Pennsylvania’s Recreation Plan 2004-2008
Pennsylvania’s Recreation Plan
2004-2008

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Introduction
INTRODUCTION

What is Pennsylvania’s Recreation Plan

Pennsylvania’s Recreation Plan provides a vision for the future of recreation. As a result of extensive research and public participation it reflects the concerns of its citizens and the strategies for implementation as detailed by providers of park and recreation services throughout the state.

- It serves as the Commonwealth’s official policy document for identifying recreational issues, needs, policies and capital investment priorities.
- It is a guide for the acquisition, development, rehabilitation and protection of resources and provision of recreation opportunities and services to the state’s citizens and visitors.
- It provides a framework for ensuring the protection of Pennsylvania’s highly valued cultural and natural resources, and enhancing existing recreational opportunities within the Commonwealth.

Why Does Pennsylvania Develop A Statewide Recreation Plan

The primary reason that the state has developed a statewide recreation plan is because it is necessary to have priorities and strategies to help meet the recreational needs of its citizens, a thorough understanding of the trends and issues, stakeholders participate in the development of the priorities and strategies so they are aware of what is needed to reach the desired goals.

The state also develops a statewide recreation plan to ensure that Pennsylvania remains eligible to receive federal Land and Water Conservation Funds.

Federal Land and Water Conservation Fund

In 1958, increasing consciousness of public health and environmental issues and an expanding need for recreational space combined into a bipartisan mandate creating the Outdoor Recreation Resources Review Commission (ORRRC). After three years of research, the Commission developed specific recommendations for a national recreation program. The ORRRC report of 1961 emphasized that State and local, as well as Federal, governments and the private sector were key elements in the total effort to make outdoor recreation opportunities available. The Commission's major recommendations were:

1) The United States should establish a national recreation policy to preserve, develop and make accessible to all Americans the resources needed "for
individual enjoyment and to assure the physical, cultural, and spiritual benefits of outdoor recreation."

2) All agencies administering outdoor recreation resources--public and private--should adopt programs designed to make the best possible use of available resources in light of people's needs.

3) Each State, through a central agency, should develop a long-range plan for outdoor recreation, to provide adequate opportunities for the public, to acquire additional areas where necessary, and to preserve outstanding natural sites.

4) An independent Bureau of Outdoor Recreation should be established in the Interior Department to lead nationwide efforts by coordinating Federal programs, conducting nationwide planning and assisting other levels of government.

5) A Federal funding program should be established to provide grants to States that would stimulate and assist them to meet new demands for outdoor recreation and to pay for additions to the Federal recreation estate.

Largely as a result of ORRRC's work, legislation was proposed that would establish a "Land and Water Conservation Fund" (LWCF) to assist States in planning, acquisition and development of recreation resources and to finance new Federal recreation lands.

Following Commission recommendations, great emphasis was placed on planning for future recreation opportunities. In its hearings on the LWCF bill, Congress defined requirements for Statewide Comprehensive Outdoor Recreation Plans (SCORPs) that would be a condition of State grants.

Recognizing the rapid loss of the land and water recreation base to development, one of the proposed legislation's major purposes was to reduce the lag in recreation land acquisition. The House Interior Committee's report on the bill stated that "During the first years of the program, emphasis will necessarily be on planning and land acquisition activities. It is important that acquisition be undertaken before the land becomes unavailable either because of skyrocketing prices, or because it has been preempted for other uses."

The Senate Interior Committee's hearing report addressed the distribution of grant funds. It said that "in providing outdoor recreation resources and facilities for the American people, the greatest emphasis should be given to those areas with large concentrations of people."

Congress clearly indicated that the new Federal program should have a lasting effect on the supply of recreation sites and facilities by requiring that sites assisted be added permanently to the national recreation estate. As a result, Section 6(f)(3) of the Act states unequivocally that grant-assisted areas are to
remain forever available for "public outdoor recreation use," or be replaced by
lands of equal market value and recreation usefulness.

With vigorous bipartisan support in both Houses of Congress, the bill was passed and signed into law on September 3, 1964, as Public Law 88-578. The Act established a funding source for both Federal acquisition of park and recreation lands and matching grants to state and local governments for recreation planning, acquisition and development. It set requirements for state planning and provided a formula for allocating annual LWCF appropriations to the States and Territories.

Since 1965, funding for the grants program has averaged approximately $100 million per year, with a peak of $369 million in 1979. In the last 20 years, annual appropriations have decreased to a low of zero funding in 1982 and 1996-1999. However, the drought ended with a $40 million appropriation in FY 2000, and $89 million in FY 2001.

From a historical perspective, LWCF grants have contributed greatly to the outdoor recreation estate over the past 33 years. It is significant that a considerable amount of the income going to the Fund has come about through the leasing of offshore oil rights, thus recycling an important natural resource back to public use. While one resource is being used another is being protected.
OVERVIEW OF STATEWIDE RECREATION PLANNING WITHIN THE COMMONWEALTH

Pennsylvania’s original statewide plan has evolved through five updates and an expansion of the number of agencies which participate in the development of the plan and provide annual reports on their implementation actions.

The 1965 Land and Water Conservation Fund Act mandated a Pennsylvania recreation planning function. Governor William Scranton designated that the State Planning Board prepare the Commonwealth's first Recreation Plan in cooperation with the Fish and Boat, Game, and Historical and Museum commissions and the Department of Environmental Resources’ predecessor, the Department of Forests and Waters.

Pennsylvania's first plan in 1967 was titled Statewide Outdoor Recreation Plan - An Interim Report. This plan:

1. Evaluated Pennsylvania's recreation facility and open space deficiencies;
2. Formulated short and long-term priorities and goals for recreation development and natural resource conservation;
3. Identified land and facilities matching identified needs and policy goals;
4. Identified ways for coordinating the efforts of state and local government agencies active in recreation management;
5. Integrated Pennsylvania's outdoor recreation and open space planning into a national perspective utilizing LWCF fiscal and administrative support; and
6. Promoted the concept of a collaborative research program to keep statewide open space and outdoor recreation planning current and comprehensive.

In 1971, the State Planning Board published the first update - Pennsylvania's Statewide Comprehensive Outdoor Recreation Plan. The update:

1. Advocated area development and restoration of Pennsylvania's natural recreation resources;
2. Involved other state agencies with the planning process for the first time;
3. Recommended an ongoing Recreation Coordination Committee and a comprehensive trails system; and
4. Emphasized environmental education programs.

The next update, entitled Pennsylvania's Recreation Plan, was published in 1975 by the Governor's Office of State Planning and Development (OSPD). The plan's title change reflected a shift toward the philosophy that recreation activities simply could not be limited to the outdoors. The plan concluded:

1. Close-to-home, day-to-day recreation needs were not being met satisfactorily;
2. Public information programs would increase use of state recreation areas and facilities;
3. The Commonwealth should accelerate programs for managing rare or unique natural and historic areas;
4. Bicycling needs were, as yet, unassigned to any state agency; and
5. Long-range operation and maintenance costs of recreation facilities needed better quantification.

_Pennsylvania's Recreation Plan 1980-1985_ was published in 1980. This fourth document was finalized by Department of Environmental Resources' staff following the Recreation Planning Program's transfer to the Department by Governor Milton Shapp in January, 1978. The most significant recommendations of the plan were:

1. Adequate funding is needed for the rehabilitation, operation, programming and maintenance of existing recreation facilities and programs; and
2. More recreation facilities and programs are needed near to where people live in order to maximize both recreation opportunities and community conservation.

_Pennsylvania's Recreation Plan 1986-1990_ was published in 1986. A major emphasis of this update was to increase efforts to address the needs of recreation providers as well as the needs of recreation participants. The highest priority issue identified at public workshops and through various surveys was that the recreational needs of Commonwealth residents were not adequately satisfied due to limited sources of funding to finance public recreation investments. Both recreation providers and users expressed the concern that, without a constant and stable flow of dollars, recreation resource managers cannot maintain the quality of existing recreation facilities and services, much less try to expand to address other unmet needs. Other significant issues that were high priorities in the plan were:

1. Provide additional opportunities for recreation by maximizing the utilization of existing recreation resources.
2. Continue selective acquisition of land for recreation.
3. Address the unmet needs of special populations.
4. Encourage public/private partnerships and private sector involvement in the provision of recreation opportunities and services.
5. Make greater use of public school facilities to provide community recreation programs.
6. Identify, acquire, preserve and protect important areas of natural, cultural and historical significance.
7. Continue to be competitive in keeping leisure and tourism dollars in the state and attracting dollars from outside the state.

In the fifth update, Pennsylvania's Recreation Plan 1991-1997 focused on three major priorities: funding, greenways and planning and coordination.

For the third time, Pennsylvania’s Recreation Plan emphasized that a stable and predictable source of funding was still the number one issue that needed to be addressed during the nineties.

The second issue identified emphasized the need to protect, conserve or manage the Commonwealth's significant natural, cultural, historic and recreation resources by implementing programs that address greenways; cultural, historic or scenic resource corridors; open space, wetlands and other conservation initiatives.

The third issue identified in Pennsylvania's Recreation Plan 1991-1997 was the need to identify and establish legislative, formal and informal mechanisms, and public and private partnerships to coordinate and plan for the efficient and effective provision of natural, cultural, historic and recreation resources, facilities and programs to all Pennsylvanians.
Chapter 1
A Vision for the Future
Chapter 1: A VISION FOR THE FUTURE

Introduction

As Pennsylvania embarks upon the 21st century it faces many challenges regarding its economic well-being, its diverse natural and cultural resources and the quality of life enjoyed by its citizens. This document, Pennsylvania’s Recreation Plan 2004-2008, provides a framework for addressing these challenges, while recognizing the importance of strengthening our economy, protecting our valued natural and cultural resources for future generations and enhancing the quality of life of our citizenry by addressing the recreation and leisure needs of Pennsylvania’s residents and visitors now and in future years.

Pennsylvania’s Recreation Plan 2004-2008 maintains the Commonwealth’s eligibility to receive federal Land and Water Conservation Fund (LWCF) monies by providing a guide for meeting these challenges of the 21st century.

Since the publication of Pennsylvania’s Recreation 1991-1997, the Commonwealth has achieved several major accomplishments in implementing the priorities of that plan. The three major priorities of the 1991-1997 recreation plan were a stable source of funding, greenways and more planning and coordination to meet recreation needs. The three most notable accomplishments to address these issues were: 1 - the creation of the Commonwealth’s Keystone Recreation, Park and Conservation Fund (Key 93) to help meet the growing recreation and park needs of residents throughout the state; 2 - the creation of the Department of Conservation and Natural Resources (DCNR) to enhance the conservation of the Commonwealth’s natural resources and 3 - the development of statewide greenways plan and implementation of a statewide greenways program.

Funding

The Keystone Fund was established by passage of the Keystone Recreation, Park and Conservation Fund Act (Act 1993-50) which was signed into law on July 2, 1993. The Keystone Fund is supported by a 15 percent annual allocation from the State Realty Transfer Tax revenues.

New Agency

The Pennsylvania Department of Conservation and Natural Resources (DCNR) was established on July 1, 1995. The primary mission of DCNR is to maintain, improve and preserve state parks; to manage state forest lands to assure their
long term health, sustainability and economic use; to provide information on Pennsylvania’s ecological and geologic resources; and to administer grant and technical assistance programs that will benefit rivers conservation, trails and greenways, local recreation, regional heritage conservation and environmental education programs across Pennsylvania.

The Keystone Fund provides funds to DCNR to maintain and improve state parks and state forest land. In addition it also provides funding for a variety of grant and technical assistance programs to help communities conserve natural and cultural resources, provide outdoor recreation, enhance tourism and foster economic development.

In addition to the Keystone Recreation, Park and Conservation Fund (Key 93), DCNR receives funding from the Environmental Stewardship and Watershed Protection Act (Growing Greener), and Act 68 Snowmobile and ATV Trails Fund. The Department also receives federal funding from the Land and Water Conservation Fund (LWCF) and the Recreational Trails component of the Transportation Equity Act for the Twenty-first Century (TEA-21).

The Environmental Stewardship and Watershed Protection Act was signed into law in December 1999 and created the Growing Greener Program which invests nearly $650 million over a five-year period to address the environmental challenges of the 21st century: loss of open space and farmland, tainted waterways, abandoned mines, aging sewer systems, repair backlogs at state parks and forests, protect natural resources and enhance recreational opportunities in communities across the state.

**Pennsylvania Greenways: An Action Plan For Creating Connections**

One of the major recommendations of Pennsylvania’s Recreation Plan 1992-1997 was to protect, conserve or manage the Commonwealth’s significant natural, cultural, historic and recreation resources by implementing programs that address greenways, cultural, historic or scenic resource corridors, open space, wetlands and other conservation initiatives. As a result of this recommendation the Commonwealth held its first statewide Governor’s Conference on Greenways and Trails. A major outgrowth of that conference was the establishment of the Pennsylvania Greenway Partnership Commission and to charge them with the task of examining the potential of greenways within the Commonwealth and to develop an action plan to create a statewide network of greenways. Through the leadership and direction of the Greenway Commission, **Pennsylvania Greenways: An Action Plan for Creating Connections** was completed in 2001. This study is an integral part of updating Pennsylvania’s Recreation Plan and sets forth the goals and objectives that will be implemented to address greenway and trail issues and to create a network of greenways that will eventually connect every community throughout the state.
Planning Process and Public Participation

Pennsylvania’s Recreation Plan 2004-2008 is the culmination of extensive public participation, interaction with federal, state and local agencies, input from various advisory committees and specialized studies which have been undertaken and specifically relate to the issues and concerns addressed in Commonwealth’s update recreation plan.

There were many opportunities for stakeholders to participate in the update of Pennsylvania’s Recreation Plan through public meetings and the development of several studies undertaken to assess public opinion, determine needs, issues and priorities related to provision of parks and recreation resources, facilities and services and the protection of natural and cultural resources with the Commonwealth.

Some of the opportunities to public participation in the planning process and the specialized studies that became an integral part of the research for the development the findings and recommendations and future direction for the update of Pennsylvania’s Recreation Plan are listed here.

REGIONAL STAKEHOLDERS PUBLIC PARTICIPATION WORKSHOPS

In 2000, the Department of Conservation and Natural Resources began a major initiative to ask stakeholders throughout the state to pinpoint the recreation and conservation needs in their area. Ten meetings were held throughout the state. Attendees included park and recreation professionals, planning agencies, conservation groups, elected officials, non-profits, tourism agencies, government officials, any individual or group that would have a stake in the areas of parks, recreation and conservation. Each of the meetings had three primary purposes:

1) to determine recreation and conservation needs in their region;
2) to develop and prioritize strategies to address those needs; and,
3) to obtain information for updating the state recreation plan.

Although each region is unique and has its own perspective, there are some common issues that have implications statewide.

PENNSYLVANIA RECREATION NEEDS SURVEY

A public opinion “needs” survey was conducted to solicit the population’s views and opinions regarding the most pressing recreation resource needs that Pennsylvania is facing. Over 21,000 surveys were sent to a random mailing list of Pennsylvania households. Because of increased emphasis on promoting
planning at the county level, the random sample size of the survey was increased significantly to collect information at the county level.

Results of the 2003 Recreation Needs Survey were compared with past surveys, and as a result several issues share historical importance and, therefore, have major implications in policy discussions.

Adequate and sustained funding continues to be a concern for recreation facilities and programs. The 2003 study indicates moderate to strong agreement for using municipal and state general funds to support recreation.

Land use and land use decision-making remain important issues. There is a historic goal of the state to work with local governments to encourage land use decisions which protect the use and value of public recreation lands and that also protect habitat and scenic, natural, and historic resources. The identification and protection of important natural, heritage, cultural and aesthetic areas continue to be important to Pennsylvanians. The 2003 study also indicates that Pennsylvanians continue to support the protection of open space, greenways and other green infrastructure. They are also concerned about potential threats to resources, especially in growing communities.

There is also a history of concern for the quality of Pennsylvania’s rivers, streams, and lakes. The 2003 study indicates that Pennsylvanians, especially those in urban areas, continue to be concerned about maintaining and improving the environmental quality of our rivers and streams.

Vigorous public relations, information, and marketing programs have been identified as important goals over the last 20 years. The 2003 study indicates that the majority of Pennsylvanians is dissatisfied with and desire more information about recreation from both municipal and state sources. The study also found that the majority of citizens support the formation of a “Pennsylvania Recreation Information Center” on the internet.

**PENNSYLVANIA PARTICIPATION SURVEY**

A random telephone survey was also conducted to determine current recreation participation trends. The 2003 Pennsylvania Outdoor Recreation Participation Survey was designed to closely resemble earlier outdoor recreation participation surveys with long-range planning in mind. The sample size for this survey was also increased to collect information at the county level.

The 2003 Recreation Participation Survey was conducted between April and November of 2003 and included more than 7,100 Pennsylvania residents over the age of five. The two major improvements to the 2003 survey questionnaire
over previous versions were a more detailed list of recreation activities and the collection of more accurate cost data.

The 2003 Recreation Participation Survey collected specific data about 38 outdoor recreation activities. A global measure of recreation participation was used to identify recreation participants. More than three in four (77%) respondents participated in at least one outdoor recreation activity in the year preceding the survey. Subsequent questions about the 38 outdoor recreation activities were asked of all respondents who passed this initial screen. The specific outdoor recreation activities fall into four major categories: land-based activities, water-based activities, snow and ice-based activities, and individual and team sports activities.

Each respondent was asked whether or not they participated in each activity. A respondent who participated in an activity was asked how many times in the previous year that had participated and how many of those days were in Pennsylvania. Participants were also asked if the activity had taken place indoors. Respondents who participated in trail activities, such as mountain biking and hiking, were asked if they had used designated trails.

Data about recreation expenditures was requested from all respondents who had participated in at least one of the listed activities. One activity was randomly selected to measure expenditures. Data for equipment coasts, non-equipment costs and spending for the respondent’s participation was collected.

**SHAPING A SUSTAINABLE PENNSYLVANIA – DCNR’S BLUEPRINT FOR ACTION**

In January 2003, with the election of Governor Rendell, the Department of Conservation and Natural Resources came under the leadership of Secretary Michael DiBerardinis. With the profound responsibility to carry forward the efforts begun by such great leaders and conservationists like Gifford Pinchot, Joseph Rothrock and Maurice Goddard, the new Secretary set out to meet with stakeholders and staff throughout the state to determine how the Department could move into the next century of leadership.

By the time an action plan was drafted for staff review, a year of interaction was completed that included input and feedback from over 1,500 people. During his tour, the Secretary traveled to twenty state parks, seven forest districts and several heritage areas, and held many formal stakeholder meetings and numerous informal meetings to gather feedback. About 800 individuals took advantage of a written or online feedback form to provide the Secretary with thoughts and suggestions for improving the agency. That input was entered into a database in order to identify key emerging themes and priorities for DCNR.
From his information gathering, the Secretary saw the important role that DCNR's lands, facilities and programs have in the lives of Pennsylvanians. In meeting with local citizens, groups and elected leaders to hear their ideas about DCNR’s future, many commended the Department for the job that it is doing, but called for greater leadership and assistance in numerous areas. Stakeholders and staff throughout the state expressed strong support for the Department’s core responsibility to protect and enhance the resources entrusted to the Department by Commonwealth citizens. However, stakeholders also reinforced the belief that DCNR has a tremendous opportunity to broaden its mission to reach beyond its borders and use its programs and expertise to help improve the quality of life for all Pennsylvanians.

DCNR's new “Blueprint for Action” builds upon the Department’s strong foundation and expands its core mission to become a leading advocate and steward for the state’s natural resources. Given the Department’s expertise in many areas and more than a century’s work of experience in land management, DCNR is uniquely positioned to advance and expand its service to the Commonwealth by reaching more people with programs and expertise, playing a greater role in the state’s economic growth, helping to create attractive and livable communities and improving the quality of life for our citizens.

STATE FOREST RESOURCE MANAGEMENT PLAN

The Commonwealth’s state forests provide many benefits to the citizens of Pennsylvania. The harvest of quality hardwood timber helps support the state's $5 billion forest products industry that employs almost 100,000 people. These same forests provide habitat for a wide array of flora and fauna, including many rare, threatened, and endangered species. They also protect watersheds, which provide some of the cleanest water found in the Commonwealth for drinking and recreational opportunities. Our forests provide all this while facing dramatic increases in recreational activities that have become vital to Pennsylvania's tourism industry.

With increasing pressures on publicly owned forests, the Bureau of Forestry initiated a strategic planning effort to address the issue of long-term sustainability. In 1995, this effort resulted in the Bureau's strategic plan, "Penn's Woods - Sustaining Our Forests". The foundation of the strategic plan was a commitment to manage state forests using the principles of ecosystem management. This latest edition of the State Forest Resource Management Plan takes the guidance and direction outlined in the 1995 strategic plan and places them into action.

To gather, understand, and consider the needs and desires of Commonwealth citizens, the Bureau of Forestry conducted 42 public meetings throughout the state and held scores of meetings with various advisory committees and
numerous other stakeholder groups to help guide the Bureau and to make this a better plan.

The Recreation Section of the State Forest Resource Management Plan defines the recreation policy, goals and objectives of the State Forest System. Because of the size of the land base, state forests provide a unique opportunity for dispersed low-density outdoor recreation that cannot be obtained from small forested areas. However, state forests are finite and cannot provide everything to everyone.

Increasing recreational use is having a greater impact on other forest resources and forest ecosystems. With the influx of more individuals and groups in pursuit of recreation activities, it becomes increasingly important for DCNR to develop management strategies to provide quality outdoor experiences, minimize conflicts and maintain ecological processes.

The Recreation Section of the State Forest Management Plan consists of a history of state forest recreation, an inventory of current recreational opportunities, a statement of policy, goals and objectives, operating guidelines that regulate the coordinated management and future development of recreation, indicators of progress towards goals, and a list of critical research needs.

PENNSYLVANIA HERITAGE TOURISM DEVELOPMENT PLAN

Another objective of Pennsylvania’s Recreation Plan 1992-1997 was that recreation and leisure industries should be recognized as an effective means to enhance economic revitalization, tourism development and community conservation in the Commonwealth. The same historic sites, parks, forests, and cultural activities that make Pennsylvania such an attractive place to live and to visit, also play an increasingly important role in the growth of the state’s economy and the quality of life in its communities.

Regional heritage tourism development is a growing trend across the country, and Pennsylvania’s Heritage Parks Program (PHPP), administered by DCNR and the state Heritage Park Interagency Task Force, is widely considered the best-established statewide heritage area program in the country. The PHPP was launched in 1989 as an outgrowth of Pennsylvania’s Recreation Plan 1985-1990, to help regions across the state capitalize on Pennsylvania's unique industrial heritage.

