipal or county standards to ensure that it is usable for recreation and accessible to the residents.

All land set aside for recreation should be suitable to serve the purpose of the recreation needs. The size, shape, location, and topography should be evaluated by the local parks and recreation board, elected officials, and if in conjunction with Lebanon County, with county planners.

Local communities could identify the major vacant parcels in their community and evaluate them according to criteria that the community develops for recreation land. The municipality could use these evaluations when the jurisdiction moves ahead with acquiring parkland through outright purchase, mandatory dedication of parkland, conservation by design land planning or other techniques.

How Mandatory Dedication of Parkland Works

A municipality's future need for parkland and recreation facilities depends on future population growth. The formula for setting the requirements does not attempt to place the burden of meeting past recreational needs on new development.

Using the 10.5 acres per 1,000 residents as the standard and the population projections developed for the Lebanon County Comprehensive Plan, the following table shows the projected need for parkland. If every jurisdiction were to adopt a mandatory dedication ordinance with this standard, the jurisdictions of Lebanon County would be able to add a minimum of 207 acres of parkland by 2020 at virtually no cost. The value of this based upon an estimated $50,000 per acre would be $10,368,000.

Year	Population	Population Increase	Additional Amount of Parkland Needed Based on 10.5 Acres Per 1,000 Population
2000	120,327		
2010	130,682	10,355	108.73
2020	140,075	9,393	98.63
TOTAL		19,748	207.36

Source: Yost-Strodiski-Mears and Toole Recreation Planning

Mandatory Dedication of Parkland for Commercial Development

The PA MPC does not distinguish between residential development and other types of development with regard to mandatory dedication. While most municipalities enforce their mandatory dedication requirement only on residential land development submissions, many municipalities in Pennsylvania have been enacting mandatory dedication of parkland ordinances for commercial development as well. This has resulted in the generation of significant revenues for parkland and recreation facilities in these communities.

Mandatory Dedication in Lebanon County Municipalities

There are ten municipalities in Lebanon County that have mandatory dedication provisions in their ordinances; the remaining 16 municipalities have no provisions for recreation or open space land dedication. The following are examples of the standards in the adopted provisions in Lebanon County.

Municipality	Land Area Requirement	Fee-In-Lieu Option
Annville	(Fee only)	$175 per dwelling unit
Cornwall	0.029 acres/dwelling unit	Fee – equivalent to fair market values of equivalent land as developed or improved property
N. Cornwall	0.029 acres/dwelling unit	Fee – based on number and market value of lots in development for single family developments, and on number units and number of bedrooms per unit for multi-family development
N. Lebanon	(Fee only)	$1,250 per residential lot
S. Lebanon	0.025 acres/dwelling unit	$1,225 per residential lot
Bethel	0.06 acres/dwelling unit	Fee – equivalent to the value of the lots or land being developed
Jackson	0.029 acres/dwelling unit	Fee – equivalent to fair market values of equivalent land as developed or improved property
Swatara	0.054 acres/dwelling unit	$750 per residential lot
Union	0.051 acres/dwelling unit	Fee – based on proportional fair market value of land; or $750 per residential lot if not appraisal is available; 3% for non-residential development
S. Londonderry	Sliding scale based on units in subdivision	$1,200 per single family attached or detached dwelling unit to be adjusted annually; multi-family developments to contain and maintain their own recreation facility

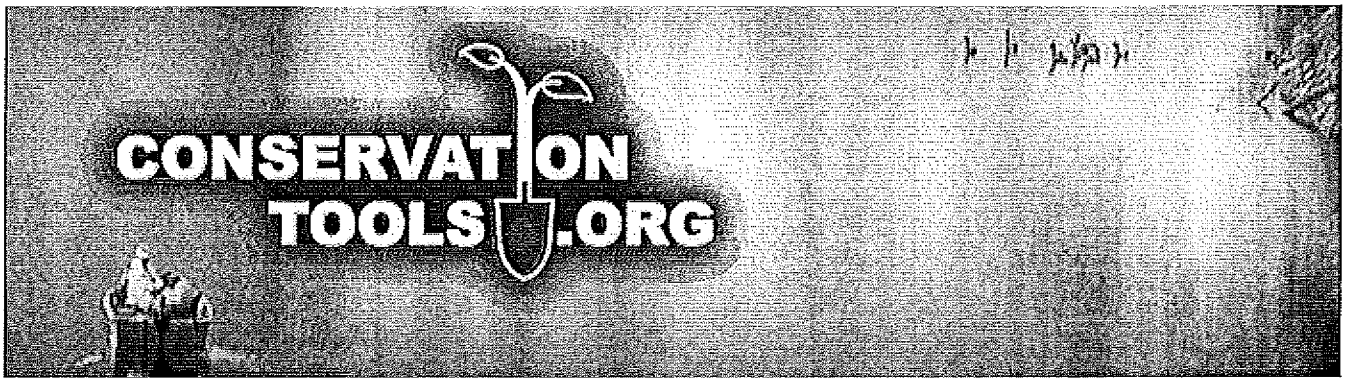
Source: Lebanon County Planning Department; Municipalities

Recommendations

1. The municipalities of Lebanon County should consider enacting a mandatory dedication of parkland ordinance as soon as they can. Since a park and recreation plan needs to be in place in order to set the standard for parkland, municipalities should move ahead in developing at least a "mini plan." A mini plan is a brief assessment of available facilities and needed improvements or acquisitions, documented in a comprehensive plan or in a separate study. Alternatively, municipalities should consider adopting the county park, recreation and open space plan as their own.

2. Consider establishing a parkland standard of at least 10.5 acres per 1,000 population and preferably higher to meet the true need of active engaged citizens.

3. Set the fee-in-lieu of dedication in accordance with market value rather than as a set fee. Since land values change, the fee should be adapted as land values change. This approach has been used in the Pocono Mountain area, where development activity has been rapid and market values have been increasing.



Public Dedication of Land and Fe in-Lieu for Parks and Recreation

A Pennsylvania municipality may require developers to dedicate land to the municipality for park a recreation purposes. A municipality may also give developers the options to instead pay a fee to b for providing park facilities, construct recreation facilities, or privately reserve land for park and rec purposes.

Summary

As part of the land development process, a Pennsylvania municipality may require the developer t dedicate land to the municipality for public parks and recreation purposes. Called "public dedicatio the state's Municipalities Planning Code, this tool is also referred to as "mandatory dedication".

A municipality may also provide the option for the developer to choose from several alternatives to dedication. However, municipalities may not mandate these alternatives. The developer may volur agree to do one or more of the following instead of or in addition to public dedication:

- Pay a fee to the municipality to be used for providing "parks and recreation facilities" access the new development. This is known as "fee-in-lieu" of land dedication;
- Construct recreational facilities; and/or
- Privately reserve land within the subdivision for park and recreation purposes.

Public dedication is based on the concept of impact fees: Development creates increased demand municipal services or facilities. Requiring the developer to provide amenities or funding for expand enhanced public amenities is an efficient and equitable way to offset some of the impacts of a new development.

Track Record

Scores – perhaps hundreds – of Pennsylvania municipalities have adopted public dedication and f lieu ordinances under the present state statutory authority established in 1988. Many of these are concentrated in high-growth counties surrounding metropolitan areas, such as Lancaster, Chester Berks, Lehigh, Northampton, Cumberland, Dauphin, and York Counties.

Conservation Impact

High impact in any municipality experiencing development. Public dedication and fees-in-lieu ordir permanently secure land for recreation or cash and facilities for recreational purposes with each n development project in the municipality.

What You'll Need

The municipality must prepare and adopt a park and recreation plan containing sufficient backgrou analysis to justify a particular public dedication standard. The municipality also will need to adopt a subdivision and land development ordinance ("SALDO") and include in the SALDO a section provi for public dedication (or amend an existing SALDO to add public dedication requirements). The se of a planning consultant or in-house planning staff for preparation of the plan and ordinance is higl desirable.

Obstacles and Challenges

A public dedication and fees-in-lieu ordinance will deliver the best results if coupled with strong ou efforts with developers. Good communications increases the likelihood that the municipality will ge makes the most sense for the community (and for the developer's customers) in each context (i.e. land in the development versus cash for purchase of land elsewhere versus construction of facilitie existing park, etc.).

Contents of Main Description

Key Resources
Introduction
Prerequisites to Using Public Dedication and Its Alternatives
Dedicating Land for Public Parks and Recreation Purposes
Fees-In-Lieu of Dedication Option
  Uses of fees-in-lieu
  How much can be charged as a fee-in-lieu of dedication?
Construct Recreational Facilities Option
Private Reservation Option
Combinations of Options
Excerpt from Section 503 of the Pennsylvania Municipalities Planning Code
  ENDNOTES

KEY RESOURCES

The 2008 publication, "Public Dedication of Land and Fees-in-Lieu for Parks and Recreation: A Gu Using Section 503(11) of the Pennsylvania Municipalities Planning Code", which this tool write up upon extensively, is available for download at the ConservationTools.org library, as are a variety o dedication and fees-in-lieu ordinances.

INTRODUCTION

Many Pennsylvania municipalities are experiencing growth pressures. New housing developments open spaces previously enjoyed by communities. New residents stress existing park facilities and demands for new and expanded recreational opportunities. Municipalities can manage these park recreation demands by putting an ordinance in place to require the establishment of new parkland park capital investments as part of each new development.

Pennsylvania municipalities have the power under Section 503(11) of the state's Municipalities Pla Code ("MPC")[i] to require developers to dedicate land to the municipality *for public parks and recr purposes.* Called "public dedication" in the MPC, this tool is often referred to as "mandatory dedica by those in the land use planning field.

Under Section 503(11), municipalities may also provide the option for developers to choose from s alternatives to public dedication. However, municipalities may not mandate these alternatives. Developers may voluntarily agree to do one or more of the following instead of or in addition to pul dedication:

> Pay a fee to the municipality to be used for providing "parks and recreation facilities" access the new development. This is known as "fee-in-lieu" of land dedication;
>
> Construct recreational facilities; and/or
>
> Privately reserve land within the subdivision for park and recreation purposes.

More and more municipalities in Pennsylvania are adopting public dedication ordinances. Many of are concentrated in high-growth counties surrounding metropolitan areas, such as Lancaster, Che Berks, Lehigh, Northampton, Cumberland, Dauphin, and York Counties.

The Pennsylvania Department of Conservation and Natural Resources ("DCNR") has compiled a s list of adopted public dedication ordinances entitled "Mandatory Dedication Ordinances across the Commonwealth" that can be accessed at the Public (Mandatory) Dedication section of the ConservationTools.org library. A variety of ordinances, a digital version of this publication and othe public dedication resources can also be accessed at this site.

Public dedication is based on the concept of impact fees: Development creates increased demanc municipal services or facilities. Requiring developers to provide amenities or funding for expanded enhanced public amenities is an efficient and equitable way to offset some of the impacts of new development.

Prior to 1988, Pennsylvania communities seeking funds from developers for park and recreation fa and certain other public improvements based these required contributions (known as "exactions") MPC language that did not provide clear authorization.[ii] Some developers objected to what they municipalities' "arbitrary and abusive application" of vague exaction rules. Act 170 of 1988 revised reenacted the MPC in part by specifically allowing municipalities to require dedication of land for p and recreation purposes. The law's intent was to establish "basic 'ground rules' ... to limit municip discretion."[iii] This was a good result for municipalities who previously had steered clear of impo exactions for fear of running afoul of the law; and it was a good result for developers, who now cou anticipate what could legally be required of them.[iv]

Although there has been little or no litigation relating to this particular section of the MPC, in recen decades the United States Supreme Court has weighed in on the general issue of developer exactions. The Fifth Amendment to the U.S. Constitution[v] reads in part, "...nor shall private prop taken for public use, without just compensation." In a series of cases interpreting this so-called "Ta Clause" of the Fifth Amendment, the Supreme Court has limited the ability of state and local governments to impose land use controls on private landowners. In *Nollan v. California Coastal Commission*,[vi] the Court declared that developer exactions violate the Takings Clause unless the an "essential nexus" (i.e., logical connection) between the contributions required of the developer public impact of the proposed development.[vii] In *Dolan v. City of Tigard*,[viii] the Court added to t nexus test, ruling that an exaction of property from the developer (i.e., requiring parkland to be set must be "roughly proportional" in nature and extent to the impact of the proposed land developmer

These cases underscore the importance of documenting municipal park and recreation needs and having a well-supported municipal recreation plan prior to implementing a carefully constructed pu dedication ordinance.