With its pioneer heritage parks program, rich collection of historic sites, and recent tourism related initiatives; Pennsylvania has been a leader in heritage tourism development. But the state has reached a point where it must renew its commitment to heritage tourism development in innovative ways if it wants to continue to increase this contribution to the state’s economy.
In May of 2000, the Department of Conservation and National Resources (DCNR), the Department of Community and Economic Development (DCED), the Pennsylvania Historical and Museum Commission (PHMC), and the Center for Rural Pennsylvania convened a statewide Heritage Tourism Summit to determine the status of heritage tourism in Pennsylvania, and generate ideas about how to take heritage tourism to the next level. Participants at the Summit recommended that Pennsylvania should develop a statewide action plan for heritage tourism that identifies the next generation of creative initiatives, sets priorities, and recruits a wide range of public and private partners. Participants at the Summit also recommended that additional public and private investment is needed to make these priorities a reality.

In late 2002 the Pennsylvania Heritage Tourism Development Plan was published. This plan is also an integral part of the update of Pennsylvania’s Recreation Plan 2004-2008 and sets forth the goals and objectives that will be implemented to address Heritage Tourism in Pennsylvania.

PENNSYLVANIA COMPREHENSIVE NUTRITION AND PHYSICAL ACTIVITY PLAN

Another major focus of Pennsylvania’s Recreation Plan 1992-1997 was the necessity to promote the benefits of parks and recreation to generate support for additional funding. A major benefit of parks and recreation is its ability to create more healthy lifestyles through increased physical activity. In our increasingly sedentary world, everyone needs more physical activity in their daily lives, but are just not getting enough. The Pennsylvania Department of Health has taken the lead in promoting better health through increased physical activity via the development of the Pennsylvania Comprehensive Nutrition And Physical Activity Plan.

To accomplish this research effort, the PA Department of Health received funding from the Centers for Disease Control and Prevention to develop a state “Nutrition and Physical Activity Program to Prevent Obesity and Related Chronic Diseases” in July 2001. The plan incorporates a broad range of activities to promote nutrition and physical activity to prevent obesity. An initial outcome of the planning process is the creation of Pennsylvania Advocates for Nutrition and Activity (PANA). PANA is a statewide coalition that will coordinate the implementation and evaluation of nutrition and physical activity in the state.

This plan is also an integral part of the update of Pennsylvania’s Recreation Plan 2004-2008 and sets forth the goals and objectives that will be implemented to promote the health benefits of parks, and to improve the health of all Pennsylvanians through more active lifestyles.
Pennsylvania’s Wildlife and Wild Places – *Our Outdoor Heritage in Peril*

reports that powerful landscape changes over the last two decades are threatening both wildlife and their habitats in a way that could forever alter Pennsylvania’s outdoor heritage. This report culminates a three-year collaborative effort commissioned by the Department of Conservation and Natural Resources (DCNR), the Pennsylvania Game Commission (PGC), and Pennsylvania Fish and Boat Commission (PFBC) to examine the condition of Pennsylvania’s wildlife habitat.

This report confirms that land development changes over the last few decades are resulting in a different and more permanent impact that is changing the face of our landscapes and habitats at a rate that is both destructive and unsustainable. The report suggests that lands lost to development are three times greater than lands being conserved. Pennsylvania is estimated to lose around 120,000 acres each year, even though population growth is relatively flat. Because of declining acreage of core forest areas, farmlands and grasslands as well as pollution of Pennsylvania’s waterways, species that depend on these habitats are being adversely affected.

The report chronicles how Pennsylvania’s landscape and species have changed over the 300 years since William Penn arrived. It credits a conservation movement spearheaded by sportsmen that took hold in the late 1880s for turning around the decimation of forests, streams and wildlife by early settlers. The report also suggests that while the state recovered from the early exploitation of resources, powerful new threats such as sprawl, acid rain, exotic forest pests, invasive species, deer overpopulation, and acid mine drainage are permanently changing the face of the landscapes and wildlife across Pennsylvania.

The report outlines five major recommendations to preserve Pennsylvania’s outdoor heritage, maintain the economic value of wildlife-linked recreation, and sustain rural economies that depend on forests, farms, and outdoor tourism. These five recommendations are:

1. protect the best of what remains of Pennsylvania’s major habitat types;
2. restore and improve degraded or impaired habitats;
3. work cooperatively to conserve privately owned, working resource lands;
4. strengthen species inventory, monitoring and research programs; and,
5. promote environmentally responsible land use.
Stagnant growth, housing sprawl, and increasing abandonment of Pennsylvania’s cities and older suburbs are dimming the prospects for high-wage economic recovery throughout the state, according to a report released by the Brookings Institution Center on Urban and Metropolitan Policy.

Back to Prosperity: A Competitive Agenda for Renewing Pennsylvania cites new data on state economic development and transportation spending to suggest that years of unfocused public investment have steered billions of tax dollars to the exurban fringe. Combined with severely fragmented local government and poor planning, these patterns have led to minimal employment and wage growth even though the state ranks among national leaders in dollars spent per capita on economic development.

Older Pennsylvania is basically subsidizing its own decline, to the detriment of the state's economic future. Cities and older suburbs, home to 58 percent of Pennsylvanians and the driver of 88 percent of the state economy, possess the infrastructure and amenities necessary to attract new businesses and young talented workers. These critical assets, however, are being squandered at the same time residents are experiencing stagnating home values and rising property tax rates.

The 121-page “Back to Prosperity” report analyzes current demographic, market, and development trends statewide and statistically profiles eight key metropolitan areas. The report also presents a five-part policy agenda for revitalizing the state economy by steering investment back to cities, boroughs and older townships; leveraging existing infrastructure; revitalizing established neighborhoods; and maximizing the emerging strengths of Pennsylvania’s economic future, including its health care and education sectors.
NEW TRENDS AND DIRECTIONS FOR THE FUTURE

Historically, the number one issue by recreation and park providers and by the public has been the need for additional funding to provide more park and recreation opportunities and facilities close to where people live. Today’s stakeholders, however, are much more perceptive to all the dynamics and what is needed to be successful in any effort to implement improvements to Pennsylvania’s recreation system. Through public meetings and research, stakeholders have told us that there are three necessary ingredients to successfully meeting the recreation needs of Commonwealth residents. Funding for recreation is listed as one of those essential ingredients, but funding alone is not enough. Resources must be managed to provide quality outdoor recreation experiences and to create more livable communities, and stakeholders, both public and private, must build their capacity through partnerships and developing new and innovative ways to do business.

Providing for the recreation needs of the residents of the Commonwealth is far-reaching goal. Although we have come to realize that recreation offers relief in the face of society’s problems – that it can have a substantial role in improving health and fitness, reducing substance abuse, stimulating tourism and economic growth and, in general, make life better for Pennsylvania’s citizens, it is difficult to implement the necessary measures to ensure that the right tools for success are in place.

Funding – There is a need for additional funding in order to enhance quality of life and meet growing park and recreation resource needs within the Commonwealth.

Adequate funding is a major key to address the many issues brought up by stakeholders. Although great progress was achieved with the passage of the Keystone Recreation, Park and Conservation Fund Act in 1993, additional funding pressures and the need for new initiatives have strained limited resources. The need for more open space to stem the tide of escalating sprawl and the negative economic consequences it is having on the state has heightened the need for additional funding for the acquisition of open space lands before they are lost forever to development. A recent report completed by the Heritage Conservancy, Pennsylvania’s Wildlife and Wild Places: Our Outdoor Heritage in Peril, state that development consumes 350 acres of Pennsylvania’s open space every day. The ratio of developed to conserved lands is three to one.

The need for increased assistance for our older cities and suburbs to rebuild their green infrastructure, to curb further economic decline and to reverse the loss of businesses and educated young citizens to other states has become more and more evident. During the last decade approximately 65 percent of cities and
boroughs have lost population, while 75 percent of the state’s second-class townships grew.

In addition, the Brookings Report states: “In the latter half of the 1990s, Pennsylvania, the sixth-largest state, experienced the fifth-largest net out-migration of residents, and the ninth-largest percentage loss of young people aged 25 to 34 years old in 2000. Pennsylvania actually ranks number one in the absolute loss of young workers between 1990 and 2000. Focus group research of young knowledge workers in Pittsburgh revealed that while nearly all of the young people liked Pittsburgh, they noted a lack of particular cultural, natural and recreational attributes that would encourage them to stay in the areas.”

The pressure for increased funding for greenways and trails is reinforced by a recent recommendation from the Surgeon General, concluding that states should provide more opportunities for physical activity through greenways and trails to curb the effects of heart disease and obesity. In addition, the number of greenway and trail projects submitted for funding has increased dramatically in recent years. And with limited funding available, the number of projects that go unfunded has increased. It has also been suggested that many hiking trails and critical trail connections without new investments. Many of these trails are on private lands, but are important connections to major trail systems on public lands. These trails and connections will be lost forever if they are not acquired.

**Create More Healthy and Livable Communities – There is a need to create more healthy and livable communities to successfully serve the recreational needs of those who live, work and play within them.**

Community design movements are now addressing a wide range of issues related to quality of life. These include the livability of communities, “smart growth,” land use, public safety, environmental health and economic development. In many cases, these efforts have successfully revived communities and engaged citizens. The Robert Wood Johnson Foundation has also recently initiated a national program to improve public health through strategies and environmental changes that encourage active living. Pennsylvania needs to revive its communities, especially its older urban and suburban cities and towns to make them more healthy and livable places for residents.

Current patterns of urban and suburban development have seriously impaired the quality of life in our communities through increased congestion, pollution, loss of open space, inequitable distribution of economic resources and the loss of a sense of community. Lack of both planning and intergovernmental cooperation threaten the natural, heritage and recreational resources and quality of life that are key factors in attracting and retaining people in Pennsylvania.
Innovations in technology created a shift from an agricultural or industrial society to a postindustrial society. The technology advances of the 20th century also brought instant communications and the ability to traverse short and long distances relatively quickly, which in turn have created development patterns that promote sprawl. All of these technology advances have created a climate for sedentary lifestyles that are threatening the health of our residents nationally and within the state through increased obesity and heart disease.

To promote healthier lifestyles, resource agencies must work with the health industry to implement the Pennsylvania Nutrition and Physical Activity Plan and to create a Pennsylvania where individuals, communities and public and private entities share the responsibility for reshaping communities to support and promote active lifestyles and access to healthy food choices.

The major priorities identified during the statewide recreation planning process to address the healthy and livable communities issue include conserving more open space, providing connections and linkages to recreational opportunities, facilities and resources and maintaining existing facilities.

**Open Space** – Significant natural, cultural and open space resources, such as greenways, cultural, historic or scenic corridors and wetlands, should be protected for future generations.

**Connecting and Linking** – Increase opportunities for quality outdoor experiences by connecting and linking communities with recreation, park and conservation resources.

**Maintain Existing Facilities** – Ensure that future generations have access to quality recreation experiences through proper maintenance and stewardship of existing facilities and resources.

**Build Capacity** – There is a need to build more capacity at all levels, through partnerships and innovative ways of doing business, to empower stakeholders in meeting recreation needs.

In the development of Pennsylvania’s Recreation Plan update, the Bureau of Recreation and Conservation held ten regional stakeholders meetings to determine the recreation and conservation needs in each region and to develop and prioritize strategies to address those needs. Although more funding for grant programs was consistently identified as a major issue, stakeholders also recognized that they need to build their capacity to better meet the growing needs in their area.

The primary goal of building capacity for recreation stakeholders is to empower them to be more self-reliant and develop their potential in creating healthy and
livable communities for citizens. Such communities will have a sense of place and enhance quality of life by providing a sustainable environment where people can live, work and play.

Stakeholders identified the need for better information about recreation needs, trends, innovation solutions and best practices, as well as information about recreation opportunities as a key element in building capacity. Stakeholders also said that assistance was needed in educating recreation providers and elected officials about their role as partners in creating healthy communities. And most importantly, it is essential to engage in wider community partnerships to achieve their long-range visions.

The major priorities identified during the statewide recreation planning process to address the healthy and livable communities issue include enhancing the body of knowledge available to stakeholders by establishing an information clearinghouse, facilitate more cooperation and coordination among all stakeholders, and educate decision makers and promote the economic, environmental and societal benefits of quality outdoor recreation resources.

**Clearinghouse Functions** – Establish a central clearinghouse for recreation and park information.

**Cooperation and Coordination** – More cooperation and coordination should occur between all levels of government, schools and the private sector to ensure the efficient and effective provision of natural, cultural, historic and recreation resources, facilities and programs.

**Education and Promotion** – Effectively educate and promote the economic, tourism, and societal benefits of recreation and park opportunities and their impact on quality of life issues.
Chapter 2
The Benefits and Scope of Recreation in Today's World
Chapter 2: THE BENEFITS AND SCOPE OF RECREATION IN TODAY’S WORLD

Introduction

Recreation provides important benefits to the quality of life for Pennsylvanians. The physical, mental and social benefits of recreation are well known; recreation enriches our lives, improves our health, promotes active lifestyles, and provides outlets for socializing and family activities. However, the benefits and scope of recreation extend well beyond the quality of life impact within our communities and the vitality of our economy in ways that are not often considered. It is important to recognize these wider benefits and impacts to justify the necessary public investment in recreation and recreational facilities in a climate of tight government budgets. Considering the value of recreation in a broad context can also lead to a better understanding of how recreation is related to other community trends and initiatives, and can lead to new partnerships to achieve common goals.

The economic benefit of recreation cannot be underestimated. Outdoor recreation accounts for one-fifth of all leisure travel in the state. According to a recent report, “direct expenditures for outdoor recreation travel in 1997 were $4.03 billion, or 33 percent of Pennsylvania’s leisure travel spending.” (D.K. Shifflet, 1998)

The availability of outdoor recreation opportunities – and the associated economic benefit - depends on the character, quality, size and location of public lands. Over 2.4 million acres of state parks and forestry lands and 1.4 million acres of game lands, along with county, municipal and federal open space and parklands, create the opportunities for a variety of outdoor recreational services. Some public open space provides passive recreational opportunities and is largely undeveloped. Other public lands are more intensively developed and offer a wide range of outdoor recreational activities that include camping, swimming, boating, biking, hiking, hunting, and fishing. Demand for other less traditional outdoor recreation activities, such as kayaking, rock climbing, ATV riding, mountain biking, golfing, and geocaching, are increasing. The variety and quality of outdoor recreation opportunities are directly linked to the character of public lands that are available for recreational use.

Provision of variety of recreational opportunities requires a wide range of facilities and venues for different types of recreation. Although some facilities are dedicated to specific recreational activities, such as swimming pools, recreation centers and playing fields, other recreational venues serve multiple functions. Game lands and state parks, for example, also provide environmental benefits, protect water resources, and promote environmental education. Recreational activities often take place in venues that are primarily designed for other purposes; bicycle touring requires the use of transportation infrastructure. Walking for recreation takes place on public sidewalks and urban trails, as well as on hiking trails in state parks. A comprehensive approach to providing recreational opportunities includes consideration of the ways our communities and land uses support recreational activities. To encourage more active lifestyles and offer a wide range of recreational opportunities, it is important to promote recreation both in dedicated facilities and in many other venues throughout our communities.
Looking at recreation from this broad perspective, recreational opportunities can be seen in a broader context and in relationship to other community trends and initiatives. For example, increasing access to recreational opportunities may be achieved incidentally when communities incorporate facilities for bicycling and walking into the transportation infrastructure or in new development. New venues for recreation may be an outcome of flood plain protection, when communities take measures to prevent inappropriate development along rivers and streams and instead promote low impact recreational uses. Creating walking and biking connections between local parks and residential neighborhoods can increase access to established recreational facilities, and promoting more active lifestyles to improve health can lead to higher use of recreational facilities.

The provision of recreational opportunities can support the achievement of many other community objectives. At the same time, positive impacts on recreation can be direct or indirect outcomes of actions taken to influence land use, community infrastructure and public services. The benefits of an integrated network of recreation include implicit support for initiatives from other disciplines that also contribute to our quality of life, in fields such as:

- Land Use Planning
- Open Space Conservation
- Greenways
- Tourism
- Public Health

Fostering activities in these fields to address recreational needs can become a powerful strategy for improving the quality of life for all Pennsylvanians. Successful partnerships with organizations working within these related fields can even increase recreational opportunities and participation.

Considered from this perspective, the scope of recreation extends well beyond the edge of the park and ball field to include all of the public spaces and shared resources within our communities; the benefits of recreation can be equally far-reaching, with positive impacts that extend to community form, environmental quality and public health. The following section presents an overview of important initiatives that can complement, support and promote recreational goals.

An Overview of Recreation-Related Community Initiatives

**Land Use Planning**

Over the past few years, land use planning has evolved to incorporate several new practices with the goal of achieving balance among growth, development and preservation of natural resources. The importance of linking an ecological network of open space, with opportunities for recreation between neighborhoods, communities and open space, is fundamental to these planning initiatives. Smart Growth, Sustainable Development, Watershed Protection, and Environmental Stewardship are some of the
initiatives that support appropriate land use and contribute to the environmental quality essential to outdoor recreation.

**Smart Growth**

Smart Growth is the term used to describe well-planned, well-managed land use as communities expand. According to Smart Growth America, "a central goal of any smart growth plan is to add new homes and create new jobs while preserving open space, farmland, and environmental resources." Smart Growth principles include designing communities with parks and open space, successful downtowns and convenient shopping. Smart Growth communities include “walkable” town centers and neighborhoods with mass transit accessibility, where auto travel is an option rather than a requirement. Smart Growth advocates apartments, townhouses and single-family homes that are clustered together to preserve the largest amounts of open space. Smart Growth addresses a holistic view of providing housing, transportation and recreational needs while considering issues such as schools, traffic, open space preservation, and environmental protection.

A typical goal of Smart Growth initiatives is promoting a compact form of development, making use of existing infrastructure (i.e., roads, sewers, water and electricity) to allow for open space preservation both within development areas and surrounding the developed area. By encouraging a higher population density and more compact development, outdoor recreation opportunities can be developed near where people live, and walking and bicycling would be more convenient.

**Sustainable Development**

A frequently used definition of sustainable development comes from the 1987 United Nations World Commission on Environment and Development (the Brundtland Commission), "Sustainable Development meets the needs of the present without compromising the ability of future generations to meet their own needs."

Pennsylvania has several initiatives that address developing sustainable communities. Of special note is Pennsylvania’s *Growing Greener: Conservation by Design* program. The Growing Greener program is a collaborative effort sponsored in part by the Pennsylvania Department of Conservation and Natural Resources (DCNR). The program encourages communities across Pennsylvania to conserve their special open spaces, greenways and natural resources concurrently with development objectives through land use planning efforts.

The program advocates constructing zoning and subdivision ordinances to include adding public land to a community-wide network of open space every time a property is developed. By making several changes to local land-use documents—the comprehensive plan, the zoning ordinance and the subdivision and land development ordinance—to include conservation design principals, development on each parcel can be rearranged “so that half (or more) of the buildable land is set aside as open space. Without controversial ‘down zoning’ [rezoning of a tract of land to less-dense uses], the same number of homes can be built in a less land-consumptive manner, allowing the balance of the property to be permanently protected and added to an interconnected
network of community green spaces. The end result is a network of open space within
developed communities that can support “close-to-home” recreational activities.

Smart Growth and Sustainable Development mirror each other in many areas. Both
initiatives recognize the need for providing new housing and transportation resources in
a way that reduces motor vehicle dependency and includes preservation of natural
resources. Smart Growth and Sustainable Development also recognizes the need for
outdoor recreational opportunities within close proximity to where we live and work. By
encouraging municipalities to promote cluster housing developments within and near
commercial areas, outdoor recreation becomes part of community design as residents
are able to access bicycle and pedestrian friendly neighborhoods, trails and open
space.

**Watershed Protection**

The boundaries of a watershed include all the land area that drains into a given body of
water. According to the Center for Watershed Protection, “watersheds provide critical
natural services that sustain or enrich our daily lives: they supply our drinking water,
critical habitat for plants and animals, areas of natural beauty, and water bodies for
recreation and relaxation. Communities across the nation have discovered that they
must work at the watershed level to sustain the watershed services that they stand to
lose as they grow.” Protecting water quality is fundamental to water-based recreation
such as boating and fishing; it is also fundamental to the health and quality of
Pennsylvania’s public open space, which supports a myriad of outdoor recreational
activities.

A common goal in watershed protection strategies is to apply several land conservation
techniques including the use of conservation easements and open space development.
Conservation easements can be purchased or negotiated for from property owners in
order to provide a vegetative buffer between developments and natural resources.
Open space development is the use of designs that incorporate open areas into a
development site. Both conservation easement and open space development areas can
be used for either passive or active recreational activity or preserved as naturally
vegetated land.

Pennsylvania’s Department of Environmental Protection has integrated watershed
protection into its daily operations by creating the Bureau of Watershed Management.
According to the Bureau “The Commonwealth has made a significant investment in
assessing the condition of its 83,000 miles of free-flowing surface waters and publicly
accessible lakes. Pennsylvania has focused on analyzing watershed conditions at the
smaller state water plan level. By evaluating information and engaging the public at this
smaller watershed scale, support and commitment for feasible watershed restoration
that targets the highest priority areas . . . will be enhanced.”

As watershed protections strategies help to identify and protect open space and flood
plains, opportunities exist to provide outdoor recreation that coincide with protection
areas.
Environmental Stewardship

The general principal that defines environmental stewardship is to foster the responsible use and preservation of the natural resources that sustain us. A common goal in environmental stewardship is to preserve open space and protect the quality of the environment. Public agencies such as the US Environmental Protection Agency, as well as public and private universities, have formed partnerships with landowners and businesses to protect the natural resources of our country. DCNR has developed several conservation initiatives that meet the goals of environmental stewardship. They include:

The Stewardship Education Program assists landowners, local governments, and partners in conservation planning and implementation activities on the land.

Private Lands Stewardship provides vital technical assistance and educational opportunities and creates partnerships with members of the forest resource community, such as Penn State University, the Sustainable Forestry Initiative, Conservation Districts, and private forest firms. Pennsylvania has about 520,000 private forest landowners who own 12.5 million acres or approximately 75 percent of the Commonwealth’s forestland.

The Community Conservation Partnerships Program (C2P2) provides grant funding to counties, communities and non-profit organizations for conservation planning and open space acquisition.

Because Pennsylvania’s open space and natural resources that provide many outdoor recreational opportunities are privately owned, stewardship of environmental resources by all of Pennsylvania’s citizens is a desired goal. Stewardship programs also create enthusiasm for nature and appreciation for outdoor recreation.