PREREQUISITES TO USING PUBLIC DEDICATION AND ITS ALTERNATIVES

In order to legally adopt a public dedication ordinance and impose a park and recreation exaction developer, the municipality, or several adjoining municipalities operating on a regional basis,[i] nee do several things:

Adopt a recreation plan;

Adopt a subdivision and land development ordinance ("SALDO");[ii] and

Include in the SALDO a section providing for public dedication.

These prerequisites are reviewed at length in "Public Dedication of Land and Fees-in-Lieu for Parl Recreation: A Guide to Using Section 503(11) of the Pennsylvania Municipalities Planning Code".

DEDICATING LAND FOR PUBLIC PARKS AND RECREATION PURPOSES

The MPC requires that a municipality's SALDO contain "*definite standards*" for determining the am and location of land required to be dedicated (section 503(11)(ii)). Moreover, the MPC (as well as before-mentioned Takings Clause cases and their progeny) requires that these standards "*bear a reasonable relationship to the use of the park and recreation facilities by future inhabitants of the development or subdivision*" (section 503(11)(v)). Because these phrases and concepts (together the phrase discussed in the section below, "*accessible to the development*") are not defined in the municipalities have taken a variety of approaches to determine appropriate standards. These approaches are reviewed in "Public Dedication of Land and Fees-in-Lieu for Parks and Recreatior Guide to Using Section 503(11) of the Pennsylvania Municipalities Planning Code".

FEES-IN-LIEU OF DEDICATION OPTION

With a well-drafted ordinance in place, public dedication of land may be *mandated* of developers. I municipality prefers an alternative to land dedication – fees-in-lieu of dedication, constructing recre facilities, reserving private land, or a combination of these – the municipality may *ask* the develope the alternative and the developer *may consent.*

Uses of fees-in-lieu

A good municipal recreation plan will identify key locations for local parks. Appropriate locations re combination of particular conditions. For example, community and neighborhood parks are often a -oriented, requiring lands that are flat and well-drained. Parks must be located in convenient and physically accessible locations that will not generate adverse impacts on adjacent properties. Whe linear parks or natural areas are important components of a park and recreation plan, the municip often is seeking to protect natural and cultural features that are unique to a particular area. These considerations limit suitable park sites to a narrow set of locations. In most cases a proposed development would not contain one of these locations, and consequently, a developer would be h pressed to provide the land that would meet the municipality's requirements.

The MPC addresses this problem, allowing municipalities to collect fees-in-lieu of parkland dedicat municipality can save these fees until enough capital has been acquired to purchase the targeted parkland (keeping the 3-year deadline noted below in mind). Alternatively, the fees-in-lieu of parkl can be used to provide infrastructure or buy recreational equipment for new parks, and/or make improvements to existing facilities. The sites must be accessible to future residents of the new

development. Fees *cannot* be used to simply maintain existing facilities or purchase maintenance equipment.

How much can be charged as a fee-in-lieu of dedication?

The MPC requires that fees charged "bear a reasonable relationship to the use of the park and recreation facilities by future inhabitants of the development or subdivision" (section 503(11)(v)). W the fees-in-lieu are used to help finance a public pool, a community center, or a neighborhood parl municipality's recreation plan should spell out how these types of facilities will be accessible to res of the new development.

As with land dedication, the MPC requires that the subdivision and land use ordinance contain "de standards" for determining the amount of fees-in-lieu that may be imposed (section 503(11)(ii)). In the fee-in-lieu should bear a direct relationship to the value of the type of land that would otherwise been dedicated.

Some municipalities simply state in their ordinances that the fee-in-lieu shall be equal to the avera market value of the land otherwise required to have been dedicated, as determined at the time of t the subdivision application. The burden for determining this value may be placed on the developer the municipality able to dispute or verify the value.[i] Other municipalities calculate an average per value in the municipality and post this amount in an annually-updated schedule of fees and charge

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CONSTRUCT RECREATIONAL FACILITIES OPTION

Again, only public dedication can be mandated, but the municipality may allow developers the opti build park and recreation facilities *instead of* dedicating land or build park and recreation facilities *i addition to* dedicating less land. For instance, if the public dedication ordinance required the devel dedicate seven acres of land, perhaps both the developer and the municipality would prefer a compromise whereby the developer donates only four acres but builds a basketball court and tot lo the grounds.

It can be very cost effective for both the municipality and developer to have contractors who are w on site preparation at a new development prepare and grade a nearby municipal athletic field whil equipment is in the vicinity. Likewise, contractors may be able to pour foundations and construct improvements programmed for the proposed park. Developers often welcome such opportunities, they can select specific recreation amenities that will "fit" their target customers and help to market proposed units.

Some municipalities integrate this approach as a predetermined option within the SALDO, while ot require the granting of a waiver.

Whatever the final "package," the recreation facilities built should bear a reasonable cost relationsl the value of the acreage that otherwise would have been required to be publicly dedicated.

PRIVATE RESERVATION OPTION

During the subdivision approval process, the municipality and the developer can decide to designa "reserve," a tract of private land for park and recreation purposes. The land remains privately owne is not dedicated to the municipality. The subdivision plan then shows the location of the future facil such as a tot lot. A written agreement between the developer and municipality spells out the responsibilities of the developer or homeowners association with regard to building and maintainin future facility. The benefit of this option is that the municipality can potentially avoid maintenance c for the privately-owned park and recreation facility. The downside is that the municipality will not h much control, the private facility will not be eligible for state-funded park improvement grants, and agreement may not permit people who don't live in the development to use the facility, depending the wording of the agreement.

Again, as with the previous two alternatives, the municipality can make this option available to developers but cannot mandate its use.

The private reservation option need not be limited to using a homeowners association. Municipaliti approve the transfer of ownership of private reservation lands to other suitable entities who may b better equipped to manage these lands over time. A tot-lot that serves only the most immediate re of the neighborhood might be logically owned and controlled by the homeowners association. How a passive nature-based park with little physical improvement might be a good candidate for owner and maintenance by a local conservancy. In contrast, a large athletic field complex might be best managed by the public school district. Municipalities should consider the potential viability and des of alternative ownership/management arrangements as part of the development review process.

COMBINATIONS OF OPTIONS

A municipality may allow developers to partially or fully substitute public dedication of land require with any combination of fees-in-lieu, construction of facilities and private reservation options.

For example, in the case of a hypothetical large-scale land development, a municipality's SALDO require the developer to dedicate 15 acres of parkland. In lieu of this dedication requirement, the municipality and developer might instead agree that the developer will:

> Pay a fee-in-lieu equal to the value of five improved acres of community parkland that is to provided away from the subject property but within a reasonable service area for residents o proposed development;

Dedicate to the municipality four acres of the land to be developed for a new neighborhood

Design and install those recreation facilities necessary to achieve a neighborhood-based le amenity within the four-acre park; and,

Transfer a half-acre of land to the homeowners association for a picnic area as well as a tw woodland within which the development's drip-irrigation community sewage disposal system outfalls.

This is but one example of the countless combinations that could be used to maximize the public b

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EXCERPT FROM SECTION 503 OF THE PENNSYLVANIA MUNICIPALITIES PLANNI CODE

Section 503. Contents of Subdivision and Land Development Ordinance. The subdivision an development ordinance may include, but need not be limited to: ...

(11) Provisions requiring the public dedication of land suitable for the use intended; and, upon agreement with the applicant or developer, the construction of recreational facilities, the payment in lieu thereof, the private reservation of the land, or a combination, for park or recreation purpose condition precedent to final plan approval, provided that:

(i) The provisions of this paragraph shall not apply to any plan application, whether preliminary or pending at the time of enactment of such provisions.

(ii) The ordinance includes definite standards for determining the proportion of a development to l dedicated and the amount of any fee to be paid in lieu thereof.

(iii) The land or fees, or combination thereof, are to be used only for the purpose of providing parl recreational facilities accessible to the development.

(iv) The governing body has a formally adopted recreation plan, and the park and recreational fac are in accordance with definite principles and standards contained in the subdivision and land development ordinance.

(v) The amount and location of land to be dedicated or the fees to be paid shall bear a reasonabl relationship to the use of the park and recreational facilities by future inhabitants of the developme subdivision.

(vi) A fee authorized under this subsection shall, upon its receipt by a municipality, be deposited i interest-bearing account, clearly identifying the specific recreation facilities for which the fee was received. Interest earned on such accounts shall become funds of that account. Funds from such

accounts shall be expended only in properly allocable portions of the cost incurred to construct the specific recreation facilities for which the funds were collected.

(vii) Upon request of any person who paid any fee under this subsection, the municipality shall re such fee, plus interest accumulated thereon from the date of payment, if the municipality had faile utilize the fee paid for the purposes set forth in this section within three years from the date such f paid.

(viii) No municipality shall have the power to require the construction of recreational facilities or th dedication of land, or fees in lieu thereof, or private reservation except as may be provided by stat

For more detailed information, read "Public Dedication of Land and Fees-in-Lieu for Parks a Recreation: A Guide to Using Section 503(11) of the Pennsylvania Municipalities Planning (

ENDNOTES

[i] 53 P.S. § 10503(11). The responsibility and power to plan and regulate land use in Pennsylvani exclusively with local government, including counties. This is the result of the Pennsylvania Gener Assembly delegating to municipal and county governments a portion of the state's "police power" v respect to planning and land use controls to protect public health, safety, and welfare. Responsibil land use planning and for regulating development is exercised through the authority granted to loc officials by the Municipalities Planning Code (except in Philadelphia and Pittsburgh).

[ii] Section 509(a) and (k) stated only that as a prerequisite to final approval, and in lieu of the com of any improvements, municipalities could require developers to provide enough financial security cover the costs of any required improvements.

[iii] Letter from Philip E. Robbins, Pennsylvania Department of Community Affairs, to Virginia Ricke Palmer Township Board of Supervisors (November 19, 1992), at p. 4, citing L.P. Symons, Esq., Lc Government Commission report (198_).

[iv] Municipalities may not legally impose offsite exactions unless they are specifically authorized b MPC:

No municipality shall have the power to require as a condition for approval of a land development subdivision application the construction, dedication or payment of any offsite improvements or cap expenditures of any nature whatsoever or impose any contribution in lieu thereof, exaction fee, or connection, tapping or similar fee except as may be specifically authorized under this act. (Section (b).)

Municipalities may, however, condition subdivision approval on *onsite* improvements or fees-in-lie thereof. See Soliday v. Haycock Twp., 785 A.2d 139, at 144-45 (Pa. Cmwlth. 2001).

[v] Passed in 1791.

[vi] 43 U.S. 625 (1987)

[vii] In Nollan, the Court held that the California Coastal Commission violated the "nexus" standard it required that the Nollans grant a public beachfront easement over their property in exchange for obtaining a building permit.

[viii] 512 U.S. 374 (1994)

[ix] The United States Supreme Court in *Dolan* applied a new, two-part test for determining whethe exaction imposed upon a developer or landowner is unconstitutional. As enunciated in the *Nollan* (an "essential nexus" first must exist between a legitimate government interest and the permit cond imposed by the local government. Second, there must be a "rough proportionality" between the ex and the impact of the proposed development. Applying this test, the Supreme Court ruled that the Tigard, Oregon, had not justified its requirement that the owner of a plumbing and electrical supply (1) dedicate the portion of her property lying within the 100-year floodplain for an improved storm drainage system, and (2) dedicate an additional 15-foot strip of land adjacent to the floodplain as a pedestrian and bicycle path. The total amount of land the city wanted to be dedicated amounted tc 10% of petitioner's property.

Comments

Please log in to post a comment.

Thanks to Pat Pregmon for supporting this website. Thanks also to the PA D of Conservation and Natural Resources. Photos courtesy of Wildlands Cons T.L. Gettings.

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Perry County Greenways, Parks, Recreation, and Open Space Plan

Appendix V

Newspaper Articles

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assist the cheerleaders with all sorts of activities."

The cheerleaders also will set up a yard sale in the Susquenita High School parking lot from 8 a.m. to 2 p.m. on June 25. The fund-raiser will be the second yard sale the cheerleaders have hosted.

Cheerleaders are offering space at a cost of $10 per table to anyone who would like to participate in the yard sale.

Fisher said the girls currently are trying to raise money for their summer cheer camp, camp wear, warm-ups and entry to perform their PECO competition routine.

Those wishing to secure a spot for the yard sale should contact Fisher at 957-3913, or by e-mail, shscheeryardsale@aol.com.

Greenways has a plan

+ By LISA DORMAN
Correspondent

The Perry County Greenways, Parks, Recreation and Open Space Committee met May 26 in the county courthouse to review its draft plan.

The plan, a culmination of several years of work, looks at all areas of the county and is intended to work as a component of the county's comprehensive plan, which serves as a general policy guide for housing, transportation, community facilities, utilities, land use and natural resources.