Open Space Conservation

Open space conservation refers to the protection of undeveloped land to achieve a variety of benefits. Undeveloped land may serve important environmental functions, especially if the land includes natural resources such as forestlands or wetlands. Protecting open space with natural resource value carries environmental benefits, such as preserving water quality, habitat value, soils and/or forest health. Open space conservation can also offer other community benefits, such as preserving agricultural land, or providing places for public parks and recreation.

Two important concepts that are associated with open space conservation, Green Infrastructure and Biodiversity, are described below:

Green Infrastructure

Over the past few years, the term “green infrastructure” has been developed to emphasize the importance of connecting open space to maximize the benefits of open space conservation. Green infrastructure is "an interconnected network of protected land and water that supports native species, maintains natural ecological processes,
sustains air and water resources and contributes to the health and quality of life for communities. While open space conservation is essential for biodiversity as well as cleaner air and water, piecemeal conservation plans that focus on individual parcels of land can limit the benefits to the environment if they are not connected to a wider, regional ecological, human-made network. Green infrastructure is often contrasted with the "gray" infrastructure of the built environment, composed of roadway and utility systems (i.e., water, electric, and sewer systems), which are essential to modern community life. A green infrastructure of open space is essential to ecological health, and its functions are likewise dependent on the existence of a connecting network.

The concept of green infrastructure applies to both rural and developed areas; and, though impacted by the built environment, ecological processes are also at work in cities and towns. In developed areas, green infrastructure provides especially strong recreational value because of the potential for providing close-to-home recreation in areas where there is limited space available for parks and for bicycle and walking trails. Green infrastructure in more developed areas often incorporate linear corridors such as rivers and streams to create connections, which can be ideal for combined use as a recreational network of bicycle and walking trails, or for nature parks in floodplain areas.

Biodiversity

Biodiversity is the variety of life supported by our planet. Open space provides an environment to support biodiversity through access to food sources and shelter. The conservation of species through habitat diversity is dependent on the size and amount of preserved open space. Biodiversity is an important indicator of ecological health.

Biodiversity is linked to economic and social benefits. For example, to ensure healthy fish populations, anglers are dependent on the aquatic food chains that can support a diversity of species. Although Pennsylvania’s extensive game lands are managed to ensure the health of game species, these populations are dependent on the biological diversity that is essential to the ecological health of the land on which they depend. Species diversity ultimately provides economic opportunities for retail, recreation and tourism.

Protecting critical habitat by prohibiting development on designated open space areas is a key strategy for open space preservation efforts that target ecological health and species protection. Nearly every county in Pennsylvania has critical natural areas that contain rare, threatened or endangered species, natural communities of special concern, or significant ecological and geological landscapes worthy of protection. Since 1988, the DCNR Bureau of Recreation and Conservation has been providing funding to study and inventory these areas under the County Natural Areas Inventory program.

The inventories contain information on the highest quality natural areas in the county, including mapping and a description of each site. General recommendations to help plan for the protection and continued existence of rare plants, animals, and natural communities also are included in these inventories. With objective and accurate data, the County Natural Areas Inventories can be used locally to guide planning and development, while avoiding damage to unique ecological areas.
Greenways

Greenways are linear corridors of protected open space managed for conservation, recreation and transportation purposes. Greenways often follow natural land or water features and link nature preserves, parks, cultural features and historic sites with each other and with populated areas.

In Pennsylvania, greenways are broadly defined to include a wide range of open space and other types of corridors that create connections across the landscape; for example, a greenway corridor may function solely for open space protection and contain no facility for human trespass, or it may include a trail with no associated natural area, such as a bicycle route following a roadway corridor. What all greenways have in common is their linear form and their functionality as landscape “connectors.” The concept of Pennsylvania’s greenways, similar to green infrastructure, includes the concept of a system of linkages, which may require many different kinds of greenways to achieve.

Pennsylvania’s statewide Greenways Program was established in 2001 to promote and support the many local and regional greenway efforts in all 67 counties. The vision is to create a network of greenways throughout the Commonwealth, with a greenway in every community by 2020. This ambitious effort may help to significantly bolster outdoor recreational opportunities based on the comprehensive nature of the program. Because of the partnerships that have been formed, and the potential use of the emerging system of greenways for both recreation and non-motorized transportation, the greenways initiative may strongly influence the public to choose greenways for travel to destinations as diverse as parks and nature reserves to shopping districts and commercial areas.

PA Greenways: An Action Plan for Creating Connections, the master plan for Pennsylvania’s Greenways Program, emphasizes the need to accommodate all types of recreational users, young and old, in every community from rural to urban. Implementation of the greenways plan, which recommends the development of a comprehensive greenways system throughout Pennsylvania, offers exciting opportunities for recreation, both for the connections among parks, public open space and communities, and for the trail facilities that are themselves recreational destinations.

Tourism

Typically tourism is defined as “overnight travel or travel of more that 50 miles away.” Outdoor recreation and tourism go hand-in-hand in providing the public with recreational opportunities. A relatively new term used to describe tourism that is based on the natural environment is called “eco-tourism.” Many states including Pennsylvania have come to recognize the importance of eco-tourism in their economy. Pennsylvania’s local jobs and economies are dependent on tourism opportunities. Tourism in Pennsylvania “is the state’s second largest industry and pays economic dividends, particularly when travelers stay overnight for multiple days and spend money on accommodations, food, services and other goods in the community.”
The rich and varied scenic wonders and natural environments offered in the state and local parks, forests, historic sites and greenways in Pennsylvania provide many opportunities to encourage and enhance eco-tourism activities. “In 2000, domestic and international travelers spent an estimated $21.4 billion in Pennsylvania. This spending supported about 386,590 full and part-time jobs for Pennsylvanians, making it the third largest employment sector in the state’s economy.”

Outdoor recreational opportunities within parks and forest lands have helped to increase the economies of many small and rural communities near public lands.

Several state-sponsored initiatives have helped to enhance outdoor recreational opportunities for travelers. The Pennsylvania Department of Transportation (DOT) has developed several resources for cycling in the state. The Bicycling Directory of Pennsylvania provides a list of bicycling services and resources for both visitors and residents in Pennsylvania. The DOT also endorses seven long-distance bicycle-touring routes that cross the state. The on-road routes provide turn-by-turn directions for cyclists. DCNR has designated State Heritage Parks, which are “large geographic regions or corridors of the Commonwealth that span two or more counties; these areas contain a multitude of cultural, historic, recreational, natural and scenic resources of state and national significance that collectively exemplify the industrial heritage of Pennsylvania. Through regional partnerships and public grassroots planning strategies, these resources are identified, protected, enhanced and promoted to strengthen regional economies through increased tourism, creation of new jobs and stimulation of public and private partnerships for new investment opportunities.”

State parks and private resorts provide many opportunities for outdoor tourism. Outdoor adventure is available across the state year-round in the forms of hiking, biking, camping, swimming, skiing, ATV riding, golfing, rock climbing, backpacking, inline skating, hunting, sailing, bridle trails, ice boating, ice skating, scuba diving, canoeing, motor boating, sledding, cross-country skiing, snowmobiling, down-hill skiing, orienteering, disc golf, picnicking, watching wildlife, fishing, rails to trails, white water boating, and geocaching. Pennsylvania’s diverse and unique outdoor recreational opportunities provide potential for increased natural and heritage based tourism. Promotion of year-round outdoor activities can enhance tourism and thus local and state economies.

Public Health

Physical Benefits

One of the major health concerns for Pennsylvania and the nation is the dramatic increase in overweight and obesity among American adults and youth. “More than 65 percent of Americans are now overweight or obese. Increasing the level of physical activity of the American public, particularly among youth and older adults, is of critical importance to both restoring and maintaining public health.”

According to the Centers for Disease Control and Prevention (CDC) National Center for Chronic Disease Prevention and Health Promotion, “regular physical activity reduces people’s risk for heart attack, colon cancer, diabetes, and high blood pressure, and may reduce their risk for stroke. It also helps to control weight; contributes to healthy bones,
muscles, and joints; reduces falls among the elderly; helps to relieve the pain of arthritis; reduces symptoms of anxiety and depression; and is associated with fewer hospitalizations, physician visits, and medications. Moreover, physical activity need not be strenuous to be beneficial; people of all ages benefit from moderate physical activity, such as 30 minutes of brisk walking five or more times a week.\textsuperscript{xv}

It is recommended that adults obtain a minimum of 30 minutes of moderate exercise on most, if not all, days of the week\textsuperscript{xvi}. Regular physical activity is a key component of any weight loss effort. Greater access to outdoor recreation facilities can directly impact the obesity epidemic by encouraging residents to exercise in a low cost, convenient environment.

Current trends point to the need for more aggressive strategies to prevent and reduce obesity. Outdoor recreation can include nature-oriented activities such as hiking, biking, boating, fishing, hunting, nature sightseeing, swimming, wildlife watching, camping, skiing, horseback riding, snowmobiling, and ATV riding and community based activities that are most often team oriented like soccer or softball. Providing increased access to local outdoor recreational facilities offers opportunities for a healthier lifestyle for Pennsylvania’s citizens.

Pennsylvania offers many programs that encourage outdoor recreation. Providing land, facilities and programs for recreation are important strategies to promote more active lifestyles, and are part of the solution to serious public health problems. In addition to managing the system of state parks, forests and game lands with their many recreational offerings, the Department of Conservation and Natural Resources provides community technical assistance through grants to “build parks, playgrounds, and greenways, and acquire open space for passive recreation . . . . Trends in community recreation include the explosion of greenways and open space and their ability to make connections throughout the region.\textsuperscript{xvii} DCNR's technical assistance and greenway development programs promote close-to-home recreational opportunities which complement efforts to encourage Pennsylvanians to increase daily activity.

In February 2003, the Pennsylvania Department of Health published \textit{The Pennsylvania Nutrition & Physical Activity Plan to Prevent Obesity and Related Chronic Diseases}. An initial outcome of the planning process was the creation of PA Advocates for Nutrition and Activity (PANA), a statewide coalition that will coordinate the implementation and evaluation of the PA Nutrition and Physical Activity Plan. The plan is designed to “systematically target social and environmental factors that influence healthy eating and physical activity. The goals are directed at improving policies and practices of public agencies, communities, and organizations to support healthy lifestyle choices.\textsuperscript{xviii}

\textbf{Psychological Benefits}

Beyond the benefits to physical health that parks, trails and open space provide, research has pointed to a psychological value as well. Research shows that experience with the vegetated landscape reduces stress, arousal and anxiety. “Studies of urban open space have shown that they play a significant role in reducing stress, acting as a social facilitator and encouraging community cohesion.\textsuperscript{xix} According to another study, “nature serves as a stress reducer by reducing physiological arousal, necessitating fewer decisions based on external demands.”\textsuperscript{xx}
Exposure to nature for many people has been life altering. Wilderness adventure companies like Outward Bound use exposure to nature as a vehicle towards self-improvement.

A 1990 study of breast cancer survivors showed that compared to a control group, “the women that engaged in activities that included experiencing the natural environment three times a week for 20 to 30 minutes showed significant improvements in attention, on self-reported quality of life measures, and had begun a variety of new projects. The control group that was not encouraged to include exposure to a natural environment, continued to have attention deficits, had started no new projects and had lower scores on quality of life.”

According to a recent CDC press release, obesity is the number one health threat in the United States. A change in behavior to increase exercise and develop better eating habits is a necessity in order for the nation to reverse the current trend. Providing daily opportunities for outdoor recreation such as walking and biking as people go to work, run shopping errands as well as leisure time activities is imperative.

Conclusion

Planning for recreational facilities should ideally be conducted to include and engage the many related programs and agencies. Comprehensive planning for recreational facilities through partnerships with organizations that share related goals will ultimately provide greater opportunities for Pennsylvania’s citizens to enjoy a variety of environments that support recreation in their daily lives.

Recent developments in recreation planning make a strong case that close-to-home recreational opportunities are essential to our quality of life. As recreation moves closer to our homes and becomes an integral part of the conduct of our daily lives, the quality of both our lives and our communities will benefit.

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Chapter 3
Recreation Participation
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Summary of Findings

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Chapter One: Introduction

The 2003 Pennsylvania Outdoor Recreation Participation (PORP) Survey was designed to measure Pennsylvanians’ participation in outdoor recreation activities to provide data for the state’s five-year recreation plan. The telephone survey, conducted between April and November 2003, included interviews with more than 7,000 Pennsylvanians aged five and older. The survey was designed to gather data about participation in 38 specific recreation activities, days participated in each activity, and the amount of money spent on outdoor recreation activities.

This summary report reviews data on Pennsylvanians’ participation in outdoor recreation activities, the most popular recreation activities by demographic groups, trends in outdoor recreation in Pennsylvania, a comparison of Pennsylvania’s recreation participation to U.S. rates, days spent participating in outdoor recreation activities, days spent participating in outdoor recreation activities by demographic groups, and outdoor recreation spending. The report begins by discussing the survey methodology.

Survey Design and Implementation

The 2003 Pennsylvania Outdoor Recreation Participation survey was designed to closely resemble earlier outdoor recreation participation surveys conducted in the state. The two major improvements to the 2003 survey questionnaire over previous versions are a more detailed list of recreation activities and the collection of more accurate cost data. As in previous surveys, the 2003 PORP collected data from Pennsylvanians aged five and above. The 2003 PORP also contains the largest sample of respondents ever collected for the recreation plan; data was collected from 7,175 Pennsylvania residents over the age of five. The survey was administered by the Center for Opinion Research at Millersville University of Pennsylvania and was sponsored by the Pennsylvania Department of Conservation and Natural Resources (DCNR).

The main function of the PORP survey is to describe participation in a wide range of outdoor recreation activities in Pennsylvania. It was designed to provide specific estimates of the proportion of Pennsylvanians who participate in outdoor recreation activities. The DCNR will use this data as a basis for the development of its five year recreation plan, a planning document that is mandated by Federal regulation.

The PORP survey is designed to represent the non-institutionalized population of Pennsylvania, ages five and older. The survey used random sampling techniques to select households and individuals within each household to interview. An adult household member who could answer on the minor’s behalf was used whenever a sampled individual was between the ages of five and eleven. When a sampled respondent was between the ages of 12 and 17, a parent’s or guardian’s permission was gained before the interview was conducted. The sample design, as specified by DCNR, called for the completion of 100 interviews within each of Pennsylvania’s 67 counties. Additional
interviews, totaling 350, were conducted in Allegheny and Philadelphia Counties. This procedure was used to create sample data that could be used by planners at the county and regional level. Because disproportionate sampling was used, the survey data was weighted to reflect the actual age-sex-county distribution within the state.\footnote{Because disproportionate sampling was used to create county-based data, it was necessary to use statistical weights to adjust the total data file to produce accurate statewide norms. The sample weights were created for each respondent based on the inverse of each individual's probability of selection (based on the county in which they live) multiplied by the sampling fraction to retain sample size \( \omega_i = 1/(n_c/N_c) \times (n/N) \), where \( n_c \) equals the number of respondents included in the final sample from each county, \( N_c \) equals the total adult population of that county, \( n \) equals the total sample size and \( N \) equals the total adult population for the state).} It is the weighted data that is reported in this summary. The design of the sample provides a representative cross-section of Pennsylvania in terms of age, gender, race, and geography (see Appendix A for the demographic profile of the weighted sample and a description of the weighting scheme). Readers should note that the sampling error for the estimates produced in this report will vary depending primarily on the number of respondents included in any given analysis. Overall, the sampling error for data based on the total sample is plus or minus 1.2 percent.

The PORP collected specific data about 38 outdoor recreation activities. A global measure of recreation participation was used to identify recreation participants. More than three in four (77\%) respondents participated in at least one outdoor recreation activity in the year preceding the survey. Subsequent questions about the 38 outdoor recreation activities were asked of all respondents who passed this initial screen. The specific outdoor recreation activities are discussed later in this summary, but they fit nicely into four major groups of activities: land-based activities, water-based activities, snow and ice-based activities, and individual and team sports activities. Each respondent was asked whether or not they participated in each activity. A respondent who participated in an activity was asked how many times in the previous year they had participated and how many of those days were in Pennsylvania. Participants were also asked if the activity had taken place indoors at all, when applicable. Respondents who participated in trail activities such as mountain biking and hiking were asked if they had used designated trails or not. Data about recreation expenditures were asked of all respondents who had participated in at least one of the listed activities. One of the activities the respondent had participated in during the previous year was randomly selected from all of the activities in which they had participated to measure expenditures. Data for equipment costs, non-equipment costs and spending the last time the respondent participated in the activity was collected. The survey’s final section collected demographic information about the respondent.

The PORP telephone interviews were conducted using a computer assisted telephone interviewing system by the Center for Opinion Research at Millersville University. The CATI system controls the flow and ensures the logic of the questionnaire, catalogues data to administer and manage the interviewing process, and stores the data for cleaning, coding, and processing.
Sources of Survey Bias

All sample surveys have potential sources of bias or error and the 2003 PORP is no exception. Generally speaking, two sources of potential bias concern researchers most. Non-response bias is created when selected participants either choose not to participate in the survey or are unavailable for interviewing. Appendix B contains information on the 2003 PORP response rates. Response errors are the product of the question and answer process. Recreation surveys that rely on self-reported behaviors, particularly over a lengthy period of time, are susceptible to biases related to the way respondents process and respond to survey questions. The inability to accurately recall events, reporting on participation that happened outside the reference period (in this case, 12 months), and inaccurately rounding responses about frequency of participation (usually to the nearest multiple of five) are each of concern for recreation researchers for the types of estimates produced here.²

Chapter Two: Leisure, Physical and General Outdoor Activities

Favorite Free Time Activities

The state’s residents have broad and varied leisure interests, and outdoor activities constitute a large portion of those interests. To capture the broad range of Pennsylvanians’ leisure interests, respondents were asked to identify their favorite free-time activities. No response options were provided, allowing respondents to provide any answer they thought appropriate. The most frequently mentioned favorite activities are reading and writing (11%), spending time with family (7%), gardening (6%), crafts (4%), hunting (4%), fishing (4%), and walking (4%). Table 2-1 displays Pennsylvanians’ favorite leisure activities.
### Table 2-1 Pennsylvanians’ Favorite Leisure Activities, 2002-2003

<table>
<thead>
<tr>
<th>Activity</th>
<th>Net Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Individual Sports (net)</strong></td>
<td>24.8</td>
</tr>
<tr>
<td>Walking for pleasure or fitness</td>
<td>9.5</td>
</tr>
<tr>
<td>Golf</td>
<td>6.1</td>
</tr>
<tr>
<td>Swimming</td>
<td>4.7</td>
</tr>
<tr>
<td>Jogging</td>
<td>2.2</td>
</tr>
<tr>
<td>Tennis</td>
<td>1.5</td>
</tr>
<tr>
<td>Skateboarding</td>
<td>0.5</td>
</tr>
<tr>
<td>Rollerblading</td>
<td>0.3</td>
</tr>
<tr>
<td><strong>Outdoor Activities (net)</strong></td>
<td>32.7</td>
</tr>
<tr>
<td>Gardening</td>
<td>10.2</td>
</tr>
<tr>
<td>Fishing</td>
<td>9.2</td>
</tr>
<tr>
<td>Hunting/sports shooting</td>
<td>6.9</td>
</tr>
<tr>
<td>Camping</td>
<td>3.6</td>
</tr>
<tr>
<td>Boating/canoeing/kayaking</td>
<td>2.7</td>
</tr>
<tr>
<td>Water skiing</td>
<td>0.1</td>
</tr>
<tr>
<td><strong>Trail, Road, or Street Activities (net)</strong></td>
<td>14.5</td>
</tr>
<tr>
<td>Bicycling/mountain biking</td>
<td>7.6</td>
</tr>
<tr>
<td>Hiking</td>
<td>4.6</td>
</tr>
<tr>
<td>Horseback riding</td>
<td>1.0</td>
</tr>
<tr>
<td>Off-road motorcycling, 4wheel driving, ATVing</td>
<td>1.0</td>
</tr>
<tr>
<td>Nature trails</td>
<td>0.3</td>
</tr>
<tr>
<td><strong>Team Sports (net)</strong></td>
<td>7.0</td>
</tr>
<tr>
<td>Basketball</td>
<td>2.7</td>
</tr>
<tr>
<td>Football/Soccer</td>
<td>2.4</td>
</tr>
<tr>
<td>Baseball/Softball</td>
<td>1.9</td>
</tr>
<tr>
<td><strong>Viewing and Learning Activities (net)</strong></td>
<td>2.3</td>
</tr>
<tr>
<td>Visit natural/wilderness areas</td>
<td>1.6</td>
</tr>
<tr>
<td>Bird or wildlife watching</td>
<td>0.3</td>
</tr>
<tr>
<td>Picnicking</td>
<td>0.2</td>
</tr>
<tr>
<td>View natural scenery</td>
<td>0.1</td>
</tr>
<tr>
<td>Sightseeing or driving for pleasure</td>
<td>0.1</td>
</tr>
<tr>
<td><strong>Winter Activities (net)</strong></td>
<td>1.7</td>
</tr>
<tr>
<td>Skiing/downhill/snow/cross-country</td>
<td>1.5</td>
</tr>
<tr>
<td>Snowmobiling</td>
<td>0.1</td>
</tr>
<tr>
<td>Ice skating</td>
<td>0.1</td>
</tr>
<tr>
<td><strong>Miscellaneous Activities (net)</strong></td>
<td>76.0</td>
</tr>
<tr>
<td>Reading and writing</td>
<td>21.9</td>
</tr>
<tr>
<td>Spending time with friends and family</td>
<td>12.5</td>
</tr>
<tr>
<td>Watching TV</td>
<td>8.6</td>
</tr>
<tr>
<td>Crafts/sewing</td>
<td>8.1</td>
</tr>
<tr>
<td>Music</td>
<td>5.6</td>
</tr>
<tr>
<td>Movie/Theater</td>
<td>5.5</td>
</tr>
<tr>
<td>Traveling</td>
<td>4.8</td>
</tr>
<tr>
<td>Shopping</td>
<td>4.5</td>
</tr>
<tr>
<td>Working out</td>
<td>4.5</td>
</tr>
</tbody>
</table>
Chapter 2: Leisure, Physical and General Outdoor Activities

Time Spent Being Physically Active

The survey asked respondents about the time they spent being physically active in the week prior to the survey. One in twenty (5%) respondents had spent no time being physically active in the week preceding the survey. One in four (28%) had spent five hours or less being physically active. The median time spent in physical activity in the week prior to the survey was 10 hours (see Figure 2-1).

Pennsylvanians spend less time engaged in heavy physical activities, which are activities that make someone sweat or breathe hard. More than a quarter (28%) of the survey’s respondents had spent no time engaged in heavy physical activity during the week prior to the survey interview. More than half (57%) had spent less than five hours a week engaged in heavy physical activity. The median time spent engaged in heavy physical activity in the week prior to the survey was 5 hours. The amount of time spent in heavy physical activity did not differ by income group or race. Men did spend more time on average in heavy physical activity than women (12.3 hours versus 7.1 hours). Residents of Philadelphia and the Southeast (an average of 8.1 hours) spend less time in heavy physical activity than residents of other parts of Pennsylvania. Finally, time spent in heavy physical activity is highest among those under 17 years of age (12.3 hours) and is lowest for those over 75 (6.1 hours).

Figure 3-1 Time Spent in Physical Activity, Pennsylvania 2003

<table>
<thead>
<tr>
<th>Total hours</th>
<th>Light activity</th>
<th>Heavy activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Median</td>
<td>Mean</td>
<td>Median</td>
</tr>
<tr>
<td>10</td>
<td>11</td>
<td>9.7</td>
</tr>
<tr>
<td>20.9</td>
<td>5</td>
<td>5</td>
</tr>
</tbody>
</table>

Questions: Thinking about this past week, how many hours did you spend being physically active? How many of those hours did you spend in light physical activity that did not make you sweat or breathe hard? How many hours did you spend involved in heavy physical activity that made you sweat or breathe hard?
Chapter Three: Participation in Outdoor Recreation, General Measures

Nearly four out of every five (77%) Pennsylvania residents claim to have engaged in some form of outdoor recreation in the 12 months preceding the survey interview (Figure 3-1). This means that 8.9 million Pennsylvanians participated in some outdoor recreation activity in the year prior to the survey.3

Participation in outdoor recreation activities does differ within several population subgroups. Age is perhaps the best predictor of outdoor recreation participation. Participation in outdoor activities is highest for those 5 to 12 (90%) and 13 to 17 (91%) and is lowest for Pennsylvanians over 75 years of age (45%). Income, too, is a relatively strong predictor of outdoor participation. Outdoor participation is lowest for those whose incomes are below $10,000 per year (54%) and is highest for those with incomes above $60,000 per year (88%). Finally, whites (79%) are more likely than blacks (61%) to have participated in outdoor recreation. This racial difference in participation persists even when responses are analyzed in terms of both race and income, meaning the participation rates of whites tend to be higher than the participation rates for blacks within each income group.

3 The population estimates are created by multiplying the sample estimate by the state’s population, aged five and older. According to the 2000 Census, there are 11,556,472 Pennsylvania’s over the age of five. These estimates are subject to sample error, as are all estimates presented in this report.
The participation rate measured in the 2003 Pennsylvania Outdoor Recreation Participation Survey is below the rate reported in the National Survey on Recreation and the Environment (NSRE) 2000, which is 97.5 percent of Americans aged 16 and above. The higher rate reported in the national survey, however, is probably an artifact of different methodological approaches used to measure participation. The NSRE generates its estimates after a list of activities have been identified, including activities such as “family gatherings.” The PORP survey asked a broad general question about recreation that was used to generate the Pennsylvania estimate of overall outdoor participation.

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4 All comparisons to NSRE 2000 come from Outdoor Recreation for 21st Century America written by H.K. Cordell (2004). The NSRE is administered through a partnership between the Forest Service Research Group at the University of Georgia and the Human Dimensions Research Laboratory at the University of Tennessee. The NSRE measures recreation participation nationally and is conducted every five years. This book is available from Venture Publishing, Inc, 1999 Cato Avenue, State College, PA, 16801, 814-234-4561.
Chapter Four: Participation in Specific Recreation Activities

The PORP survey inquired about whether respondents had participated in any of 38 different activities in the 12 months preceding the survey. The most popular activities in Pennsylvania in terms of participation rates, with each involving more than five million of the state’s 11.5 million residents above five years of age, are:

- Walking for Pleasure or Fitness: 66.8 percent (7.7 million participants)
- Sightseeing/Driving for Pleasure: 52.9 percent (6.1 million participants)
- Nature Watching: 49.3 percent (5.7 million participants)
- Swimming: 48.1 percent (5.6 million participants)
- Visiting Natural Areas: 43.5 percent (5.0 million participants)

The following sections report on recreation participation for individual activities, grouped by type of activity. This report groups the 38 activities into four major categories, land-based, water-based, snow and ice-based, and individual and team sports activities.

Land-Based Activities

Most of the activities measured by the survey take place primarily on land. These land-based recreation activities are discussed in this section. Table 4-1 presents the participation rates and estimates of the population size for the land-based activities tested in the 2003 PORP. The most popular land-based activities tend to be non-consumptive, low-cost activities that include walking, sightseeing, nature watching, visiting natural/wilderness areas, and picnicking.
Table 4-1 Participation Rates and Population Rates for Land-Based Activities, Pennsylvania 2002-2003

<table>
<thead>
<tr>
<th>Activity</th>
<th>Percent Participation</th>
<th>Number in Millions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking for pleasure/fitness</td>
<td>66.8</td>
<td>7.7</td>
</tr>
<tr>
<td>Sightseeing/driving for pleasure</td>
<td>52.9</td>
<td>6.1</td>
</tr>
<tr>
<td>Nature watching</td>
<td>49.3</td>
<td>5.7</td>
</tr>
<tr>
<td>Visit natural/wilderness areas</td>
<td>43.5</td>
<td>5.0</td>
</tr>
<tr>
<td>Picnicking</td>
<td>41.5</td>
<td>4.8</td>
</tr>
<tr>
<td>Nature walks</td>
<td>32.3</td>
<td>3.7</td>
</tr>
<tr>
<td>Hiking</td>
<td>30.3</td>
<td>3.5</td>
</tr>
<tr>
<td>Jogging</td>
<td>27.4</td>
<td>3.2</td>
</tr>
<tr>
<td>Camping</td>
<td>24.2</td>
<td>2.8</td>
</tr>
<tr>
<td>Bicycling</td>
<td>23.4</td>
<td>2.7</td>
</tr>
<tr>
<td>Wildlife watching</td>
<td>19.3</td>
<td>2.2</td>
</tr>
<tr>
<td>Bird watching</td>
<td>17.1</td>
<td>2.0</td>
</tr>
<tr>
<td>Hunting</td>
<td>10.7</td>
<td>1.2</td>
</tr>
<tr>
<td>Rollerblading</td>
<td>8.1</td>
<td>0.9</td>
</tr>
<tr>
<td>Mountain biking</td>
<td>6.6</td>
<td>0.8</td>
</tr>
<tr>
<td>Horseback riding</td>
<td>6.5</td>
<td>0.8</td>
</tr>
<tr>
<td>Sport shooting</td>
<td>5.9</td>
<td>0.7</td>
</tr>
<tr>
<td>Four-wheel driving</td>
<td>5.6</td>
<td>0.6</td>
</tr>
<tr>
<td>ATVing</td>
<td>5.5</td>
<td>0.6</td>
</tr>
<tr>
<td>Off-road motorcycling</td>
<td>3.7</td>
<td>0.4</td>
</tr>
<tr>
<td>Skate boarding</td>
<td>3.0</td>
<td>0.3</td>
</tr>
</tbody>
</table>

Water-Based Activities

The 2003 PORP measured participation rates for five water-based activities. The most popular water-based activity in Pennsylvania is swimming, enjoyed by 5.6 million Pennsylvanians last year alone. Fishing is also a popular water-based activity, claiming roughly 3.2 million participants. Table 4-2 displays participation in water-based activities.

Table 4-2 Participation Rates and Population Rates for Water-Based Activities, Pennsylvania 2002-2003

<table>
<thead>
<tr>
<th>Activity</th>
<th>Percent Participation</th>
<th>Number in Millions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Swimming</td>
<td>48.1</td>
<td>5.6</td>
</tr>
<tr>
<td>Fishing</td>
<td>27.9</td>
<td>3.2</td>
</tr>
<tr>
<td>Boating</td>
<td>21.5</td>
<td>2.5</td>
</tr>
<tr>
<td>Canoeing/Kayaking</td>
<td>9.2</td>
<td>1.1</td>
</tr>
<tr>
<td>Waterskiing</td>
<td>2.9</td>
<td>0.3</td>
</tr>
</tbody>
</table>
Snow and Ice-Based Activities

The 2003 PORP measured five snow and ice-based activities: sledding, downhill skiing, ice skating, snowmobiling, and cross-country skiing. Sledding is the most popular snow and ice-based activity with 2.8 million Pennsylvanians participating.

Table 4-3 Participation Rates and Population Rates for Snow and Ice-Based Activities, Pennsylvania 2002-2003

<table>
<thead>
<tr>
<th>Activity</th>
<th>Percent Participation</th>
<th>Number in Millions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sledding</td>
<td>23.9</td>
<td>2.8</td>
</tr>
<tr>
<td>Downhill skiing</td>
<td>11.4</td>
<td>1.3</td>
</tr>
<tr>
<td>Ice skating</td>
<td>10.2</td>
<td>1.2</td>
</tr>
<tr>
<td>Snow mobiling</td>
<td>3.7</td>
<td>0.4</td>
</tr>
<tr>
<td>Cross-country skiing</td>
<td>2.1</td>
<td>0.2</td>
</tr>
</tbody>
</table>

Individual and Team Sports

The survey measured participation in seven individual and team sports. The most popular sports activity is basketball, with 2.2 million participants. Golf is the second most popular sports activity with 2.1 million participants.

Table 4-4 Participation Rates and Population Rates for Individual and Team Sports Activities, Pennsylvania 2002-2003

<table>
<thead>
<tr>
<th>Activity</th>
<th>Percent Participation</th>
<th>Number in Millions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Basketball</td>
<td>19.3</td>
<td>2.2</td>
</tr>
<tr>
<td>Golf</td>
<td>18.0</td>
<td>2.1</td>
</tr>
<tr>
<td>Tennis</td>
<td>9.3</td>
<td>1.1</td>
</tr>
<tr>
<td>Softball</td>
<td>8.7</td>
<td>1.0</td>
</tr>
<tr>
<td>Football</td>
<td>7.5</td>
<td>0.9</td>
</tr>
<tr>
<td>Baseball</td>
<td>7.1</td>
<td>0.8</td>
</tr>
<tr>
<td>Soccer</td>
<td>6.8</td>
<td>0.8</td>
</tr>
</tbody>
</table>
Chapter Five: Most Popular Activities by Demographic Group

Planners and researchers are often interested in knowing whether, and how much, demographic groups differ in their recreation participation. This section reviews recreation participation with regard to age, race, gender, income and region. Comparisons are made based on the most popular activities (the activities that have the most participants) within each demographic group. Tables that show the participation rates for each demographic subgroup are included in Appendix C.

Age

Different age groups show more variability in participation rates than all other demographic categories. Table 5-1 presents the ten most popular (those activities with the most participants) activities for each age category. Swimming is the most popular activity for respondents under 18 years of age, followed by walking for pleasure or fitness. For 5-12 year-old respondents, sledding, bicycling, and picnicking round out the top five most popular activities. Thirteen to 17 year olds list jogging, basketball and sledding as other popular activities. The remaining age groups each show walking for pleasure or fitness as their most popular recreation activities and, with the exception of 25 – 34 year old respondents, the second most popular activity is sightseeing or driving for pleasure. Twenty-five to 34 year-old respondents show swimming as their second most popular activity. These data also illustrate that participation rates tend to decline with age. The tenth most popular activity among those over 75 years of age has a participation rate of 7.5 percent, while the tenth most popular activity among those 5-12 years of age, sightseeing or driving for pleasure, has a participation rate of 47.7 percent.
## Table 5-1 Participation Rates for Ten Most Popular Activities by Age Group, Pennsylvania 2002-2003

<table>
<thead>
<tr>
<th>5-12</th>
<th>13-17</th>
<th>18-24</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking</td>
<td>71.8</td>
<td>Walking</td>
</tr>
<tr>
<td>Sledding</td>
<td>70.0</td>
<td>Swimming</td>
</tr>
<tr>
<td>Bicycling</td>
<td>67.3</td>
<td>Jogging</td>
</tr>
<tr>
<td>View Nature</td>
<td>57.9</td>
<td>Basketball</td>
</tr>
<tr>
<td>Polka Dots</td>
<td>55.0</td>
<td>View Nature</td>
</tr>
<tr>
<td>Visit Wild Areas</td>
<td>48.7</td>
<td>Walking</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>47.7</td>
<td>Jogging</td>
</tr>
<tr>
<td>Fishing</td>
<td>50.6</td>
<td>Sightseeing</td>
</tr>
<tr>
<td>Visit Wild Areas</td>
<td>35.1</td>
<td>Visit Wild Areas</td>
</tr>
<tr>
<td>Sightseeing</td>
<td>35.4</td>
<td>Sightseeing</td>
</tr>
<tr>
<td>View Nature</td>
<td>35.1</td>
<td>View Nature</td>
</tr>
<tr>
<td>Visit Wild Areas</td>
<td>31.9</td>
<td>Visit Wild Areas</td>
</tr>
<tr>
<td>Picnicking</td>
<td>35.1</td>
<td>Picnicking</td>
</tr>
<tr>
<td>Fishing</td>
<td>35.1</td>
<td>Fishing</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>31.9</td>
<td>Nature Walks</td>
</tr>
<tr>
<td>Camping</td>
<td>35.1</td>
<td>Bird Watching</td>
</tr>
<tr>
<td>Bird Watching</td>
<td>22.4</td>
<td>Boating</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>25-34</th>
<th>35-44</th>
<th>45-54</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking</td>
<td>73.1</td>
<td>Walking</td>
</tr>
<tr>
<td>Swimming</td>
<td>60.0</td>
<td>Sightseeing</td>
</tr>
<tr>
<td>View Nature</td>
<td>57.7</td>
<td>Swimming</td>
</tr>
<tr>
<td>Visit Wild Areas</td>
<td>52.5</td>
<td>Visit Wild Areas</td>
</tr>
<tr>
<td>Picnicking</td>
<td>42.4</td>
<td>Visit Wild Areas</td>
</tr>
<tr>
<td>Jogging</td>
<td>36.9</td>
<td>Picnicking</td>
</tr>
<tr>
<td>Hiking</td>
<td>55.3</td>
<td>Nature Walks</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>35.1</td>
<td>Hiking</td>
</tr>
<tr>
<td>Fishing</td>
<td>35.1</td>
<td>Fishing</td>
</tr>
<tr>
<td>Camping</td>
<td>31.9</td>
<td>Nature Walks</td>
</tr>
<tr>
<td>Bird Watching</td>
<td>22.4</td>
<td>Nature Walks</td>
</tr>
<tr>
<td>Swimming</td>
<td>32.7</td>
<td>Visit Wild Areas</td>
</tr>
<tr>
<td>Hiking</td>
<td>26.1</td>
<td>Nature Walks</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>25.9</td>
<td>Bird Watching</td>
</tr>
<tr>
<td>Fishing</td>
<td>32.7</td>
<td>Golf</td>
</tr>
<tr>
<td>Bird Watching</td>
<td>22.4</td>
<td>Fishing</td>
</tr>
<tr>
<td>Boating</td>
<td>16.7</td>
<td>Jogging</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>55-64</th>
<th>65-74</th>
<th>75 and Over</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking</td>
<td>63.4</td>
<td>Walking</td>
</tr>
<tr>
<td>View Nature</td>
<td>51.4</td>
<td>Sightseeing</td>
</tr>
<tr>
<td>View Nature</td>
<td>51.4</td>
<td>View Nature</td>
</tr>
<tr>
<td>Visit Wild Areas</td>
<td>41.7</td>
<td>Visit Wild Areas</td>
</tr>
<tr>
<td>Picnicking</td>
<td>38.8</td>
<td>Swimming</td>
</tr>
<tr>
<td>Visi Visit Wild Areas</td>
<td>30.1</td>
<td>Visit Wild Areas</td>
</tr>
<tr>
<td>Hiking</td>
<td>26.1</td>
<td>Nature Walks</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>25.9</td>
<td>Bird Watching</td>
</tr>
<tr>
<td>Fishing</td>
<td>32.7</td>
<td>Golf</td>
</tr>
<tr>
<td>Bird Watching</td>
<td>22.4</td>
<td>Fishing</td>
</tr>
<tr>
<td>Boating</td>
<td>16.7</td>
<td>Jogging</td>
</tr>
</tbody>
</table>
Race

Walking for pleasure or fitness and sightseeing or driving for pleasure are the two favorite activities of both white and black Pennsylvanians, as Table 5-2 displays. For white respondents, viewing nature, swimming, and visiting natural or wild areas round out the top five favorite activities. Picnicking, viewing natural scenery, and basketball are the third, fourth, and fifth favorite activities of blacks. Racial differences in participation are second only to age in their variability. For the most part, participation rates for most activities are much lower for blacks than for whites.

Table 5-2 Participation Rates for Ten Most Popular Activities by Race, Pennsylvania 2002-2003

<table>
<thead>
<tr>
<th>White</th>
<th>Black</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking</td>
<td>69.2</td>
</tr>
<tr>
<td>Sightseeing</td>
<td>55.1</td>
</tr>
<tr>
<td>View Nature</td>
<td>52.2</td>
</tr>
<tr>
<td>Swimming</td>
<td>50.9</td>
</tr>
<tr>
<td>Visit Wild Areas</td>
<td>46.1</td>
</tr>
<tr>
<td>Picnicking</td>
<td>43.2</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>33.6</td>
</tr>
<tr>
<td>Hiking</td>
<td>33.1</td>
</tr>
<tr>
<td>Fishing</td>
<td>29.8</td>
</tr>
<tr>
<td>Jogging</td>
<td>27.4</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>30.1</td>
</tr>
<tr>
<td>Fishing</td>
<td>29.8</td>
</tr>
<tr>
<td>Hiking</td>
<td>33.5</td>
</tr>
<tr>
<td>Jogging</td>
<td>32.3</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>30.1</td>
</tr>
</tbody>
</table>

Gender

Walking for pleasure or fitness and sightseeing or driving for pleasure are the top two favorite activities of both men and women in Pennsylvania, with very similar participation rates. In fact, nine activities are included in the top ten lists of both men and women. The one difference is that men include fishing in their ten favorite activities while sledding makes the women’s list (Table 5-3).

Table 5-3 Participation Rates for Ten Most Popular Activities by Gender, Pennsylvania 2002-2003

<table>
<thead>
<tr>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking</td>
<td>64.3</td>
</tr>
<tr>
<td>Sightseeing</td>
<td>53.1</td>
</tr>
<tr>
<td>Swimming</td>
<td>49.0</td>
</tr>
<tr>
<td>View Nature</td>
<td>48.6</td>
</tr>
<tr>
<td>Visit Wild Areas</td>
<td>46.7</td>
</tr>
<tr>
<td>Picnicking</td>
<td>38.5</td>
</tr>
<tr>
<td>Fishing</td>
<td>38.5</td>
</tr>
<tr>
<td>Hiking</td>
<td>33.5</td>
</tr>
<tr>
<td>Jogging</td>
<td>32.3</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>30.1</td>
</tr>
<tr>
<td>Fishing</td>
<td>38.5</td>
</tr>
<tr>
<td>Hiking</td>
<td>33.5</td>
</tr>
<tr>
<td>Jogging</td>
<td>32.3</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>30.1</td>
</tr>
<tr>
<td>Sledding</td>
<td>22.3</td>
</tr>
</tbody>
</table>
Chapter 5: Most Popular Activities by Demographic Group

Income

Walking for pleasure or fitness is the most popular activity in each income category. Sightseeing or driving for pleasure is the second most popular activity for each income group, with the exception of those in the $60 – 75,000 group, who have swimming as their second most popular activity. Every income group includes the same eight activities in their top ten: walking, sightseeing, picnicking, viewing nature, swimming, visiting wild areas, nature walks, and fishing.
### Table 5-4 Participation Rates for Ten Most Popular Activities by Income, Pennsylvania 2002-2003

<table>
<thead>
<tr>
<th>Activity</th>
<th>Less than $10,000</th>
<th>$10,000 – $20,000</th>
<th>$20,000 – $30,000</th>
<th>$30,000 – $40,000</th>
<th>$40,000 – $50,000</th>
<th>$50,000 – $60,000</th>
<th>$60,000 – $75,000</th>
<th>$75,000 or higher</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking</td>
<td>48.7</td>
<td>48.5</td>
<td>61.1</td>
<td>69.0</td>
<td>73.9</td>
<td>73.1</td>
<td>75.8</td>
<td>77.5</td>
</tr>
<tr>
<td>Sightseeing</td>
<td>30.8</td>
<td>36.6</td>
<td>53.2</td>
<td>54.9</td>
<td>63.8</td>
<td>55.3</td>
<td>62.0</td>
<td>65.2</td>
</tr>
<tr>
<td>Picnicking</td>
<td>30.7</td>
<td>30.2</td>
<td>43.8</td>
<td>54.9</td>
<td>55.8</td>
<td>54.6</td>
<td>59.5</td>
<td>61.9</td>
</tr>
<tr>
<td>View Nature</td>
<td>27.4</td>
<td>28.1</td>
<td>41.3</td>
<td>45.7</td>
<td>52.3</td>
<td>52.5</td>
<td>58.5</td>
<td>61.4</td>
</tr>
<tr>
<td>Visit Wild Areas</td>
<td>20.3</td>
<td>24.2</td>
<td>37.4</td>
<td>42.8</td>
<td>52.0</td>
<td>50.2</td>
<td>53.5</td>
<td>56.1</td>
</tr>
<tr>
<td>Jogging</td>
<td>19.3</td>
<td>21.5</td>
<td>28.1</td>
<td>37.3</td>
<td>18.9</td>
<td>17.4</td>
<td>24.1</td>
<td>32.8</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>18.5</td>
<td>15.0</td>
<td>23.2</td>
<td>32.1</td>
<td>14.7</td>
<td>14.3</td>
<td>21.7</td>
<td>27.1</td>
</tr>
<tr>
<td>Fishing</td>
<td>18.5</td>
<td>15.0</td>
<td>23.2</td>
<td>32.1</td>
<td>14.7</td>
<td>14.3</td>
<td>21.7</td>
<td>27.1</td>
</tr>
<tr>
<td>Hiking</td>
<td>14.7</td>
<td>14.3</td>
<td>21.7</td>
<td>27.1</td>
<td>14.7</td>
<td>14.3</td>
<td>21.7</td>
<td>27.1</td>
</tr>
<tr>
<td>Wildlife Watching</td>
<td>14.3</td>
<td>14.3</td>
<td>21.7</td>
<td>27.1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fishing</td>
<td>18.5</td>
<td>15.0</td>
<td>23.2</td>
<td>32.1</td>
<td>14.7</td>
<td>14.3</td>
<td>21.7</td>
<td>27.1</td>
</tr>
<tr>
<td>Hiking</td>
<td>14.7</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fishing</td>
<td>31.7</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bicycling</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
The most popular recreation activities of Pennsylvanians are very similar throughout the state. The most popular activity in each region of the state is walking for pleasure or fitness (Table 5-5). Seven recreation activities make the top ten list in each planning region: walking, sightseeing, swimming, viewing nature, visiting wild areas, picnicking, and nature walks. Region one is the only region where fishing does not make the list of the ten most popular activities. Regions one and nine are the only regions where bicycling makes the list. Region 6 has sledding in its top ten, and in region 8 wildlife watching makes the list.