The comprehensive plan has a chapter dedicated to natural resource protection, parks and community recreation, however, the county commissioners recognized a need to develop a plan that specifically focuses on these important aspects.

Historical aspects, interviews with residents, public meetings to identify community issues and needs assisted in building the plan which also considers available demographics, physical characteristics, existing resources and strengths, and character of the communities.

The greenways plan is a guide for the next 10-15 years.

A key finding from the interviews, research and public meeting was the pride residents feel for their land, county and way of life. Volunteerism and self-sufficiency are two overwhelming elements, as well as a lifestyle which includes an enjoyment of the outdoors. The county also is blessed with two rivers, various streams, fields, mountains and woodlands and natural resources.

Population growth was reviewed. An increase of almost 25 percent occurred between 1970 and 1980. Growth continued through 2000, but at a slower rate.

Population shifted from the towns into the rural townships, with houses occupying what had once been viable fields. Increased development continues to threaten open space, with an average of 1,787 acres per year going to residential subdivisions.

The economic downturn has slowed growth in the county, however, with its close proximity to highways, job markets and available land, the county is threatened by a major development resurgence.

A blueprint was developed to retain and promote the county's beauty, rural character, history, and protect the natural resources. This can be accomplished only by involvement from residents and communities.

The plan concludes that municipalities have the real power, enforcement and leveraging tools regarding the location, character and timing of development and must implement ordinances to guide and promote this initiative as land continues to be developed for housing.

Benefits include protection of water quality, stormwater management including flood protection and reduction, erosion control and, one often overlooked benefit of open space and recreation facilities, an increase in property values.

Authors of the plan sum it up best in this fashion: "The plan is viewed as a beginning of an important era in which Perry County will act strategically and in collaboration with other public and private partners. Together their goal will be to conserve the natural and cultural resources as well as to provide opportunities for citizens to engage in active healthy living through recreation that are the hallmark of the way of life in Perry County."

Public meetings to gain input on the proposed projects and policies will be held at 7 p.m. on June 8 at the Oliver Twp. municipal building, and June 9 at the DCNR District Office in Toboyne Twp. Residents are encouraged to come at 6:30 to review maps, handouts and discuss the plan.

Readers interested in additional information should contact Jason Finnerty, staff planner for Perry County.

Editor's note: The author is a member of the committee that developed the greenways plan.

Deimler's BUTCHER SHOP

Palace Creek
Your One Stop For Indoor & Outdoor Furniture

Greenways meetings scheduled

In an effort to involve municipal officials and residents in preparing a Greenways, Parks, Recreation and Open Space Plan that will guide local decision making, the Perry County Planning Commission is hosting three community public meetings. The meetings will be held geographically — Perry West, Perry Northeast and Perry Southeast. All meetings start at 7 p.m. with doors opening at 6:30.

Perry West — Thursday, Feb. 11, DCNR district building in Toboyne Twp.

Perry Northeast — Thursday, Feb. 18, Oliver Twp. municipal building.

Perry Southeast — Thursday, Feb. 25, Penn Twp. municipal building.

Municipal officials and residents are invited to arrive at 6:30 to view project displays and speak with steering committee members and the consultant team. For more information, readers may call 697-3551 and ask to speak with Frank Chlebnikow, the project manager from Rettew.

Greenways, Parks, Recreation, and Open Space Plans organize and coordinate the interrelated collection of people, ideas, facilities, services, infrastructure, land uses and environmental elements that comprise the region. Encouraging municipal officials and residents to share their creative ideas and concerns will help to form a vision, goals and objectives for the study that accurately reflect the feelings of the community.

Follow dates to primary

Important dates leading up to the primary election are:

Feb. 16 — First day to circulate and file nomination petitions.

March 9 — Last day to circulate and file nomination petitions (petitions must be filed in the Voter Registration Office by 4 p.m.).

March 17 — Casting of lots for position on ballot, 10 a.m.

March 24 — Last day for withdrawal by candidates who file nomination petitions.

March 29 — First day before the primary election to receive absentee ballot applications.

April 19 — Last day to register before the primary.

May 11 — Last day before the primary absentee ballot applications may be received in the county board of elections.

May 14 — Last day for the county board of elections to receive voted absentee ballots by 5 p.m.

May 18 — Primary election.

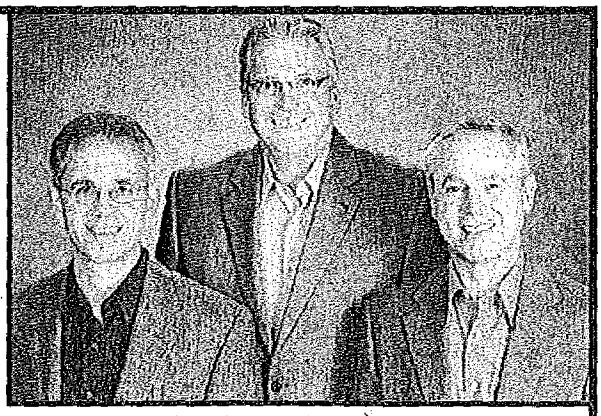
May 21 — County board meets at 9 a.m. to canvass election returns.

The Voter Registration Office is open 8 a.m. to 4 p.m., Monday through Friday, to accept voter registration applications, change of party and change of address.

Voter registration applications by mail are available at post offices in the county.

Voter registration applications also are available on the Web: www.dos.state.pa.us. Completed applications may be mailed to the Voter Registration Office, P.O. Box 37, New Bloomfield 17068.

The Couriers



"The Couriers" will be appearing at Duncannon Assembly of God, 500 N. High Street, Duncannon on Sunday morning, February 21, at 10:45 a.m.

Based in Easton, PA, The Couriers travel the United States and Canada performing in churches, auditoriums and community events.

Intricate arrangements, original compositions and powerful vocal harmonies are hallmarks of this dynamic ministry team.

The Couriers' ministry began in 1955 in Bible College, and since then this group of musical evangelists has traveled around the globe from concert stage to the little country church and everywhere in between. Current members Larry More, Tim Beitzel and Terry Smith are dedicated music ministers and present the Gospel Message with enthusiasm and class. Make your plans to be part of this special event and bri

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Roll Call

Army National Guard Staff Sgt. Larry L. Grose is returning to the U.S. after a deployment to Iraq or Afghanistan in support of Operations Iraqi Freedom or Enduring Freedom, respectively.