Figure 5-1 DCNR Planning Regions
### Table 5-5 Participation Rates for Ten Most Popular Activities by DCNR Planning Region, Pennsylvania 2002-2003

<table>
<thead>
<tr>
<th>Region 1</th>
<th>Region 2</th>
<th>Region 3</th>
<th>Region 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking</td>
<td>63.3</td>
<td>Walking</td>
<td>69.0</td>
</tr>
<tr>
<td>Sightseeing</td>
<td>48.9</td>
<td>Sightseeing</td>
<td>55.8</td>
</tr>
<tr>
<td>Swimming</td>
<td>45.9</td>
<td>Swimming</td>
<td>55.1</td>
</tr>
<tr>
<td>View Nature</td>
<td>44.9</td>
<td>View Nature</td>
<td>51.0</td>
</tr>
<tr>
<td>Visit Wild Areas</td>
<td>38.6</td>
<td>Visit Wild Areas</td>
<td>45.8</td>
</tr>
<tr>
<td>Picnicking</td>
<td>33.9</td>
<td>Picnicking</td>
<td>43.2</td>
</tr>
<tr>
<td>Jogging</td>
<td>29.3</td>
<td>Nature Walks</td>
<td>36.4</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>27.0</td>
<td>Hiking</td>
<td>31.8</td>
</tr>
<tr>
<td>Hiking</td>
<td>26.6</td>
<td>Fishing</td>
<td>31.8</td>
</tr>
<tr>
<td>Bicycling</td>
<td>25.0</td>
<td>Jogging</td>
<td>27.2</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Region 5</th>
<th>Region 6</th>
<th>Region 7</th>
<th>Region 8</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking</td>
<td>71.0</td>
<td>Walking</td>
<td>69.1</td>
</tr>
<tr>
<td>Sightseeing</td>
<td>54.2</td>
<td>Sightseeing</td>
<td>56.5</td>
</tr>
<tr>
<td>View Nature</td>
<td>52.1</td>
<td>View Nature</td>
<td>53.4</td>
</tr>
<tr>
<td>Picnicking</td>
<td>51.2</td>
<td>Picnicking</td>
<td>53.4</td>
</tr>
<tr>
<td>Swimming</td>
<td>49.3</td>
<td>Visit Wild Areas</td>
<td>47.8</td>
</tr>
<tr>
<td>Visit Wild Areas</td>
<td>45.5</td>
<td>Visit Wild Areas</td>
<td>45.0</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>34.9</td>
<td>Nature Walks</td>
<td>39.6</td>
</tr>
<tr>
<td>Hiking</td>
<td>33.4</td>
<td>Fishing</td>
<td>34.1</td>
</tr>
<tr>
<td>Fishing</td>
<td>32.3</td>
<td>Hiking</td>
<td>29.6</td>
</tr>
<tr>
<td>Camping</td>
<td>30.1</td>
<td>Sledding</td>
<td>28.1</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Region 9</th>
<th>Region 10</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking</td>
<td>70.9</td>
</tr>
<tr>
<td>Sightseeing</td>
<td>59.4</td>
</tr>
<tr>
<td>Picnicking</td>
<td>49.9</td>
</tr>
<tr>
<td>Swimming</td>
<td>49.7</td>
</tr>
<tr>
<td>Visit Wild Areas</td>
<td>48.0</td>
</tr>
<tr>
<td>Nature Walks</td>
<td>35.9</td>
</tr>
<tr>
<td>Fishing</td>
<td>31.9</td>
</tr>
<tr>
<td>Camping</td>
<td>30.1</td>
</tr>
<tr>
<td>Bicycling</td>
<td>29.6</td>
</tr>
</tbody>
</table>

The design of the 2003 PORP was based in part on the 1990 Statewide Recreation Participation Survey. As a result, participation rates for 17 of the activities in the 2003 survey can be compared to the 1990 survey to determine whether participation has increased or decreased over the past decade. This section focuses not just on changes in participation rates, but following the conventions used for the National Survey on Recreation and the Environment, also discusses changes in the total number of participants. Because of population growth it is possible that a slight decline in participation rates could actually mean that more people in the aggregate are participating in an activity.

The 1990 Census identified Pennsylvania’s population (aged five and above) at 11.1 million. In 2000, the Census showed 11.6 million people in that age range, an increase of 4.3 percent.

The four activities that have seen the largest aggregate growth in the number of Pennsylvanians participating are:

- Bird, wildlife watching: 0.9 million more participants
- Golf: 0.5 million more participants
- Off-road motor sports: 0.5 million more participants
- Camping: 0.4 million more participants

Picnicking, bicycling, mountain biking, and swimming each showed a net loss of more than one million participants from 1990 participation rates. Future PORP surveys should benefit from the expanded list of recreation activities included in the 2003 survey so that more data on trends in participation are available.

The reader should note that some of the comparisons listed in Table 6-1 are for groups of activities instead of the activities themselves. This is necessary because some of the activities were not measured individually in the 1990 survey as they were in the 2003 PORP survey.
### Table 6-1 Change in Outdoor Recreation Participation Rates, Pennsylvania 1990 – 2003

<table>
<thead>
<tr>
<th>Activity</th>
<th>2003 %</th>
<th>Participants (Millions)</th>
<th>1990 %</th>
<th>Participants (Millions)</th>
<th>Change (Millions)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bird/wildlife watching</td>
<td>26.7</td>
<td>3.1</td>
<td>19.4</td>
<td>2.2</td>
<td>+ 0.9</td>
</tr>
<tr>
<td>Golf</td>
<td>18.0</td>
<td>2.1</td>
<td>14.2</td>
<td>1.6</td>
<td>+ 0.5</td>
</tr>
<tr>
<td>Off-road motor sports</td>
<td>13.0</td>
<td>1.5</td>
<td>9.4</td>
<td>1.0</td>
<td>+ 0.5</td>
</tr>
<tr>
<td>Camping</td>
<td>24.2</td>
<td>2.8</td>
<td>21.3</td>
<td>2.4</td>
<td>+ 0.4</td>
</tr>
<tr>
<td>Boating, canoeing, water-skiing</td>
<td>29.0</td>
<td>3.4</td>
<td>27.1</td>
<td>3.0</td>
<td>+ 0.3</td>
</tr>
<tr>
<td>Football, soccer</td>
<td>12.9</td>
<td>1.5</td>
<td>13.0</td>
<td>1.4</td>
<td>0.0</td>
</tr>
<tr>
<td>Ice skating</td>
<td>10.2</td>
<td>1.2</td>
<td>10.4</td>
<td>1.2</td>
<td>0.0</td>
</tr>
<tr>
<td>Basketball</td>
<td>19.3</td>
<td>2.2</td>
<td>21.0</td>
<td>2.3</td>
<td>- 0.1</td>
</tr>
<tr>
<td>Hunting, sport shooting</td>
<td>13.6</td>
<td>1.6</td>
<td>15.0</td>
<td>1.7</td>
<td>- 0.1</td>
</tr>
<tr>
<td>Horseback riding</td>
<td>6.5</td>
<td>0.8</td>
<td>7.7</td>
<td>0.9</td>
<td>- 0.1</td>
</tr>
<tr>
<td>Fishing</td>
<td>27.9</td>
<td>3.2</td>
<td>30.3</td>
<td>3.4</td>
<td>- 0.1</td>
</tr>
<tr>
<td>Tennis</td>
<td>9.3</td>
<td>1.1</td>
<td>11.5</td>
<td>1.3</td>
<td>- 0.2</td>
</tr>
<tr>
<td>Baseball, softball</td>
<td>14.7</td>
<td>1.7</td>
<td>21.8</td>
<td>2.4</td>
<td>- 0.7</td>
</tr>
<tr>
<td>Sightseeing/driving for pleasure</td>
<td>52.9</td>
<td>6.1</td>
<td>62.4</td>
<td>6.9</td>
<td>- 0.8</td>
</tr>
<tr>
<td>Swimming</td>
<td>48.1</td>
<td>5.6</td>
<td>59.2</td>
<td>6.6</td>
<td>- 1.0</td>
</tr>
<tr>
<td>Bicycling, mountain biking</td>
<td>28.0</td>
<td>3.2</td>
<td>39.4</td>
<td>4.4</td>
<td>- 1.1</td>
</tr>
<tr>
<td>Picnicking</td>
<td>41.5</td>
<td>4.8</td>
<td>62.3</td>
<td>6.9</td>
<td>- 2.1</td>
</tr>
</tbody>
</table>
Chapter Seven: Comparing Outdoor Recreation Participation in Pennsylvania to the United States

Twenty seven of the 38 outdoor recreation activities measured in the PORP survey can be compared to national participation data. Care should be taken when making these comparisons for two reasons; one is a difference in the study populations and the other is a difference in question wording. First, the PORP survey includes data from individuals aged five and above, whereas the NSRE survey includes respondents over the age of 16. The estimates produced by the different survey populations can be easily fixed, however, by excluding respondents from the Pennsylvania data who are less than 16 years of age. The reader should note that the comparisons made in this section represent only Pennsylvanians aged 16 and above. Second, there are slight and sometimes not-so-slight variations in the wording of some of the questions used to identify recreations participation between the two surveys. These differences are noted where appropriate. It is likely that the differences in wording are responsible at least in part for some of the differences in participation rates between Pennsylvania and the nation.

Table 7-1 displays the recreation participation rates for those 16 and older for Pennsylvania and the United States for 27 outdoor recreation activities. More Pennsylvanians participate in ten of these activities than do residents of the nation as a whole. More Pennsylvania residents participate in sledding, ice skating, hunting, basketball, camping, fishing, swimming, downhill skiing, and sightseeing than do other residents of the United States.
### Table 7-1 Participation Rates for Respondents 16 and Older, Pennsylvania 2002-2003 versus the United States 2000-2001

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking for pleasure</td>
<td>83.0</td>
<td>66.5</td>
</tr>
<tr>
<td>Picnicking</td>
<td>54.5</td>
<td>40.8</td>
</tr>
<tr>
<td>Sightseeing</td>
<td>51.8</td>
<td>53.6</td>
</tr>
<tr>
<td>Swimming (Swimming in lakes, streams)</td>
<td>41.7</td>
<td>45.8</td>
</tr>
<tr>
<td>Bicycling</td>
<td>39.5</td>
<td>20.2</td>
</tr>
<tr>
<td>Running or jogging</td>
<td>34.5</td>
<td>26.9</td>
</tr>
<tr>
<td>Hiking (Day Hiking)</td>
<td>33.3</td>
<td>29.6</td>
</tr>
<tr>
<td>Motor boating</td>
<td>24.4</td>
<td>21.1</td>
</tr>
<tr>
<td>Fishing (Warmwater fishing)</td>
<td>22.6</td>
<td>26.4</td>
</tr>
<tr>
<td>Driving off-road</td>
<td>17.5</td>
<td>12.3</td>
</tr>
<tr>
<td>Golfing</td>
<td>16.9</td>
<td>17.5</td>
</tr>
<tr>
<td>Camping (Primitive camping)</td>
<td>16.0</td>
<td>23.1</td>
</tr>
<tr>
<td>Sledding</td>
<td>14.7</td>
<td>20.8</td>
</tr>
<tr>
<td>Basketball (Basketball outdoors)</td>
<td>14.7</td>
<td>17.2</td>
</tr>
<tr>
<td>Tennis (Tennis outdoors)</td>
<td>11.5</td>
<td>8.7</td>
</tr>
<tr>
<td>Softball</td>
<td>10.5</td>
<td>8.4</td>
</tr>
<tr>
<td>Canoeing (Kayaking)</td>
<td>9.7</td>
<td>8.9</td>
</tr>
<tr>
<td>Horseback riding</td>
<td>9.7</td>
<td>6.1</td>
</tr>
<tr>
<td>Downhill skiing</td>
<td>8.5</td>
<td>10.3</td>
</tr>
<tr>
<td>Hunting (Big game hunting)</td>
<td>8.4</td>
<td>11.1</td>
</tr>
<tr>
<td>Waterskiing</td>
<td>8.2</td>
<td>2.9</td>
</tr>
<tr>
<td>Soccer (Soccer outdoors)</td>
<td>8.1</td>
<td>4.9</td>
</tr>
<tr>
<td>Football</td>
<td>8.1</td>
<td>6.6</td>
</tr>
<tr>
<td>Ice skating (Ice skating outdoors)</td>
<td>6.9</td>
<td>9.1</td>
</tr>
<tr>
<td>Baseball</td>
<td>6.8</td>
<td>5.5</td>
</tr>
<tr>
<td>Snowmobiling</td>
<td>5.6</td>
<td>3.5</td>
</tr>
<tr>
<td>Cross-country skiing</td>
<td>3.8</td>
<td>2.1</td>
</tr>
</tbody>
</table>

Note: Italicized text represents the wording from the NSRE Survey.

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Chapter Eight: Per Participant and Per Capita Activity Days

Participation rates, noted in the preceding sections, reveal the proportion of Pennsylvanians who engage in specific recreational activities. Another useful planning tool is to assess how frequently individuals participate in each activity. The frequency of participation is measured in terms of activity days, which is the number of different days in the 12 months preceding the interview that the respondent participated in a specific recreation activity. This section reports on both per participant and per capita activity days. Per participant activity days show the total number of different days each participant engaged in a specific activity. Per capita activity days estimate participation in terms of the total sample, including respondents who did not participate in an activity during the preceding year.

The four activities that are most frequently engaged in on a per capita basis are:

- Walking for Pleasure or Fitness: 84.2 per capita activity days
- Bird Watching: 24.9 per capita activity days
- Jogging: 21.3 per capita activity days
- Nature Watching: 20.5 per capita activity days

This section presents per participant and per capita activity days grouped by type of activity, as in Chapter Three.

Land-Based Activities

On a per capita basis, no activity is as frequently participated in as walking. Participants in ten of these land-based activities participated in them an average of 30 or more times last year. Walking for pleasure or fitness and bird watching have more per participant activity days than any of the other activities included in the survey. Participants engaged in jogging, nature watching, sightseeing, wildlife viewing, bicycling, ATVing, off-road motorcycling, and skate boarding each spent on average more than thirty different days participating in those activities.
Chapter 8: Per Participant and Per Capital Activity Days

Table 8-1 Per Participant and Per Capita Activity Days in Land-Based Activities, Pennsylvania 2002 - 2003

<table>
<thead>
<tr>
<th>Activity</th>
<th>Per Participant Activity Days</th>
<th>Per Capita Activity Days</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking for pleasure/fitness</td>
<td>126.7</td>
<td>84.2</td>
</tr>
<tr>
<td>Bird watching</td>
<td>147.6</td>
<td>25.9</td>
</tr>
<tr>
<td>Jogging</td>
<td>78.3</td>
<td>21.3</td>
</tr>
<tr>
<td>Nature watching</td>
<td>41.8</td>
<td>20.5</td>
</tr>
<tr>
<td>Sightseeing/driving for pleasure</td>
<td>36.6</td>
<td>19.3</td>
</tr>
<tr>
<td>Wildlife watching</td>
<td>88.3</td>
<td>16.9</td>
</tr>
<tr>
<td>Visit natural/wilderness areas</td>
<td>27.9</td>
<td>12.1</td>
</tr>
<tr>
<td>Bicycling</td>
<td>42.7</td>
<td>10.0</td>
</tr>
<tr>
<td>Nature walks</td>
<td>25.6</td>
<td>8.2</td>
</tr>
<tr>
<td>Hiking</td>
<td>18.5</td>
<td>5.6</td>
</tr>
<tr>
<td>Picnicking</td>
<td>16.0</td>
<td>4.1</td>
</tr>
<tr>
<td>Camping</td>
<td>13.8</td>
<td>0.2</td>
</tr>
<tr>
<td>Hunting</td>
<td>27.7</td>
<td>1.1</td>
</tr>
<tr>
<td>ATVing</td>
<td>38.4</td>
<td>2.1</td>
</tr>
<tr>
<td>Mountain biking</td>
<td>26.7</td>
<td>1.8</td>
</tr>
<tr>
<td>Four-wheel driving</td>
<td>26.7</td>
<td>1.5</td>
</tr>
<tr>
<td>Rollerblading</td>
<td>19.9</td>
<td>1.6</td>
</tr>
<tr>
<td>Off-road motorcycling</td>
<td>41.6</td>
<td>1.5</td>
</tr>
<tr>
<td>Horseriding</td>
<td>21.0</td>
<td>1.4</td>
</tr>
<tr>
<td>Skate boarding</td>
<td>47.3</td>
<td>1.4</td>
</tr>
<tr>
<td>Sport shooting</td>
<td>19.4</td>
<td>3.3</td>
</tr>
</tbody>
</table>

Water-Based Activities

On a per capita basis, no water-based activity is a frequently participated in as swimming. On average, swimmers engaged in that activity on more than 30 occasions in the 12 months preceding the survey. Three per capita days are spent on fishing, while two per capita days are spent boating. Pennsylvanians spend less than one day per capita participating in canoeing/kayaking and waterskiing.
Table 8-2 Per Participant and Per Capita Activity Days for Water-Based Activities, Pennsylvania 2002 - 2003

<table>
<thead>
<tr>
<th>Activity</th>
<th>Per Participant Activity Days</th>
<th>Per Capita Activity Days</th>
</tr>
</thead>
<tbody>
<tr>
<td>Swimming</td>
<td>33.3</td>
<td>15.9</td>
</tr>
<tr>
<td>Fishing</td>
<td>20.4</td>
<td>3.0</td>
</tr>
<tr>
<td>Boating</td>
<td>11.3</td>
<td>2.4</td>
</tr>
<tr>
<td>Canoeing/Kayaking</td>
<td>6.5</td>
<td>0.6</td>
</tr>
<tr>
<td>Waterskiing</td>
<td>7.4</td>
<td>0.2</td>
</tr>
</tbody>
</table>

**Snow and Ice-Based Activities**

On a per capita basis, none of the snow and ice-based activities in the 2003 PORP has a high number of per capita activity days, although this should be expected given the seasonality of the activities. The two per capita activity days spent on sledding are the highest for this group of activities. Less than one per capita activity day is given to snowmobiling or cross-country skiing.

Table 8-3 Per Participant and Per Capita Activity Days for Snow and Ice-Based Activities, Pennsylvania 2002 - 2003

<table>
<thead>
<tr>
<th>Activity</th>
<th>Per Participant Activity Days</th>
<th>Per Capita Activity Days</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sledding</td>
<td>8.5</td>
<td>2.0</td>
</tr>
<tr>
<td>Ice skating</td>
<td>11.7</td>
<td>1.2</td>
</tr>
<tr>
<td>Snow skiing</td>
<td>10.0</td>
<td>1.1</td>
</tr>
<tr>
<td>Snowmobiling</td>
<td>9.6</td>
<td>0.4</td>
</tr>
<tr>
<td>Cross-country skiing</td>
<td>10.9</td>
<td>0.2</td>
</tr>
</tbody>
</table>

**Individual and Team Sports Activities**

Basketball is the individual and team sport activity that has the most per capita activity days. Participants in both basketball and soccer spend an average of more than 30 per participant activity days participating in those activities.
Table 8-4 Per Participant and Per Capita Activity Days for Individual and Team Sports Activities, Pennsylvania 2002 - 2003

<table>
<thead>
<tr>
<th>Activity</th>
<th>Per Participant Activity Days</th>
<th>Per Capita Activity Days</th>
</tr>
</thead>
<tbody>
<tr>
<td>Basketball</td>
<td>44.4</td>
<td>8.5</td>
</tr>
<tr>
<td>Golf</td>
<td>23.2</td>
<td>4.1</td>
</tr>
<tr>
<td>Tennis</td>
<td>24.1</td>
<td>2.2</td>
</tr>
<tr>
<td>Soccer</td>
<td>33.0</td>
<td>2.2</td>
</tr>
<tr>
<td>Football</td>
<td>26.5</td>
<td>2.0</td>
</tr>
<tr>
<td>Baseball</td>
<td>28.6</td>
<td>2.0</td>
</tr>
<tr>
<td>Softball</td>
<td>19.6</td>
<td>1.7</td>
</tr>
</tbody>
</table>
Chapter Nine: Per Capita Activity Days by Demographic Groups

This section of the report presents the differences in per capita activity days by demographic subgroup (tabular data on per capita activity for each demographic group is presented in Appendix D). This section also discusses the two activities within each demographic group that have the highest per capita activity days. Per capita activity days were analyzed by age, race, gender, income, and DCNR planning region.

Age most consistently reveals differences in per capita participation in outdoor recreation activities. In fact, nearly every single activity (35 out of 38 activities) showed a statistically significant difference in per capita activity days by age group. Of all the demographic variables examined, race revealed the fewest (12 out of 38 activities) differences in per capita activity day rates. Where differences do exist, whites normally have higher per capita rates than blacks. Men and women also differ frequently (25 out of 38 activities) in the number of per capita activity days, with men normally showing a higher average number of activity days than women. Income (17 out of 38 activities) and DCNR planning region (20 out of 38 activities) also reveal differences in per capita activity days. The tables in Appendix D list all of the average per capita activity days for each demographic subgroup, noting where significant differences exist. The remainder of this section presents a brief overview of participation by demographic group, including the top two activities for each subgroup.

Age

Three of the land-based activities show a relatively strong relationship between per capita activity days and age, rollerblading, biking, and jogging. None of the other activities showed such strong relationships by age, although 20 of 21 differ significantly.

The number of per capita activity days swimming also differs by age group. Those 12 and under spend the most per capita days swimming and those

---

6 The demographic differences discussed represent relatively strong relationships in participation, as measured by a statistic called eta-squared. Eta-squared represents the amount of reduction in the total variance that has occurred as a result of dividing the cases into groups based on the independent variables. The criterion used throughout this report to represent a measurable relationship in per capita activity days is an eta-squared greater than .05. The participation rates not discussed in this section may have statistically significant differences, but the strength of those relationships as measured by eta-squared are relatively weak, and therefore are not discussed. Eta-squared is calculated by dividing the explained sum of squares by the total sum of squares.
over 75 years of age spend the least days swimming. With the exception of water skiing, all of the water-based activities show statistically significant differences in per capita activity days.

Per capita activity days for sledding are most strongly related to age. Respondents below 12 years of age have the most per capita activity days for sledding while those over 75 years of age have the fewest. Per capita activity days are significantly different by age group for every activity tested, but none is as strong as the relationship for sledding.

Per capita participation is much higher among the young, particularly those under 18 years of age, than it is among older citizens for basketball, soccer, baseball, and football. Per capita participation in these activities is very low for those above 65 years of age. There are statistically significant differences for six of the seven sports-based activities by age group, although none of these differences is particularly strong.

Walking for pleasure or fitness has the most per capita activity days in each age category. For those under 12 years of age, bicycling is the second most popular activity on a per capita activity day basis. Those between 13 and 24 have jogging as their second most participated in activity. Respondents in the 25 to 44 age range say nature viewing is their second most frequent activity. Every group above 45 years of age shows bird watching as the second activity they most frequently participate in.

Race

The per capita participation rates for whites and blacks differ significantly for eight of the 21 land-based activities, although no relationship is particularly strong. Participation rates for blacks and whites also differ significantly for two of the five water-based activities. Sledding is the only snow and ice-based activity to show a statistically significant difference in per capita participation rates for whites and blacks. Basketball is the only sports related activity that shows a significant difference in per capita activity days.

The top activity for both whites and blacks is walking for pleasure or fitness, on a per capita basis. The second activity that whites most commonly participate in is bird watching. Sightseeing or driving for pleasure is the second most common activity for black respondents.

Gender

Per capita activity days differ significantly for men and women on 15 of the 21 land-based activities, although one activity shows the most pronounced difference. Men (mean = 9.4 per capita days) spend more days hunting than women (mean = 0.7 per capita activity days). Men and women also report different per capita activity days for three of the five water-based activities, two of the five snow and ice-based activities, and five of the seven sports activities, although none is as strong as the difference in days hunting.
Males and females participate in walking for pleasure or fitness most often, on an activity day basis. Females’ second most frequent activity is bird watching and males’ second most frequent activity is viewing natural scenery.

**Income**

The income groups show significantly different rates of per capita activity day participation for five of the 21 land-based activities. Four of the five water-based activities show significant differences in participation days, all but two of the five snow and ice-based activities show significant differences, and five of the seven sports activities show differences. Although there are many differences present, none are notably strong.

On a per capita basis, walking for pleasure or fitness and bird watching are the top two activities within each income group.

**DCNR Planning Regions**

The DCNR planning regions show difference rates of per capita activity days for 13 of the 21 land-based activities in the survey. Three of the five water-based activities, three of the five snow and ice-based activities, and one of the seven sports activities have significant differences in per capita activity days.

Walking for pleasure or fitness is the top activity in each region of the state. Jogging is the second most frequent activity, on a per capita basis, in Region 1. Wildlife watching is the second most frequent activity in Region 4. Bird watching is the second most common activity in every other DCNR planning region.
Chapter Ten: Outdoor Recreation Spending in Pennsylvania

The 2003 PORP survey gathered information about the amount of money that Pennsylvanians spent in the preceding year on outdoor recreation activities. After a respondent was asked about their recreation participation, they were then asked about their spending for one of the activities they reported participating in during the preceding year. Cost data was gathered about one specific activity that was randomly selected from all of the activities the respondent had participated in during the previous year.

Five activities had average spending of greater than $1,000 in the preceding year. The five most expensive outdoor recreation activities and the average amount of money spent on them during 2003 were:

- Hunting, sport shooting: $3,425 per participant ($5,385 million total)
- Off-road motor sports: $2,891 per participant ($4,346 million total)
- Horseback riding: $2,765 per participant ($2,078 million total)
- Boating, canoeing, kayaking: $1,219 per participant ($4,089 million total)
- Camping: $1,220 per participant ($3,414 million total)

Table 10-1 lists the average 12 month activity cost for the outdoor recreation activities measured in the 2003 PORP, including the total estimated spending for each activity. The total cost for twelve activities exceeded one billion dollars.
### Table 10-1 Outdoor Recreation Spending, Pennsylvania 2002-2003

<table>
<thead>
<tr>
<th>Activity</th>
<th>Equipment Cost (In Dollars)</th>
<th>Non-Equipment Cost (In Dollars)</th>
<th>Total Cost (In Dollars)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hunting/sport shooting</td>
<td>2616</td>
<td>774</td>
<td>3425</td>
</tr>
<tr>
<td>Off-road motor sports</td>
<td>2646</td>
<td>366</td>
<td>2891</td>
</tr>
<tr>
<td>Horseback riding</td>
<td>1618</td>
<td>998</td>
<td>2765</td>
</tr>
<tr>
<td>Boating/canoeing/kayaking</td>
<td>971</td>
<td>221</td>
<td>1219</td>
</tr>
<tr>
<td>Camping</td>
<td>953</td>
<td>272</td>
<td>1220</td>
</tr>
<tr>
<td>Fishing</td>
<td>204</td>
<td>718</td>
<td>941</td>
</tr>
<tr>
<td>Bird or wildlife watching</td>
<td>150</td>
<td>760</td>
<td>922</td>
</tr>
<tr>
<td>Wilderness visits</td>
<td>411</td>
<td>161</td>
<td>586</td>
</tr>
<tr>
<td>Snowmobiling</td>
<td>230</td>
<td>315</td>
<td>527</td>
</tr>
<tr>
<td>Golf</td>
<td>151</td>
<td>357</td>
<td>509</td>
</tr>
<tr>
<td>Sightseeing/driving for pleasure</td>
<td>260</td>
<td>345</td>
<td>509</td>
</tr>
<tr>
<td>Hiking</td>
<td>76</td>
<td>410</td>
<td>491</td>
</tr>
<tr>
<td>Snow skiing</td>
<td>164</td>
<td>246</td>
<td>411</td>
</tr>
<tr>
<td>View nature</td>
<td>159</td>
<td>190</td>
<td>355</td>
</tr>
<tr>
<td>Baseball/softball</td>
<td>185</td>
<td>61</td>
<td>253</td>
</tr>
<tr>
<td>Tennis</td>
<td>84</td>
<td>112</td>
<td>196</td>
</tr>
<tr>
<td>Picnicking</td>
<td>46</td>
<td>145</td>
<td>194</td>
</tr>
<tr>
<td>Nature walks</td>
<td>65</td>
<td>117</td>
<td>184</td>
</tr>
<tr>
<td>Bicycling/mountain biking</td>
<td>92</td>
<td>74</td>
<td>169</td>
</tr>
<tr>
<td>Jogging</td>
<td>58</td>
<td>78</td>
<td>138</td>
</tr>
<tr>
<td>Swimming</td>
<td>240</td>
<td>68</td>
<td>124</td>
</tr>
<tr>
<td>Skate boarding</td>
<td>98</td>
<td>19</td>
<td>117</td>
</tr>
<tr>
<td>Basketball</td>
<td>71</td>
<td>43</td>
<td>114</td>
</tr>
<tr>
<td>Football/soccer</td>
<td>35</td>
<td>72</td>
<td>108</td>
</tr>
<tr>
<td>Walking for pleasure or fitness</td>
<td>39</td>
<td>67</td>
<td>105</td>
</tr>
<tr>
<td>Rollerblading</td>
<td>53</td>
<td>38</td>
<td>92</td>
</tr>
<tr>
<td>Ice skating</td>
<td>23</td>
<td>59</td>
<td>79</td>
</tr>
<tr>
<td>Sledding</td>
<td>12</td>
<td>50</td>
<td>60</td>
</tr>
</tbody>
</table>

---

7 The total cost may not equal the equipment and non-equipment costs because total cost is the sum of the two variables. Total costs for respondents who did not report both items could not be created because of missing values, although their estimates are included for the type of spending they did report. Therefore the base of respondents for the total cost is smaller than for the equipment and non-equipment costs.
Appendix A: Demographic Profile of Sample and Weighting Scheme
### Table A-1. Demographic Profile of Sample and Weighting Scheme

<table>
<thead>
<tr>
<th>Age</th>
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</thead>
<tbody>
<tr>
<td>5-12</td>
<td>6%</td>
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<tr>
<td>13-17</td>
<td>4%</td>
</tr>
<tr>
<td>18-24</td>
<td>10%</td>
</tr>
<tr>
<td>25-34</td>
<td>15%</td>
</tr>
<tr>
<td>35-44</td>
<td>15%</td>
</tr>
<tr>
<td>45-54</td>
<td>20%</td>
</tr>
<tr>
<td>55-64</td>
<td>14%</td>
</tr>
<tr>
<td>65-74</td>
<td>10%</td>
</tr>
<tr>
<td>75 and above</td>
<td>7%</td>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Race</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>89%</td>
</tr>
<tr>
<td>Black</td>
<td>8%</td>
</tr>
<tr>
<td>Other</td>
<td>3%</td>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Gender</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>48%</td>
</tr>
<tr>
<td>Female</td>
<td>52%</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Household Income</th>
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</tr>
</thead>
<tbody>
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<td>Less than $10,000</td>
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</tr>
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</tr>
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<td>Over $75,000</td>
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<th>DCNR Planning Region</th>
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<td>1</td>
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<td>2</td>
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</tr>
<tr>
<td>3</td>
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<td>4</td>
<td>2%</td>
</tr>
<tr>
<td>5</td>
<td>5%</td>
</tr>
<tr>
<td>6</td>
<td>14%</td>
</tr>
<tr>
<td>7</td>
<td>4%</td>
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<tr>
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<td>2%</td>
</tr>
<tr>
<td>9</td>
<td>6%</td>
</tr>
<tr>
<td>10</td>
<td>21%</td>
</tr>
</tbody>
</table>
Appendix B: Response Rate Calculations
Appendix B: Response Rate Calculations

Table B-1 Response Rate Calculations

In 2000, AAPOR proposed a standardized classification system for final disposition of sample cases, and a series of formulas that use these codes to define and calculate the various rates. The outcome rates below were calculated using an Excel spreadsheet entitled the "AAPOR Outcome Rate Calculator Version 2.1." This spreadsheet greatly simplifies the task of computing outcome rates according to the methods described in AAPOR's document, "Standard Definitions: Final Dispositions of Case Codes and Outcome Rates for Surveys".

<table>
<thead>
<tr>
<th>Interview (Category 1)</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Complete</td>
<td>7175</td>
</tr>
<tr>
<td>Partial</td>
<td>0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Eligible, non-interview (Category 2)</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Refusal and break-off</td>
<td></td>
</tr>
<tr>
<td>Refusal</td>
<td></td>
</tr>
<tr>
<td>HH level refusal</td>
<td>1732</td>
</tr>
<tr>
<td>Known-respondent refusal</td>
<td>246</td>
</tr>
<tr>
<td>Break off</td>
<td>28</td>
</tr>
<tr>
<td>Non-contact (general)</td>
<td></td>
</tr>
<tr>
<td>Respondent never available</td>
<td>918</td>
</tr>
<tr>
<td>Known HH - telephone answering device</td>
<td>14</td>
</tr>
<tr>
<td>HH telephone answering device - message left</td>
<td></td>
</tr>
<tr>
<td>HH telephone answering device - no message left</td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td>1</td>
</tr>
<tr>
<td>Deceased respondent</td>
<td></td>
</tr>
<tr>
<td>Physically or mentally unable/incompetent</td>
<td>318</td>
</tr>
<tr>
<td>Language</td>
<td>28</td>
</tr>
<tr>
<td>HH level language problem</td>
<td></td>
</tr>
<tr>
<td>Respondent language problem</td>
<td></td>
</tr>
<tr>
<td>No interviewer available for needed language</td>
<td></td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>11</td>
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<table>
<thead>
<tr>
<th>Unknown eligibility, non-interview (Category 3)</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Unknown if housing unit</td>
<td>65</td>
</tr>
<tr>
<td>Not-attempted or worked</td>
<td></td>
</tr>
<tr>
<td>Always busy</td>
<td></td>
</tr>
<tr>
<td>No answer</td>
<td>8</td>
</tr>
<tr>
<td>Telephone answering device-don't know if household</td>
<td>12</td>
</tr>
<tr>
<td>Telecommunication tech barriers (e.g., call blocking)</td>
<td>755</td>
</tr>
<tr>
<td>Technical phone problems</td>
<td>1712</td>
</tr>
</tbody>
</table>
### Appendix B: Response Rate Calculations

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing unit, unknown if eligible respondent</td>
<td>60</td>
</tr>
<tr>
<td>No screener completed</td>
<td>160</td>
</tr>
<tr>
<td>Other</td>
<td>4</td>
</tr>
<tr>
<td><strong>Not eligible (Category 4)</strong></td>
<td></td>
</tr>
<tr>
<td>Out of sample - other strata than originally coded</td>
<td>5</td>
</tr>
<tr>
<td>Fax/data line</td>
<td>2948</td>
</tr>
<tr>
<td>Non-working/disconnect number</td>
<td></td>
</tr>
<tr>
<td>Non-working number</td>
<td>1902</td>
</tr>
<tr>
<td>Disconnected number</td>
<td>23832</td>
</tr>
<tr>
<td>Temporarily out of service</td>
<td></td>
</tr>
<tr>
<td>Special technological circumstances</td>
<td></td>
</tr>
<tr>
<td>Number changed</td>
<td>326</td>
</tr>
<tr>
<td>Cell phone</td>
<td>133</td>
</tr>
<tr>
<td>Call forwarding</td>
<td>214</td>
</tr>
<tr>
<td>Residence to residence</td>
<td></td>
</tr>
<tr>
<td>Non-residence to residence</td>
<td></td>
</tr>
<tr>
<td>Pagers</td>
<td></td>
</tr>
<tr>
<td>Non-residences</td>
<td>3271</td>
</tr>
<tr>
<td>Business, government office, other organizations</td>
<td>3474</td>
</tr>
<tr>
<td>Institution</td>
<td>37</td>
</tr>
<tr>
<td>Group quarters</td>
<td>206</td>
</tr>
<tr>
<td>No eligible respondent</td>
<td>60</td>
</tr>
<tr>
<td>Quota filled</td>
<td>15222</td>
</tr>
<tr>
<td>Other</td>
<td></td>
</tr>
<tr>
<td><strong>Total phone numbers used</strong></td>
<td>64877</td>
</tr>
<tr>
<td>I=Complete Interviews (1.1)</td>
<td>7175</td>
</tr>
<tr>
<td>P=Partial Interviews (1.2)</td>
<td>0</td>
</tr>
<tr>
<td>R=Refusal or break off (2.1)</td>
<td>2006</td>
</tr>
<tr>
<td>NC=Non Contact (2.2)</td>
<td>932</td>
</tr>
<tr>
<td>O=Other (2.3)</td>
<td>358</td>
</tr>
<tr>
<td>e=estimated proportion of cases of unknown eligibility that are eligible (enter a value or accept the calculated value as a default)</td>
<td>0.168</td>
</tr>
<tr>
<td>Estimate of e is based on proportion of eligible households among all numbers for which a definitive determination of status was obtained (a very conservative estimate). This will be used if you do not enter a different estimate.</td>
<td></td>
</tr>
<tr>
<td>UH=Unknown household (3.1)</td>
<td>2552</td>
</tr>
<tr>
<td>UO=Unknown other (3.2, 3.9)</td>
<td>224</td>
</tr>
</tbody>
</table>
## Appendix B: Response Rate Calculations

| Response Rate 1 | \[ \frac{I}{I+P} + \frac{R}{I+P} + (R+NC+O) + (UH+UO) \] | 0.542 |
| Response Rate 2 | \[ \frac{(I+P)}{I+P} + \frac{R}{I+P} + (R+NC+O) + (UH+UO) \] | 0.542 |
| Response Rate 3 | \[ \frac{I}{I+P} + \frac{R}{I+P} + \frac{e(UH+UO)}{UH+UO} \] | 0.656 |
| Response Rate 4 | \[ \frac{(I+P)}{I+P} + \frac{R}{I+P} + \frac{e(UH+UO)}{UH+UO} \] | 0.656 |
| Cooperation Rate 1 | \[ \frac{I}{I+P} + \frac{R}{I+P} + O \] | 0.752 |
| Cooperation Rate 2 | \[ \frac{(I+P)}{I+P} + \frac{R}{I+P} + 0 \] | 0.752 |
| Cooperation Rate 3 | \[ \frac{I}{I+P} + \frac{R}{I+P} \] | 0.782 |
| Cooperation Rate 4 | \[ \frac{(I+P)}{I+P} + \frac{R}{I+P} \] | 0.782 |
| Refusal Rate 1 | \[ \frac{R}{I+P} + \frac{R}{I+P} + (R+NC+O) + (UH + UO) \] | 0.151 |
| Refusal Rate 2 | \[ \frac{R}{I+P} + \frac{R}{I+P} + (R+NC+O) + e(UH + UO) \] | 0.183 |
| Refusal Rate 3 | \[ \frac{R}{I+P} + \frac{R}{I+P} + (R+NC+O) \] | 0.192 |
| Contact Rate 1 | \[ \frac{(I+P)+R+O}{(I+P)+R+O+NC+ (UH + UO)} \] | 0.720 |
| Contact Rate 2 | \[ \frac{(I+P)+R+O}{(I+P)+R+O+NC+ e(UH+UO)} \] | 0.872 |
| Contact Rate 3 | \[ \frac{(I+P)+R+O}{(I+P)+R+O+NC} \] | 0.911 |
Appendix C: Participation Rates by Demographic Groups
### Table C-1. Participation Rates by Age

<table>
<thead>
<tr>
<th>Activity</th>
<th>5-12</th>
<th>13-17</th>
<th>18-24</th>
<th>25-34</th>
<th>34-44</th>
<th>45-54</th>
<th>55-64</th>
<th>65-74</th>
<th>75 and over</th>
</tr>
</thead>
<tbody>
<tr>
<td>Swimming</td>
<td>82.5%</td>
<td>72.5%</td>
<td>59.3%</td>
<td>60.0%</td>
<td>58.8%</td>
<td>46.5%</td>
<td>32.7%</td>
<td>26.6%</td>
<td>13.6%</td>
</tr>
<tr>
<td>Walking for pleasure or fitness</td>
<td>71.8%</td>
<td>64.2%</td>
<td>62.6%</td>
<td>73.1%</td>
<td>74.7%</td>
<td>71.7%</td>
<td>63.4%</td>
<td>58.6%</td>
<td>45.3%</td>
</tr>
<tr>
<td>Sledding</td>
<td>70.0%</td>
<td>55.5%</td>
<td>34.1%</td>
<td>27.2%</td>
<td>33.1%</td>
<td>19.7%</td>
<td>8.7%</td>
<td>6.0%</td>
<td>2.5%</td>
</tr>
<tr>
<td>Bicycling</td>
<td>67.3%</td>
<td>42.3%</td>
<td>25.2%</td>
<td>22.6%</td>
<td>29.8%</td>
<td>23.9%</td>
<td>12.0%</td>
<td>12.5%</td>
<td>2.9%</td>
</tr>
<tr>
<td>Picnicking</td>
<td>58.5%</td>
<td>32.5%</td>
<td>32.2%</td>
<td>42.4%</td>
<td>53.3%</td>
<td>47.0%</td>
<td>38.8%</td>
<td>34.7%</td>
<td>21.6%</td>
</tr>
<tr>
<td>View natural scenery</td>
<td>57.9%</td>
<td>35.0%</td>
<td>41.4%</td>
<td>52.5%</td>
<td>57.0%</td>
<td>54.4%</td>
<td>51.4%</td>
<td>44.5%</td>
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<tr>
<td>Nature Walks</td>
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<td>24.8%</td>
<td>27.0%</td>
<td>35.1%</td>
<td>41.0%</td>
<td>38.2%</td>
<td>25.9%</td>
<td>24.0%</td>
<td>12.0%</td>
</tr>
<tr>
<td>Fishing</td>
<td>50.6%</td>
<td>42.3%</td>
<td>30.3%</td>
<td>30.3%</td>
<td>34.3%</td>
<td>26.9%</td>
<td>23.3%</td>
<td>19.2%</td>
<td>8.4%</td>
</tr>
<tr>
<td>Visit natural or wilderness areas</td>
<td>48.7%</td>
<td>36.2%</td>
<td>45.4%</td>
<td>49.3%</td>
<td>54.9%</td>
<td>48.8%</td>
<td>41.7%</td>
<td>30.1%</td>
<td>12.8%</td>
</tr>
<tr>
<td>Sightseeing or driving for pleasure</td>
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<td>39.7%</td>
<td>50.1%</td>
<td>57.7%</td>
<td>60.8%</td>
<td>56.8%</td>
<td>54.6%</td>
<td>50.4%</td>
<td>32.6%</td>
</tr>
<tr>
<td>Roller blading</td>
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<td>29.7%</td>
<td>14.3%</td>
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<td>7.2%</td>
<td>3.6%</td>
<td>0.5%</td>
<td>0.1%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Basketball</td>
<td>42.6%</td>
<td>56.9%</td>
<td>37.0%</td>
<td>26.1%</td>
<td>21.1%</td>
<td>13.2%</td>
<td>7.1%</td>
<td>4.0%</td>
<td>1.5%</td>
</tr>
<tr>
<td>Camping</td>
<td>41.9%</td>
<td>36.0%</td>
<td>31.8%</td>
<td>31.9%</td>
<td>29.9%</td>
<td>24.4%</td>
<td>16.9%</td>
<td>9.8%</td>
<td>2.9%</td>
</tr>
<tr>
<td>Hiking</td>
<td>41.8%</td>
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<td>35.3%</td>
<td>38.2%</td>
<td>33.3%</td>
<td>26.1%</td>
<td>15.5%</td>
<td>6.3%</td>
</tr>
<tr>
<td>Soccer</td>
<td>32.5%</td>
<td>22.7%</td>
<td>10.5%</td>
<td>7.7%</td>
<td>7.4%</td>
<td>3.2%</td>
<td>1.1%</td>
<td>0.9%</td>
<td>0.8%</td>
</tr>
<tr>
<td>Baseball</td>
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<td>Jogging</td>
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<td>22.2%</td>
<td>14.9%</td>
<td>10.0%</td>
<td>7.5%</td>
</tr>
<tr>
<td>Wildlife Watching</td>
<td>28.7%</td>
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<td>12.7%</td>
<td>17.6%</td>
<td>25.1%</td>
<td>25.2%</td>
<td>21.3%</td>
<td>14.0%</td>
<td>5.5%</td>
</tr>
<tr>
<td>Boating</td>
<td>27.1%</td>
<td>29.1%</td>
<td>22.0%</td>
<td>26.1%</td>
<td>25.5%</td>
<td>21.0%</td>
<td>19.7%</td>
<td>16.7%</td>
<td>5.5%</td>
</tr>
<tr>
<td>Ice Skating</td>
<td>24.9%</td>
<td>19.1%</td>
<td>17.1%</td>
<td>13.2%</td>
<td>15.5%</td>
<td>8.4%</td>
<td>2.0%</td>
<td>1.8%</td>
<td>0.8%</td>
</tr>
<tr>
<td>Downhill Skiing or Snow Boarding</td>
<td>23.1%</td>
<td>38.4%</td>
<td>21.9%</td>
<td>15.4%</td>
<td>14.5%</td>
<td>8.0%</td>
<td>2.8%</td>
<td>2.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Bird Watching</td>
<td>21.3%</td>
<td>5.3%</td>
<td>6.9%</td>
<td>9.5%</td>
<td>17.8%</td>
<td>23.4%</td>
<td>22.4%</td>
<td>22.6%</td>
<td>15.7%</td>
</tr>
<tr>
<td>Skate boarding</td>
<td>21.3%</td>
<td>15.8%</td>
<td>5.2%</td>
<td>3.0%</td>
<td>1.7%</td>
<td>0.3%</td>
<td>0.3%</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Golf</td>
<td>21.0%</td>
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<td>24.2%</td>
<td>23.2%</td>
<td>19.3%</td>
<td>17.0%</td>
<td>14.7%</td>
<td>9.5%</td>
<td>8.4%</td>
</tr>
<tr>
<td>Horseback Riding</td>
<td>15.4%</td>
<td>9.3%</td>
<td>7.1%</td>
<td>8.1%</td>
<td>9.7%</td>
<td>6.8%</td>
<td>4.2%</td>
<td>0.9%</td>
<td>0.0%</td>
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<tr>
<td>Tennis</td>
<td>13.6%</td>
<td>29.7%</td>
<td>17.1%</td>
<td>10.6%</td>
<td>11.1%</td>
<td>8.0%</td>
<td>4.5%</td>
<td>2.5%</td>
<td>1.3%</td>
</tr>
<tr>
<td>Softball</td>
<td>12.9%</td>
<td>18.5%</td>
<td>14.3%</td>
<td>11.4%</td>
<td>11.8%</td>
<td>7.5%</td>
<td>4.3%</td>
<td>3.1%</td>
<td>1.5%</td>
</tr>
<tr>
<td>Canoeing or Kayaking</td>
<td>11.0%</td>
<td>11.3%</td>
<td>12.5%</td>
<td>11.0%</td>
<td>11.4%</td>
<td>10.9%</td>
<td>6.2%</td>
<td>4.3%</td>
<td>0.6%</td>
</tr>
<tr>
<td>Football</td>
<td>10.8%</td>
<td>38.5%</td>
<td>22.4%</td>
<td>10.7%</td>
<td>5.9%</td>
<td>3.4%</td>
<td>1.1%</td>
<td>0.0%</td>
<td>0.2%</td>
</tr>
<tr>
<td>Four-Wheel Driving</td>
<td>9.9%</td>
<td>14.6%</td>
<td>9.9%</td>
<td>8.5%</td>
<td>6.0%</td>
<td>4.8%</td>
<td>2.7%</td>
<td>1.9%</td>
<td>1.0%</td>
</tr>
<tr>
<td>ATVing</td>
<td>7.9%</td>
<td>13.4%</td>
<td>10.0%</td>
<td>7.4%</td>
<td>7.4%</td>
<td>4.0%</td>
<td>3.8%</td>
<td>1.3%</td>
<td>0.4%</td>
</tr>
<tr>
<td>Sports Shooting</td>
<td>6.4%</td>
<td>8.6%</td>
<td>6.7%</td>
<td>6.1%</td>
<td>7.7%</td>
<td>6.9%</td>
<td>6.2%</td>
<td>2.1%</td>
<td>1.6%</td>
</tr>
<tr>
<td>Mountain Biking</td>
<td>6.4%</td>
<td>13.8%</td>
<td>11.3%</td>
<td>14.2%</td>
<td>10.1%</td>
<td>3.6%</td>
<td>2.6%</td>
<td>1.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Snowmobiling</td>
<td>5.9%</td>
<td>8.9%</td>
<td>4.1%</td>
<td>5.6%</td>
<td>4.9%</td>
<td>3.2%</td>
<td>2.0%</td>
<td>1.6%</td>
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### Table C-2. Participation Rates by Race