Soldiers return to Fort Dix, N.J., for debriefing, evaluations and out-processing procedures before returning to their regularly assigned Army Reserve or National Guard units.

Grose, an avionics communications equipment repairer, is a member of Company B, 628th Aviation Support Battalion, Fort Indiantown, Annville. He has served in the military for 16 years.

The soldier is the son of Oscar E. Grose of Carlisle. His wife, Jennifer, is the daughter of James Clouser of Duncannon and Wendy M. Clouser of Newville. He is a 1993 graduate of Carlisle High School.

———

Army National Guard Pvt. Samuel T. Osterhout has graduated from the Infantryman One Station Unit Training at Fort Benning, Columbus, Ga. The training consists of basic infantry training and advanced individual training.

A 2009 graduate of Susquenita High School, he is the son of Clyde Osterhout of Duncannon and nephew of Estelle Ducharme of Clarksville, Md.

Greenways meetings being held in county

✦ By LISA DORMAN
Correspondent

The Perry County Greenways, Parks, Recreation and Open Space Plan, is being developed in a series of public meetings, one of which was held Feb. 18 at the Oliver Twp. municipal building.

Frank Chlebnikow and Lauren Zumbrun of Rettew Associates have been working in conjunction with Ann Toole, Toole Recreation, and Ann Yost, YSM Inc., landscape architects for the project. A core group of individuals has held two meetings so far in an attempt to map existing recreation conditions of the county.

The public meeting was a chance to show the work done thus far, add to the map and gain input from the public. Main areas of interest include agricultural resources, open space, trails, recreation, water resources, wildlife, scenic vistas and overall quality of life.

A greenway plan will provide residents more opportunities to enjoy the beauty of the area while improving their health, promote controlled economic development and enhance the general quality of life. Preservation of existing open space will help to protect water and wildlife resources.

Sally Tengeres of the Conservation District, Jason Finnerty, Tri-County Regional Planning Commission, and the consultant team

backtracking to the beginning point or arranging for transportation at the end. Also discussed was the desire to protect and promote agriculture heritage while encouraging young farmers to join the ranks.

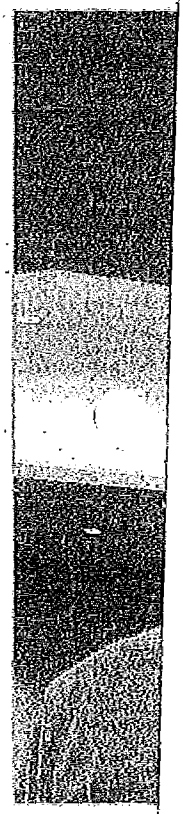
Vandalism was a concern, which will be addressed throughout the planning process. Existing parks have had vandalism problems such as destruction of equipment and facilities as well as fire.

The landscape architects indicated they had dealt with such problems before and have found that as more people use a facility, less vandalism occurs because the general public helps to police the area.

Parking and access were discussed. Access to the rivers is limited, and often areas that are open for fishing or recreation are treated with a lack of respect and eventually are closed to the general public.

The comment period will continue for the next two weeks. The next meeting is scheduled for 7 p.m., March 4, at the DCNR District Building in Toboyne Twp. Another meeting is set for 7 p.m., March 11, at the Penn Twp. municipal building.

Residents are invited to arrive at 6:30 to view project displays and speak with steering committee members



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Moms get out

Roll Call

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A 2009 graduate of Susquenita High School, he is the son of Clyde Osterhout of Duncannon and nephew of Estelle Ducharme of Clarksville, Md.

Moms get out of the house

MOMS Club of Perry County is inviting at-home mothers to their monthly meeting at 10 a.m., March 11, at Incarnation United Church of Christ, 45 N. Fourth St., Newport.

MOMS Club is an international support group for at-home mothers, providing a range of activities for local moms and their children.

For more information, readers may call 386-0877 or visit the Web site, www.momsclub.org.

Greenways meeting being held in county

✦ By LISA DORMAN
Correspondent

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A greenway plan will provide residents more opportunities to enjoy the beauty of the area while improving their health, promote controlled economic development and enhance the general quality of life. Preservation of existing open space will help to protect water and wildlife resources.

Sally Tengeres of the Conservation District, Jason Finnerty, Tri-County Regional Planning Commission, and several residents discussed the opportunities they see for the county, as well as their concerns. Several people commented on the wealth of recreational opportunities in the area with two rivers, numerous streams, mountains, trails and open space.

Several members of the group felt it would be an asset to have more loop trails or interconnecting trails of varying lengths for foot traffic and horseback riding. As they exist now, some of the most-used trails require either backtracking to the beginning point or arranging for transportation at the end. Also discussed was the desire to protect and promote agriculture heritage while encouraging young farmers to join the ranks.

Vandalism was a concern, which will be addressed throughout the planning process. Existing parks have had vandalism problems such as destruction of equipment and facilities as well as fire.

The landscape architects indicated they had dealt with such problems before and have found that as more people use a facility, less vandalism occurs because the general public helps to police the area.

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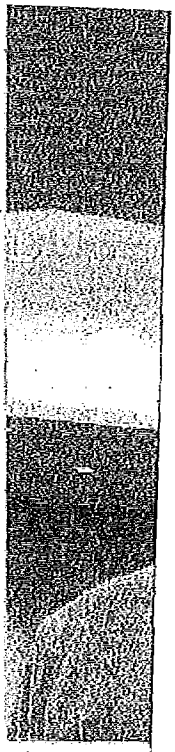

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Consistently the lowest prices &
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Estate Notice

Apt. A4
Harrisburg, PA 17110

ESTATE NOTICE
rs Testamentary on the
of **Charles E. Appleby,**
e of Tuscarora Town-
Perry County, Pennsyl-
deceased, have been
d to the undersigned.
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will make payment im-
tely, and those having
will present them for
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Ms. Elizabeth H. Appleby
62 New Ridge Road
Millerstown, PA 17062
r attorney:
th P. Quigley
t Main Street
k 428
loomfield, PA 17068

Legal Notice

NOTICE
erland Valley Coopera-
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nsburg, Pa. 17257,
applying pesticides in
, Cumberland, Frank-
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25, 2011, weather
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be referred to Joe
General Manager, at
32-2197.

HEARING NOTICE
Township Zoning Hear-
ard will hold a hearing
Penn Township Munici-
ilding, 100 Municipal
g Road, Duncannon,
7:00 p.m. on July 14,
The hearing will con-
he request of Richard
cher for the property

4. Legal Notice

(Parcel # 210,133.05-011.000) located at 249 Sawmill Road, Duncannon, PA 17020. The applicant has requested a variance of Article VI, Section 605, Rear Setback Limits of the Penn Township Zoning Ordinance.