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<td>10.8%</td>
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<tr>
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<td>4.5%</td>
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<td>0.8%</td>
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<td>8.3%</td>
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### Table C-3. Participation Rates by Gender

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</tr>
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</tr>
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</tr>
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<tr>
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<tr>
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</tr>
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</tr>
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### Table C-4. Participation Rates by Income

| Activity                        | < $10,000 | $10-20,000 | $20-30,000 | $30-40,000 | $40-50,000 | $50-60,000 | $60-75,000 | $75-100,000+
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<tr>
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<td>9.1%</td>
<td>8.1%</td>
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## Table C-5. Participation Rates by DCNR Planning Region

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Appendix D: Per Capita Activity Days by Demographic Groups
### Table D-1 Per Capita Activity Days by Age, Pennsylvania 2002 - 2003

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<td>1.9</td>
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<td>3.2</td>
<td>1.7</td>
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<td>1.3</td>
<td>0.9</td>
<td>1.7</td>
<td>0.5</td>
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<tr>
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<td>19.5</td>
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<td>30.0</td>
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<td>17.1</td>
<td>17.9</td>
<td>21.3</td>
<td>20.2</td>
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<td>0.2</td>
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<td>0.1</td>
<td>0.0</td>
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<td>8.0</td>
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<td>11.9</td>
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</table>

Activities that showed a statistically significant difference ($p<.01$) in per capita activity days between groups are noted in **bold face.**
Table D-2 Per Capita Activity Days by Race, Pennsylvania 2002 - 2003

<table>
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<tr>
<th>Activity</th>
<th>White</th>
<th>Black</th>
<th>Other</th>
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<td>ATVing</td>
<td>3.8</td>
<td>0.2</td>
<td>2.8</td>
</tr>
<tr>
<td>Baseball</td>
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<td>2.1</td>
<td>1.7</td>
</tr>
<tr>
<td>Basketball</td>
<td>5.7</td>
<td>20.3</td>
<td>14.0</td>
</tr>
<tr>
<td>Bicycling</td>
<td>9.4</td>
<td>9.0</td>
<td>6.6</td>
</tr>
<tr>
<td><strong>Bird Watching</strong></td>
<td>33.4</td>
<td>7.0</td>
<td>29.0</td>
</tr>
<tr>
<td>Boating</td>
<td>2.8</td>
<td>0.3</td>
<td>1.0</td>
</tr>
<tr>
<td>Camping</td>
<td>4.1</td>
<td>1.3</td>
<td>3.5</td>
</tr>
<tr>
<td>Canoeing or Kayaking</td>
<td>0.7</td>
<td>0.4</td>
<td>0.2</td>
</tr>
<tr>
<td>Cross-Country Skiing</td>
<td>0.3</td>
<td>0.0</td>
<td>0.1</td>
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<tr>
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<td>1.1</td>
<td>0.1</td>
<td>1.3</td>
</tr>
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<td>Fishing</td>
<td>6.9</td>
<td>3.0</td>
<td>5.6</td>
</tr>
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<td>Football</td>
<td>1.7</td>
<td>1.4</td>
<td>1.3</td>
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<td>Four-Wheel Driving</td>
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<td>1.5</td>
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<td>3.6</td>
<td>2.7</td>
<td>2.1</td>
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<tr>
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<td>1.0</td>
<td>8.1</td>
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<tr>
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<td>0.1</td>
<td>1.7</td>
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<tr>
<td><strong>Hunting</strong></td>
<td>4.4</td>
<td>1.1</td>
<td>1.5</td>
</tr>
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<td>Ice Skating</td>
<td>0.8</td>
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<td>1.8</td>
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<tr>
<td><strong>Jogging</strong></td>
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<td>1.3</td>
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<tr>
<td>Nature Walks</td>
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<td>9.7</td>
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<tr>
<td>Off-Road Motorcycling</td>
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<td>0.5</td>
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<tr>
<td>Picnicking</td>
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<tr>
<td>Roller blading</td>
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<td>0.9</td>
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<tr>
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<td>Softball</td>
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<td>2.6</td>
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<td>2.7</td>
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<td>View natural scenery</td>
<td>28.0</td>
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<td>19.8</td>
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<td>10.1</td>
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Activities that showed a statistically significant difference ($p<.01$) in per capita activity days between groups are noted in **bold face.**
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<td>3.5</td>
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<td>2.1</td>
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<tr>
<td>Camping</td>
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<td>3.7</td>
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<tr>
<td>Canoeing or Kayaking</td>
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<td>0.6</td>
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<td>0.7</td>
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Activities that showed a statistically significant difference ($p<.01$) in per capita activity days between groups are noted in **bold face**.
Table D-4 Per Capita Activity Days by Income, Pennsylvania 2002 - 2003

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<th>$20-30,000</th>
<th>$30-40,000</th>
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<td>1.6</td>
<td>2.1</td>
<td>1.2</td>
<td>2.2</td>
<td>2.5</td>
<td>2.3</td>
</tr>
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<td><strong>2.3</strong></td>
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<td>30.9</td>
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<td><strong>2.3</strong></td>
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<td>5.0</td>
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<td>Canoeing or Kayaking</td>
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<td>1.0</td>
<td>0.6</td>
<td>0.7</td>
<td>0.9</td>
<td>1.1</td>
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Activities that showed a statistically significant difference ($p<.01$) in per capita activity days between groups are noted in **bold face**.
## Table D-5: Per Capita Activity Days by DCNR Planning Region, Pennsylvania 2002 - 2003

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<td>20.5</td>
<td>15.5</td>
<td>15.3</td>
<td>16.5</td>
<td>13.6</td>
<td>12.0</td>
<td>14.5</td>
<td>16.8</td>
</tr>
<tr>
<td>Tennis</td>
<td>3.6</td>
<td>2.5</td>
<td>2.1</td>
<td>1.8</td>
<td>2.2</td>
<td>1.0</td>
<td>0.9</td>
<td>0.8</td>
<td>1.2</td>
<td>1.4</td>
</tr>
<tr>
<td>View natural scenery</td>
<td>14.7</td>
<td>26.1</td>
<td>33.2</td>
<td>44.3</td>
<td>21.3</td>
<td>21.7</td>
<td>30.4</td>
<td>40.7</td>
<td>33.5</td>
<td>18.0</td>
</tr>
<tr>
<td>Visit natural or wilderness areas</td>
<td>6.8</td>
<td>6.2</td>
<td>22.8</td>
<td>29.4</td>
<td>15.5</td>
<td>14.2</td>
<td>18.3</td>
<td>28.2</td>
<td>21.9</td>
<td>15.5</td>
</tr>
<tr>
<td>Walking for pleasure or fitness</td>
<td>82.2</td>
<td>73.1</td>
<td>96.1</td>
<td>92.2</td>
<td>95.5</td>
<td>82.3</td>
<td>90.1</td>
<td>99.7</td>
<td>88.9</td>
<td>87.8</td>
</tr>
<tr>
<td>Water-Skiing</td>
<td>0.1</td>
<td>0.3</td>
<td>0.4</td>
<td>0.4</td>
<td>0.2</td>
<td>0.1</td>
<td>0.2</td>
<td>0.4</td>
<td>0.2</td>
<td>0.3</td>
</tr>
<tr>
<td><strong>Wildlife Watching</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wildlife Watching</td>
<td>7.4</td>
<td>20.3</td>
<td>32.3</td>
<td>46.3</td>
<td>23.2</td>
<td>19.4</td>
<td>29.6</td>
<td>42.0</td>
<td>34.5</td>
<td>22.9</td>
</tr>
</tbody>
</table>

Activities that showed a statistically significant difference ($p<.01$) in per capita activity days between groups are noted in **bold face**.
Chapter 4
Recreation Needs Analysis
Pennsylvania’s Recreation Needs*

To update Pennsylvania’s Recreation Plan, the Pennsylvania Department of Conservation and Natural Resources (DCNR) surveyed Commonwealth residents to determine current recreation needs and to solicit public opinions regarding critical park and recreation issues. These needs and opinions were solicited through a random survey of state residents, conducted by The Pennsylvania State University’s School of Forest Resources in conjunction with DCNR’s Bureau of Recreation and Conservation. Over 18,500 surveys were sent to a random mailing list of Pennsylvania households evenly distributed among Pennsylvania’s sixty-seven counties with the goal of obtaining statistical reliability at the county level. The survey ran from November 24, 2002 to February 12, 2003. The 4,991 surveys that were returned represented 27% response.

OVERVIEW OF MAJOR RECREATION TRENDS: 1980-2003

The recreation needs of Pennsylvanians in the beginning of the 21st century are changing. In 1980, Pennsylvania’s Recreation Plan indicated that street hockey, horseback riding, and snow skiing were the most needed activities. Later these needs centered on less developed facilities like bicycle paths, picnic areas, and hiking trails. In 2003, the greatest needs have swung to a new set of developed facilities: sledding and ice skating areas, indoor pools, and skateboarding and rollerblading areas.

There has been little evolution in the facilities most in need of improvement or rehabilitation. Since the 1986 survey, Pennsylvania residents have consistently identified picnic areas and playgrounds as needing improvements.

In the 1986 and 1990 Recreation Plans, artistic and cultural programs and environmental education were the most needed recreation programs. The priorities in 2003 reflected changing employment patterns. Teen programs, before and after school programs, and fitness programs were requested by a population where both parents are working harder and longer hours.

Barriers to recreation have only been recorded in the last two surveys. Respondents to the 1990 survey indicated that crowded facilities were the greatest impediment, followed by lack of information and lack of time. In 2003, the reality of the effects of the ongoing economic slump on work and income is apparent. Lack of time was the principal barrier, followed by lack of information, and then lack of money.

Table 1. Major trends in outdoor recreation needs in Pennsylvania, 1980 to 2003.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Greatest Needs</td>
<td>street hockey,</td>
<td>bicycle paths,</td>
<td>bicycle paths,</td>
<td>sledding</td>
</tr>
<tr>
<td></td>
<td>horseback</td>
<td>hiking trails,</td>
<td>picnic areas,</td>
<td>areas, ice</td>
</tr>
<tr>
<td></td>
<td></td>
<td>picnic areas,</td>
<td>and hiking</td>
<td>skating</td>
</tr>
</tbody>
</table>

* This chapter was adapted from Pennsylvania’s Recreation Needs by Lord, Elmendorf, and Strauss (2003). This report describes the 2003 Public Needs Survey conducted by the School of Forest Resources, The Pennsylvania State University for the Bureau of Recreation and Conservation, PA Department of Conservation and Natural Resources.
<table>
<thead>
<tr>
<th>Areas Needing Improvement/Rehabilitation</th>
<th>NA</th>
<th>picnic areas and playgrounds</th>
<th>picnic areas and playgrounds</th>
<th>picnic areas and playgrounds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Most Desired Programs</td>
<td>NA</td>
<td>artistic skills, cultural events, and environmental education</td>
<td>environmental education, playgrounds, and cultural arts/arts and crafts</td>
<td>teen programs, before and after school programs, and fitness programs</td>
</tr>
<tr>
<td>Barriers to Recreation</td>
<td>NA</td>
<td>NA</td>
<td>crowded facilities, lack of information, lack of time</td>
<td>lack of time, lack of information, lack of money</td>
</tr>
</tbody>
</table>

PARTICIPATION IN RECREATION

The typical Pennsylvanian engaged in either light or heavy physical activity 6.4 times a week for a total of 3.3 hours. Men tended to engage in significantly more physical activity than women. People over 75 were the least active.

Pennsylvanians spent an average of 8.9 hours per week engaged in recreation away from home. By nearly a two-to-one ratio, a majority of this time was spent on outdoor, rather than indoor, activities. Men and younger people spent the most time recreating away from home.
Almost half of Pennsylvanians felt that their outdoor recreation activities would increase over the next five years. A quarter felt that their indoor recreation activities would increase during the same period. Younger, better educated, and higher income people were more likely to anticipate a recreation increase.

People recreated in different group sizes: a fifth of the people were solo recreationists, almost half recreated with small groups of two or three people, and the remainder recreated in larger groups.

Facilities managed by local government accounted for the largest portion (43%) of recreation activity. State run facilities accounted for 20% of recreation activity, federal 10%, and private 28%. People with higher incomes and more education were more likely to use private facilities.
Residents had an average of 6 visits to public recreation facilities during the three months prior to the study and 16 visits in the previous year. Men and more affluent Pennsylvanians visited public facilities more.

BARRIERS TO RECREATION

Half of Pennsylvanians reported a lack of time as the principle barrier to recreation. Lack of time to recreate was most likely to be cited by younger, better paid, or better educated residents. A lack of information was the next most reported barrier to recreation (25% of people). Lack of information was more likely to be cited by better educated and more affluent residents. Lack of money was a concern for lower income households. For people over 65, health problems were the leading barrier to recreation.

Table 2. Barriers of recreation participation in Pennsylvania (respondents could select more than one).

<table>
<thead>
<tr>
<th>Barriers</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not enough time</td>
<td>50%</td>
</tr>
<tr>
<td>Lack of information</td>
<td>25%</td>
</tr>
<tr>
<td>Not enough money</td>
<td>23%</td>
</tr>
<tr>
<td>Facilities too far away</td>
<td>23%</td>
</tr>
<tr>
<td>Facilities too crowded</td>
<td>23%</td>
</tr>
<tr>
<td>Lack of facilities</td>
<td>20%</td>
</tr>
<tr>
<td>Fees and charges</td>
<td>19%</td>
</tr>
<tr>
<td>Personal health problems</td>
<td>16%</td>
</tr>
<tr>
<td>Insects or animal pests</td>
<td>12%</td>
</tr>
<tr>
<td>Facilities poorly maintained</td>
<td>12%</td>
</tr>
<tr>
<td>No one to recreate with</td>
<td>10%</td>
</tr>
</tbody>
</table>
Other 9%
Areas not safe 8%
Not comfortable with other users 5%
Do not have the skills 4%
Pollution problems 4%
Lack of access for disabled 3%

USE OF THE INTERNET
Two-thirds of Pennsylvanians reported using the Internet and half said they use it to obtain recreation information. While two-thirds of those using the internet said they were satisfied with the information they found, eighty percent agreed that there should be a central website linking to information about recreation opportunities in Pennsylvania.

RECREATION NEEDS AND ACTIVITIES
Overall, Pennsylvanians were satisfied with the recreation facilities available to them. However, changes in the state’s demographics and in recreation preferences mean that specific types of facilities will need to be improved or expanded to meet the ever changing recreation demands of Pennsylvanians.

When asked to assess individual recreation facilities near their homes, sledding areas (59% of people), ice skating areas (54%), indoor pools (52%), skateboarding and rollerblading areas (51%), cabin rentals (50%), community centers (50%), and environmental education areas (50%) were most often identified as facilities that needed to be increased. Playgrounds (19%), lake and stream swimming areas (17%), bicycle paths (17%), heritage parks and historical sites (17%), and picnic areas (16%) were most often identified as facilities that needed to be improved. Football fields (76%), golf courses (76%), disc golf courses (75%), ice fishing areas (74%), and baseball fields (73%) were the facilities most often identified as adequate.

Sixty-five facility types were aggregated into eleven groups. The first group was facilities for trail, street, and road activities. Bicycle paths (63%), hiking and backpacking trails (57%), greenways (56%), and walking paths (53%) were most often identified as needing to be improved or increased. Off-road motorcycle trails and four-wheel drive trails were seen as adequate by 64% of the people. Equestrian trails were seen as adequate by 63% of residents. Younger Pennsylvanians had a higher need for trail, street, and road facilities.

Table 3. Facility needs for trail, street, and road activities.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Pct. Responding</th>
<th>Adequate</th>
<th>Should be Improved</th>
<th>Should be Increased</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bicycle paths</td>
<td>69%</td>
<td>37%</td>
<td>13%</td>
<td>49%</td>
</tr>
<tr>
<td>Hiking and backpacking trails</td>
<td>66%</td>
<td>43%</td>
<td>13%</td>
<td>44%</td>
</tr>
<tr>
<td>Greenways</td>
<td>50%</td>
<td>44%</td>
<td>14%</td>
<td>42%</td>
</tr>
<tr>
<td>Walking paths</td>
<td>84%</td>
<td>47%</td>
<td>12%</td>
<td>41%</td>
</tr>
<tr>
<td>Scenic drives</td>
<td>65%</td>
<td>48%</td>
<td>13%</td>
<td>40%</td>
</tr>
<tr>
<td>Jogging and fitness trails</td>
<td>73%</td>
<td>50%</td>
<td>12%</td>
<td>38%</td>
</tr>
</tbody>
</table>
Environmental education areas (63%), natural areas (63%), wilderness areas (63%), and wildlife areas (62%) were all identified as viewing and learning facilities that needed to be increased or improved. People were more satisfied with outdoor performance areas (46% adequate) and heritage parks and historical sites (51% adequate). Viewing and learning facility improvements were most requested by those with a two-year or technical degree or by those with some college experience, but no degree.

Table 4. Facility needs for viewing and learning activities.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Pct. Responding</th>
<th>Adequate</th>
<th>Should be Improved</th>
<th>Should be Increased</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental education areas</td>
<td>67%</td>
<td>37%</td>
<td>13%</td>
<td>50%</td>
</tr>
<tr>
<td>Natural areas</td>
<td>72%</td>
<td>37%</td>
<td>14%</td>
<td>49%</td>
</tr>
<tr>
<td>Wilderness areas</td>
<td>67%</td>
<td>37%</td>
<td>14%</td>
<td>48%</td>
</tr>
<tr>
<td>Wildlife areas</td>
<td>70%</td>
<td>38%</td>
<td>15%</td>
<td>48%</td>
</tr>
<tr>
<td>Outdoor performance areas</td>
<td>60%</td>
<td>46%</td>
<td>13%</td>
<td>40%</td>
</tr>
<tr>
<td>Heritage parks and historical sites</td>
<td>73%</td>
<td>51%</td>
<td>17%</td>
<td>33%</td>
</tr>
</tbody>
</table>

The majority of people felt that facilities for group sports in the Commonwealth were adequate. Some need for more or improved volleyball courts was identified by 43% of the respondents. The greatest level of satisfaction was with football fields which 76% of the people felt were adequate. Lower income groups were more likely to identify group sports facilities as needing to be improved or increased.