Helen Klinepeter,
ZHB Secretary

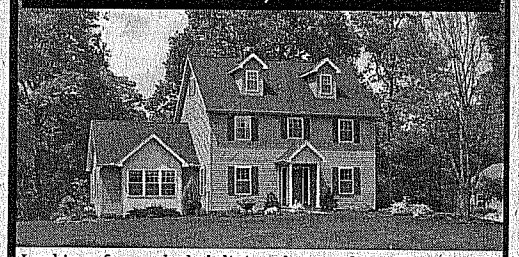
PETITION FOR ISSUANCE OF MOTOR VEHICLE TITLE
IN RE: 2008 COLONY MOBLE HOME 66251367501 HE
Shirley K. Bryner, Petitioner, requests a hearing be scheduled in Perry County Court regarding issuance of motor vehicle title for the above-referenced mobile home.
A HEARING is scheduled on the above-referenced issuance of vehicle title for Tuesday, August 2, 2011 in courtroom 1 at 8:30 a.m.

HEARING NOTICE
NOTICE IS HEREBY GIVEN by the Board of Commissioners of Perry County, Perry County, Pennsylvania, that the Board of Commissioners will conduct a public hearing on Monday, July 18, 2011, for the purpose of receiving public comment on the proposed Perry County Greenways, Parks, Recreation, and Open Space Plan, which will serve as an amendment to the Perry County Comprehensive Plan. The hearing will start at 9:00 a.m. in the Perry County Board of Commissioners Hearing Room, 25 West Main Street, New Bloomfield, Pennsylvania. A copy of the Final Draft Plan is available for review at the Perry County Commissioner's Office at the same address. This notice is given pursuant to Section 302 of the Pennsylvania Municipalities Planning Code, as amended.

PETITION FOR ISSUANCE OF MOTOR VEHICLE TITLE
IN RE: 2002 MITSUBISHI GS VIN # 4A3AC44G52E034996
CHARLES STURGEON, Petitioner, requests a hearing be scheduled in Perry County Court regarding issuance of motor vehicle title for the above-referenced motor vehicle.
A HEARING is scheduled on the above-referenced issuance of vehicle title for Wednesday, August 2, 2011 at 9 a.m.

NOTICE OF INTENT TO SEIZE & SELL PROPERTY
NOTICE TO:
Zora Bullett, Harrisburg, PA 17103
Kevin Durf, Shermans Dale, PA 17090
Dava Garcia, Marysville, PA 17053
Bertus Lindeboom, Shermans Dale, PA 17090
Bryan McVitty, Mechanicsburg, PA 17050
NOTICE IS HEREBY GIVEN, under the Self Storage Act,

$299,900



Looking for secluded living but within 20 minutes to Carlisle and Mechanicsburg and 30 minutes to Harrisburg? This Shermans Dale property is FOR YOU! Quality 3 story, 3 or 4 bedroom home nestled on 8.5 acres of both wooded and open acreage. This home is STUNNING, has beautiful hardwood floors, floor to ceiling stone fireplace in family room, great kitchen. Home is bright & cherry with a very open and spacious feel. Outdoor rear deck, paver patio, 1 car and 2 car detached garages and 2 car carport.

Call TODAY to see this property!

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Realtor
Dennis Eckman
Realtor

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OUR PERRY COUNTY AGENTS

John Leidy 443-0195
Cliff Dellinger 440-0227
Mike Dellinger 226-1291
Teresa Hower 574-1771
Melissa Anderson 443-8852
Wayne Hartzell 503-3159
Curt Long 756-2184
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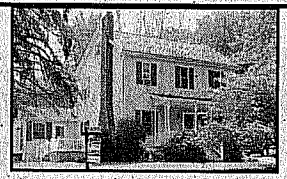
13.3-ACRE FARMETTE
Acreage, warehouse, barn, storefront, farmhouse, 2-car garage, it has it all. Turn back in time, raise your livestock, plant your garden. www.1932middleridge.com $199,000



6+ ACRES
House with barn, garage and workshop and view. Pool and large deck , small stream. Not many properties like this! Ready to move into! 1 mile west of Newport and 30 min to Harrisburg. www.2840newportroad.com $219,900

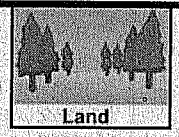
100% FINANCING

SHERMANS DALE - RETAIL/COMMERCIAL
Totally remodeled 4 years ago. New electric panel, 2 new heat pumps, new flooring throughout, fresh paint, new windows, 5 private offices, conference room, lunch room, 2 large administrative areas. 1.7 acres, lots of room to expand! Over 15,000 traffic count per day. www.5040springroad.com. $250,000

Call JOHN LEIDY (717) 591-7715 my desk • (717) 443-0195 my cell • jcl@leidy.com

ADORABLE TURNKEY CAPE COD
This home has been completely refurbished from the studs out (roof, windows, insulation, electric, heat pump w/central air, ceramic tile, carpet, etc. (simply everything is new). New stainless appliance package. Lots of storage! Come home to this landscaped corner lot and enjoy the gorgeous view of the river from your back porch. Visit www.428lincoln.com. $159,900

Call Teresa Hower at 717-574-1771



3 LIVERPOOL BORO BUILDING LOTS
- 0.4 acre, Market St. Public water & sewer, $34,900
- 0.5 acre, Market St. Public water & sewer, $34,900
- 2.5 acres, Rt. 17 at the boro line $44,900

Call Fred Noye Today 717-805-8760

GREENWOOD SCHOOL DISTRICT
All brick ranch house on nice level lot. Beautiful rural view from the rear of property. Large 2-car attached garage. Home is ready to move into w/just minor cosmetic improvements. Enjoy the stone fireplace during the winter and the peaceful rural setting. Basement is unfinished but has a woodstove hooked up for additional heat. $154,900.

Visit us at jgr.com
Experience the power ... across town or around the world

4. Legal Notice

HEARING NOTICE

Penn Township Zoning Hearing Board will hold a hearing at the Penn Township Municipal Building, 100 Municipal Building Road, Duncannon, PA at 7:00 p.m. on July 14, 2011. The hearing will consider the request of Richard Amspacher for the property (Parcel # 210,133.05-011.000) located at 249 Sawmill Road, Duncannon, PA 17020. The applicant has requested a variance of Article VI, Section 605, Rear Setback Limits of the Penn Township Zoning Ordinance.

Helen Klinepeter,
ZHB Secretary

Sheriff's Sale
July 22, 2011
at 1:00 p.m.

IN THE COURT OF COMMON PLEAS OF THE 41ST JUDICIAL DISTRICT OF PENNSYLVANIA, PERRY COUNTY BRANCH

By virtue of certain Writs of Execution issued out of the Court of Common Pleas of Perry County, PA, and to me directed, waiving stay, inquisition and exemption, I will on the above date at 1 o'clock in the Courthouse in the Borough of Bloomfield, Perry County, PA, expose to public sale the following described real estate:

PHH MORTGAGE CORPORATION, F/K/A/ CENDANT MORTGAGE CORPORATION, PLAINTIFF
Vs.
BRANDY STROMAN, DEFENDANT(S)
Judgment No. 2011-527, Writ No. 11-78
Attorney: Daniel G. Schmieg, Esq.
for Phelan, Hallinan & Schmieg, LLP

ALL that certain lot of ground situate in the Borough of Duncannon, Perry County, PA, bounded and described as follows:

BEGINNING at a point on the northern side of Hall Lane and lot, now of Charles E. Glass, et ux; thence along said Hall Lane N. 49 degrees 40 minutes W. 78.25 feet to a point at the northern side of Hall Lane and lot, now or formerly of Thomas Wilkinson, thence along said lot N. 37 degrees 06 minutes E. 146.6 feet to a point at lands of Andrew Boyle; thence along said lands of Andrew Boyle S. 49 degrees 30 minutes E. 71.15 feet to a point at lot now of Charles E. Glass et ux, thence 37 degrees W. 146.3 feet through the centerline or partition wall of a double frame dwelling house, to a point, the Place of BEGINNING.

HAVING thereon erected a two-story frame house.

TITLE TO SAID PREMISES VESTED IN Brandy Stroman, single woman, by Deed from Martha E. Glass, widow, by her attorney-in-fact, Charles F. Rohrer, dated 01/24/2003, recorded 01/27/2003 in Instrument No. 200300897.

TAX PARCEL No. 060,118.02-053.000

Property: 422 Hall Lane, Duncannon, PA 17020-1440

All parties in interest and claimants are hereby notified that a Schedule of Distribution will be filed by the Sheriff in the Office of the Sheriff and the Prothonotary on August 11, 2011 and that the distribution will be made in accordance with said schedule unless exceptions are filed thereto within ten (10) days thereafter.

Terms of Sale

Ten percent of purchase money to be paid when the property is stricken down, and the balance due August 1, 2011. Deed and transfer tax to be paid for by the purchaser.

CARL E. NACE, SHERIFF
New Bloomfield, PA

HEARING NOTICE

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A HEARING is scheduled on the above-referenced issuance of vehicle title for Tuesday, August 2, 2011 in courtroom 1 at 8:30 a.m.

Sheriff's Sale
July 22, 2011
at 1:00 p.m.

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FIRST NATIONAL BANK OF PENNSYLVANIA, PLAINTIFF
Vs.
NOAH I. YODER AND SADIE K. YODER, DEFENDANT(S)
Judgment No. 2011-79 Writ No. 11-58
Attorney: Scott A. Dietterick
for James, Smith Dietterick & Connelly

ALL THAT CERTAIN PIECE, parcel and tract of land, situate in Saville Township, Perry County, Pennsylvania, more particularly bounded and described, as follows, to wit:

BEGINNING at a point within the right of way of Township Road T-425 (Rupp Road) where the northwest corner of the property herein conveyed joins the northeast corner of lands now or formerly of Wayne W. Weibley, Jr. and the southern or eastern border of lands now or formerly of Grady T. Reisinger (Lot #1 of Plan Book 41, Page 19) said point also being North 36 degrees 24 minutes 08 seconds West, a distance of 36.45 feet from a concrete monument offset set at iron pin on the boundary of lands now or formerly of Wayne W. Weibley, Jr.; thence along lands now or formerly of Grady L. Reisinger and through the right of way of Township Road T-425, North 45 degrees 58 minutes 30 seconds East, a distance of 423.72 feet to a point; thence along same and through the right of way of T-425, North 57 degrees 03 minutes 15 seconds East, a distance of 172.54 feet to a point in the road, being the northeast corner of the property herein conveyed, and the northwest corner of Lot #1 of the hereinafter referenced subdivision plan; thence along the dividing line between the within conveyed and described Lot #2 and Lot #1, South 34 degrees 08 minutes 14 seconds East, a distance of 1,269.46 feet to a point marked by a

5.Announce

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serve the best. Call
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hotline.

PREGNANT? CONS
ADOPTION? FFTA is

Sheriff's Sale
July 22, 2011
at 1:00 p.m.

IN THE COURT OF COMMON PLEAS OF THE 41ST JUD
DISTRICT OF PENNSYLVANIA, PERRY COUNTY BRA

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in the Courthouse in the Borough of Bloom
Perry County, PA, expose to public sale th
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BANK, NATIONAL ASSOCIATION S/B
NATIONAL CITY BANK F/K/A NATION
CITY MORTGAGE A DIVISION OF
NATIONAL CITY BANK, PLAINTIFF
Vs.
DALLAS T. KIRK, DEFENDANT(S)
Judgment No. 2009-838 Writ No. 11-
Attorney: Gary McCafferty, Esquire f
Goldbeck, McCafferty & McKeever

ALL THAT CERTAIN piece, parcel or
of land situate in Duncannon Borough,
County, Pennsylvania, bounded and des
as follows:

ON the North by Margaretta Street; on th
by Market Street; On the South by Clark S
and On the West by lands of the Penn C
Railroad Company.

HAVING THEREON erected a frame dw
house numbered 603 Market Street.

BEING PREMISES: 603 N. Market Stree
603/607 North Market St. and 6 Clark Stre

TAX PARCEL #060,118.01-049.000

All parties in interest and claimants are h
notified that a Schedule of Distribution w
filed by the Sheriff in the Office of the Sheri
the Prothonotary on August 11, 2011 an
the distribution will be made in accordanc
said schedule unless exceptions are filed th
within ten (10) days thereafter.

Terms of Sale

Ten percent of purchase money to be paid
the property is stricken down, and the balan
August 1, 2011. Deed and transfer tax to b