Table 5. Facility needs for group sports activities.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Pct. Responding</th>
<th>Adequate</th>
<th>Should be Improved</th>
<th>Should be Increased</th>
</tr>
</thead>
<tbody>
<tr>
<td>Volleyball courts</td>
<td>57%</td>
<td>57%</td>
<td>9%</td>
<td>34%</td>
</tr>
<tr>
<td>Basketball courts</td>
<td>62%</td>
<td>63%</td>
<td>13%</td>
<td>23%</td>
</tr>
<tr>
<td>Lacrosse fields</td>
<td>46%</td>
<td>69%</td>
<td>8%</td>
<td>23%</td>
</tr>
<tr>
<td>Soccer fields</td>
<td>61%</td>
<td>70%</td>
<td>9%</td>
<td>21%</td>
</tr>
<tr>
<td>Softball fields</td>
<td>65%</td>
<td>71%</td>
<td>10%</td>
<td>19%</td>
</tr>
<tr>
<td>Baseball fields</td>
<td>67%</td>
<td>73%</td>
<td>11%</td>
<td>16%</td>
</tr>
<tr>
<td>Football Fields</td>
<td>63%</td>
<td>76%</td>
<td>10%</td>
<td>14%</td>
</tr>
</tbody>
</table>

For individual sport activities, skateboarding and rollerblading areas were identified by 60% of Pennsylvanians as needing to be increased or improved. The remainder of individual sport facilities was seen as adequate by the majority of people. The highest level of satisfaction was with golf courses (76% adequate) and disc golf courses (75% adequate).
adequate). Younger Pennsylvanians were more likely to identify individual sports facilities as needing improvement or increase.

Table 6. Facility needs for individual sports activities.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Pct. Responding</th>
<th>Adequate</th>
<th>Should be Improved</th>
<th>Should be Increased</th>
</tr>
</thead>
<tbody>
<tr>
<td>Skateboarding and rollerblading areas</td>
<td>58%</td>
<td>40%</td>
<td>9%</td>
<td>51%</td>
</tr>
<tr>
<td>Archery ranges</td>
<td>48%</td>
<td>53%</td>
<td>5%</td>
<td>41%</td>
</tr>
<tr>
<td>Horseshoe pits</td>
<td>47%</td>
<td>55%</td>
<td>6%</td>
<td>39%</td>
</tr>
<tr>
<td>Tennis courts</td>
<td>60%</td>
<td>56%</td>
<td>11%</td>
<td>33%</td>
</tr>
<tr>
<td>Rifle and handgun ranges</td>
<td>51%</td>
<td>57%</td>
<td>7%</td>
<td>36%</td>
</tr>
<tr>
<td>Handball courts</td>
<td>45%</td>
<td>63%</td>
<td>5%</td>
<td>32%</td>
</tr>
<tr>
<td>Disc golf courses</td>
<td>39%</td>
<td>75%</td>
<td>2%</td>
<td>22%</td>
</tr>
<tr>
<td>Golf courses</td>
<td>63%</td>
<td>76%</td>
<td>6%</td>
<td>18%</td>
</tr>
</tbody>
</table>

For winter sports facilities, sledding areas and ice skating areas were identified as needing to be increased or improved by 68% and 60% of the respondents respectively. Conversely, downhill skiing and snowboarding areas were considered adequate by 61% of the people. Ice hockey rinks were considered to be adequately provided by 58% of the respondents. Older residents were less likely to identify needed increases or improvements for winter sports facilities.

Table 7. Facility needs for winter sports activities.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Adequate</th>
<th>Should be Improved</th>
<th>Should be Increased</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sledding areas</td>
<td>61%</td>
<td>32%</td>
<td>9%</td>
</tr>
<tr>
<td>Ice skating areas</td>
<td>61%</td>
<td>40%</td>
<td>7%</td>
</tr>
<tr>
<td>Cross country ski areas</td>
<td>53%</td>
<td>48%</td>
<td>7%</td>
</tr>
<tr>
<td>Snowmobile trails</td>
<td>47%</td>
<td>56%</td>
<td>7%</td>
</tr>
<tr>
<td>Ice hockey rinks</td>
<td>49%</td>
<td>58%</td>
<td>5%</td>
</tr>
<tr>
<td>Downhill skiing and snowboarding areas</td>
<td>58%</td>
<td>61%</td>
<td>9%</td>
</tr>
</tbody>
</table>

Small game hunting areas were considered adequate by 66% of respondents, big game areas were considered adequate by 69% of respondents, and waterfowl areas by 70% of respondents. The identification of hunting facility needs declined with education levels.

Table 8. Facility needs for hunting and trapping.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Pct. Responding</th>
<th>Adequate</th>
<th>Should be Improved</th>
<th>Should be Increased</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small game</td>
<td>52%</td>
<td>66%</td>
<td>8%</td>
<td>25%</td>
</tr>
<tr>
<td>Big game</td>
<td>53%</td>
<td>69%</td>
<td>7%</td>
<td>24%</td>
</tr>
<tr>
<td>Waterfowl</td>
<td>49%</td>
<td>70%</td>
<td>7%</td>
<td>24%</td>
</tr>
</tbody>
</table>

Most people felt that swimming facilities needed to be improved or increased. Over half (52%) were of the opinion that outdoor pools were in need. Indoor pools were identified
as needing to be increased or improved by 62% of the public. Younger residents were more likely to see a need for increased or improved swimming facilities.

Table 9. Facility needs for swimming.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Pct Responding</th>
<th>Adequate</th>
<th>Should be Improved</th>
<th>Should be Increased</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indoor pools</td>
<td>67%</td>
<td>38%</td>
<td>10%</td>
<td>52%</td>
</tr>
<tr>
<td>Lake and stream swimming areas</td>
<td>61%</td>
<td>39%</td>
<td>17%</td>
<td>44%</td>
</tr>
<tr>
<td>Snorkeling and scuba areas</td>
<td>43%</td>
<td>47%</td>
<td>9%</td>
<td>44%</td>
</tr>
<tr>
<td>Outdoor pools</td>
<td>68%</td>
<td>48%</td>
<td>14%</td>
<td>39%</td>
</tr>
</tbody>
</table>

Among social activities, community recreation centers (62%), open play areas (57%), and dog parks (55%) were identified as important facilities in need of being improved or increased in the state. Increased and improved facilities for social activities were important to less affluent Pennsylvanians.

Table 10. Facility needs for social activities.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Pct Responding</th>
<th>Adequate</th>
<th>Should be Improved</th>
<th>Should be Increased</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community recreation centers</td>
<td>62%</td>
<td>38%</td>
<td>12%</td>
<td>50%</td>
</tr>
<tr>
<td>Open play areas</td>
<td>58%</td>
<td>43%</td>
<td>12%</td>
<td>45%</td>
</tr>
<tr>
<td>Dog parks</td>
<td>52%</td>
<td>45%</td>
<td>8%</td>
<td>47%</td>
</tr>
<tr>
<td>Senior centers</td>
<td>63%</td>
<td>46%</td>
<td>13%</td>
<td>41%</td>
</tr>
<tr>
<td>Sitting and passive areas</td>
<td>70%</td>
<td>48%</td>
<td>13%</td>
<td>38%</td>
</tr>
<tr>
<td>Picnic areas</td>
<td>77%</td>
<td>49%</td>
<td>16%</td>
<td>35%</td>
</tr>
<tr>
<td>Playgrounds</td>
<td>73%</td>
<td>49%</td>
<td>19%</td>
<td>32%</td>
</tr>
</tbody>
</table>

Peoples’ attitudes towards campgrounds were almost evenly split. Slightly over half of the respondents indicated that campgrounds with and without hookups were adequate in their area (52% and 53% respectively), while the remainder (48% and 47% respectively) indicated that they needed to be improved or increased. Cabin rentals were less likely to be considered adequate; with 61% indicating that these should be improved or increased in their area. Younger Pennsylvanians expressed a higher need for campground facilities.

Table 11. Facility needs for camping activities.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Pct Responding</th>
<th>Adequate</th>
<th>Should be Improved</th>
<th>Should be Increased</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cabin rentals</td>
<td>54%</td>
<td>40%</td>
<td>10%</td>
<td>51%</td>
</tr>
<tr>
<td>Campgrounds with hookups</td>
<td>55%</td>
<td>52%</td>
<td>10%</td>
<td>38%</td>
</tr>
<tr>
<td>Campgrounds without hookups</td>
<td>53%</td>
<td>53%</td>
<td>13%</td>
<td>35%</td>
</tr>
</tbody>
</table>

Sixty-nine percent of respondents thought unlimited horsepower boating areas were adequate, 61% thought limited horsepower areas were adequate, and 55% thought non-motorized areas were adequate. Respondents indicated that water trails (52%) and canoe and kayak access (52%) needed to be improved or increased. There was a general
decline with age in the identification of needed increases or improvements for boating and floating facilities.

Table 12. Facility needs for boating and floating activities.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Pct. Responding</th>
<th>Adequate</th>
<th>Should be Improved</th>
<th>Should be Increased</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water trails</td>
<td>47%</td>
<td>48%</td>
<td>9%</td>
<td>43%</td>
</tr>
<tr>
<td>Canoe and kayak river access</td>
<td>51%</td>
<td>50%</td>
<td>8%</td>
<td>43%</td>
</tr>
<tr>
<td>Boating areas non-motorized</td>
<td>54%</td>
<td>55%</td>
<td>9%</td>
<td>37%</td>
</tr>
<tr>
<td>Boating areas limited horsepower</td>
<td>51%</td>
<td>61%</td>
<td>8%</td>
<td>32%</td>
</tr>
<tr>
<td>Boating areas unlimited horsepower</td>
<td>49%</td>
<td>69%</td>
<td>7%</td>
<td>24%</td>
</tr>
</tbody>
</table>

Fishing areas in Pennsylvania were seen as adequate by respondents. The greatest needs were identified with warmwater fishing with 41% of respondents asking for more or better facilities. Fishing needs were consistent across most demographic subgroups. Interestingly, with respect to age, the greatest needs were identified by those less than 24 years of age and by those in their late 50s.

Table 13. Facility needs for fishing activities.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Pct. Responding</th>
<th>Adequate</th>
<th>Should be Improved</th>
<th>Should be Increased</th>
</tr>
</thead>
<tbody>
<tr>
<td>Warmwater</td>
<td>49%</td>
<td>59%</td>
<td>11%</td>
<td>30%</td>
</tr>
<tr>
<td>Coldwater</td>
<td>50%</td>
<td>60%</td>
<td>10%</td>
<td>30%</td>
</tr>
<tr>
<td>Anadromous fishing</td>
<td>37%</td>
<td>65%</td>
<td>10%</td>
<td>25%</td>
</tr>
<tr>
<td>Special regulation areas</td>
<td>36%</td>
<td>67%</td>
<td>8%</td>
<td>24%</td>
</tr>
<tr>
<td>Ice</td>
<td>41%</td>
<td>74%</td>
<td>7%</td>
<td>20%</td>
</tr>
</tbody>
</table>

Two trends become apparent when looking at the recreation facility needs of various subgroups of Pennsylvanians: 1) fewer needs were cited as age increased and 2) a higher level of needs for facilities was cited by residents of Philadelphia County as compared to the remainder of the state.

PROGRAM NEEDS

When asked to indicate which of eleven types of recreational programs should be expanded in their area, Pennsylvanians indicated that teen programs (46%), before and after school programs (35%), fitness programs (34%), senior programs (31%), and environmental education (29%) should be expanded. Only 18% of the public felt that fairs and ethnic cultural events needed to be expanded in their area. Younger people with less education supported both teen and before and after school programs. Women had much more support for before and after school programs than men. Fitness programs were supported by younger people with more education and income. Older and poorer Pennsylvanians were more likely to support senior programs. Younger and better educated people supported environmental education. As with facility needs, people living in Philadelphia County were more likely than other residents to request recreation programs.
NEEDS OF SPECIAL CITIZENS

Senior citizens
Important facilities and equipment for senior citizens included walking trails (30%), senior programs (18%), and indoor activities like YMCA/YWCA (10%). In terms of programs and activities indoor exercise and walking (20%), walking/hiking trails (10%), and sporting activities (9%) were the most requested. Walking seems to be an important preference for seniors.

Physically disabled
Important facilities and equipment for physically disabled citizens included handicapped parking (17%), fishing piers (8%), and trails (8%). When asked about desired programs and activities, sporting activities (15%), accessibility in general (10%), and swimming (10%) were the most requested. When considering a wide variety of responses, an interest in swimming is seen in both facility and program needs.

IMPORTANCE OF RECREATION
Overall, Pennsylvanians felt that outdoor recreation was of greater importance to their lives than indoor recreation. Over three-quarters of the respondents indicated that outdoor recreation was important to their lives. Outdoor recreation tended to be more important to men (52%) than women (45%). Outdoor activities were more important to those with some post-secondary education (53%) than to those without (44%). The importance attached to outdoor recreation increased with family income, with as many as
84% of those earning $75,000 to $100,000 per year rating it as important, an opinion that was shared by only 54% of those with annual family incomes under $15,000.

Figure 4. The importance of indoor and outdoor recreation to Pennsylvanians.

In contrast, only 36% of those surveyed felt that indoor recreation was important to their lives. Indoor recreation tended to be more important to the lives of women than men (43% versus 33%). Indoor recreation was significantly more important to nonwhites than to Whites (53% versus 36%). Indoor recreation’s importance decreased with age, with
54% of people in their early 20s indicating it as important to their lives. In contrast, only 30% of those over 60 years of age identified indoor recreation as important to their lives.

**Figure 6.** Percent of Pennsylvanians for whom indoor recreation is important to their lives, by age class.

When asked about the importance of public recreation areas to their lives, 61% of Pennsylvanians indicated that they were important. This attitude was positively correlated with both income and education. Public places were important to half of those with family incomes below $10,000 per year. In contrast, 72% of those with family incomes between $75,000 and $100,000 viewed public recreation areas as important. In terms of age, younger residents tended to value public recreation areas more than did older Pennsylvanians.
Figure 7. Percent of Pennsylvanians for whom public recreation areas are important to their lives, by family income.
Figure 8. Percentage of Pennsylvanians rating public recreation areas as important to their lives, by age class.

ATTITUDES TOWARDS RECREATION

Open space
There was moderately strong agreement by most Pennsylvanians that open space was being threatened by development (50% agreed and 28% disagreed), but extremely strong agreement in growing southeast counties. There was very weak agreement that enough open space was being protected (27% agreed and 48% disagreed), especially with those living in the Commonwealth’s growing counties. In general, older people, with less education and lower incomes tended to disagree that open space was being threatened. They also tended to agree that enough open space was being protected.

When asked whether municipalities worked together to protect parks and open spaces, there was very weak agreement by Pennsylvanians across the state (21% agreed and 39% disagreed). People with higher incomes tended to agree less. People who were older tended to agree more with this question.

Greenways
There was moderately strong to strong agreement that greenways should link neighborhoods throughout the state (52% agreed and 16% disagreed) and very strong support in growing and urban counties. When asked about multi-municipal greenways, there was moderately strong agreement that greenways should link municipalities and
parks throughout the state (55% agreed and 14% disagreed) and very strong to extremely strong support in growing and urban counties. In general, higher educated people with higher incomes were more likely to support greenways.

**Environmental quality of recreation areas**

There was moderately strong agreement that the environmental quality of recreation areas was good throughout most of the state (47% agreed and 15% disagreed), but weak to very weak agreement in the two largest metropolitan areas. There was weak agreement that streams and rivers were in good condition throughout the state (34% agreed and 32% disagreed), but extremely weak agreement in the state’s two largest metropolitan areas. People with less income tended to disagree that the environmental quality of recreation areas was good. Older Pennsylvanians had more favorable attitudes than younger people towards the condition of rivers, perhaps a perceived improvement from the more industrial past.

**Maintenance and policing of recreation areas**

There was moderately strong agreement that public recreation areas were well maintained throughout the state (50% agreed and 15% disagreed), but very weak agreement in the state’s two largest metropolitan areas. There was weak agreement that recreation areas were adequately policed (33% agreed and 29% disagreed) and very weak agreement in Philadelphia County.

**Enough recreation areas close to home**

Although agreement in some rural counties was moderate to strong, in general, there was weak agreement that there were enough recreation areas close to where people live (36% agreed and 32% disagreed) and very weak agreement by people living in Philadelphia County.

**Adequate public transportation**

There was very weak to weak agreement that public transportation to recreation areas met peoples’ needs (25% agreed and 46% disagreed).

**Local and state government programs to increase recreation awareness**

Across the state, there was strong agreement by Pennsylvanians that both local and state government should do more to increase awareness of recreation areas and opportunities (64% agreed and 9% disagreed for local government; 66% agreed and 8% disagreed for state government).

**Recreation and parks departments**

There was moderately strong agreement that municipalities should join together to form park and recreation departments (47% agreed and 20% disagreed). The agreement was stronger in some urban counties.
Importance of parks: reduction of youth crime and increase in property values
Across the state there was very strong agreement that recreation programs reduced youth crime (69% agreed and 10% disagreed) and extremely strong agreement in Philadelphia County with this question. Across the state there was very strong agreement that parks, natural areas (74% agreed and 6% disagreed), and greenways (66% agreed and 8% disagreed) increased property values. People with more education and higher incomes tended to agree more. There was extremely strong agreement in the state’s two largest counties and fastest growing region that green areas increased property values.

Satisfaction with recreation areas
In general, Pennsylvanians were moderately satisfied with local and county parks (45% were satisfied and 15% were unsatisfied with municipal parks; 43% were satisfied and 15% were unsatisfied with county parks). Depending on county, there was strong, and in some cases, very strong satisfaction with State Parks (62% were satisfied and 9% were unsatisfied), strong to very strong satisfaction with State Forests (67% were satisfied and 9% were unsatisfied), and strong, and in some cases, very strong satisfaction with State Game Lands (62% were satisfied and 12% were unsatisfied). Satisfaction with federal forests and parks was dependent on county. There was strong satisfaction with federal lands in most of Pennsylvania (58% were satisfied and 12% were unsatisfied), but weak to moderate satisfaction in the state’s two largest urban counties. Pennsylvanians expressed moderate satisfaction with private recreation areas (46% were satisfied and 16% were unsatisfied).

Involvement in recreation
Pennsylvanians seemed reluctant when asked if they would contact a government official or legislator in support of recreation (28% agreed and 41% disagreed). They were even more reluctant when asked if they would volunteer at (22% agreed and 55% disagreed) or donate money to (17% agreed and 55% disagreed) a recreation area.

RECREATION FUNDING

Funding priorities
When asked to rank seven priorities for recreation funding in order of importance, maintaining existing park and recreation areas was the number one priority for half of the respondents and had an average priority of 2.5, on a scale of one through seven. Providing programs at park and recreation facilities was second (35% ranked it as their first or second priority). The other priorities, in descending order, were acquire open space, acquire additional land for developed recreation, supply information on recreation opportunities, assist local government with open space and recreation plans, and assist in creating multi-municipal recreation departments.
Figure 9. Average priority for seven recreation funding options in Pennsylvania.

Funding for Recreation and Parks
There was moderate agreement (46% agreed, 19% disagreed) that municipalities should have a permanent source of funding for park and recreation programs. Agreement was strongest in Planning Regions 1 and 2 (53% agreed, 12% disagreed). Agreement was weakest in Regions 4 and 8, where only 36% agreed. In terms of state funding, there was moderate to strong agreement (51% agreed, 15% disagreed) that the Commonwealth should increase permanent sources of funding for park and recreation.
REGIONAL DIFFERENCES

Pennsylvania has a diverse regional landscape. When the responses were sorted by region, some differences between urban, suburban, and rural counties became apparent. Philadelphia residents often contrasted with the rest of the state in their opinions. Generally, the largest differences were between the residents of Philadelphia and the nearby suburban southeastern counties, with the remainder of the state occupying the middle ground. The opinions of Allegheny County residents did not follow as clear a pattern, often aligning with urban Philadelphia and then again with the fast growing southeastern portion of the Commonwealth. The opinions of residents of more rural counties in the southwest, northwest, northeast, and central counties were often typical for the Commonwealth, as might be expected in a state with a large rural population.

All information in this study was collected on a county basis so as to maximize the potential for regional planning groups to obtain estimates particular to their area of residence. Two regionalization schemes were utilized to summarize geographic differences. The Department of Conservation and Natural Resources has traditionally used a set of 10 Uniform Planning Regions for their planning purposes. Because this system aggregates some very rural counties with the state’s two largest urban centers, an alternate system was also used to summarize much of the data. This alternate considered Philadelphia and Allegheny Counties as separate entities and then aggregated the remaining counties into northwest, northeast, southeast, southwest, and central Pennsylvania. This regionalization scheme is detailed in Appendix A. The analysis in this section utilizes the latter system because of the better job it does differentiation between urban and rural differences. Where significant, differences by Uniform Planning Region have been included previously in the text. All the major results of the study have been sorted by the Uniform Planning Regions and are presented in Appendix B.
Participation

Philadelphia residents recreated more often than the rest of the state (6.9 times per week). The nearby southeastern counties and Allegheny County had the lowest average (6.2 times per week). In contrast, all three reported fewer hours of recreation than the state’s average and Philadelphia residents also reported the least time spent strengthening and training muscles. Philadelphians also registered the most hours recreating away from home per week (10.7 hours). In contrast, residents of the central counties averaged 8.4 hours per week and Allegheny County residents totaled only 8.5 hours per week. Residents of the central counties averaged the lowest. Southeastern and Allegheny County residents were most likely to foresee an increase in their activity levels over the next five years. Rural residents were the least likely to anticipate an increase in activity levels.

Figure 11. Regional variation in the amount of recreation time per week.

Philadelphians were most likely to recreate away from home at county and municipal facilities (52% of their activity). Residents of the northeastern counties were next most likely to utilize local facilities (46% of their activity). Use of county and municipal facilities in the remaining counties varied from 42% in Allegheny County to 38% in the southeast counties.
Philadelphia and Allegheny county residents were the least likely to satisfy their recreational needs away from home at state managed facilities (12% and 18% of their usage respectively). Residents of the northwest counties reported the greatest use of state facilities (26%).
The utilization of federal facilities was strongly influenced by the limited availability of these opportunities. The highest utilization rate was by those in Allegheny County (10%) and those living in the northwest portion of the state (9%). The lowest dependence on federal lands was in Philadelphia County (5%).
Philadelphia residents depended upon private and commercial facilities (34%) at a rate greater than the rest of the state and second only to their use of local public facilities. The lowest usage was in the northwest region of Pennsylvania, where only 26% of outdoor recreation away from home took place at private or commercial facilities.
Barriers
Lack of time was the number one barrier to recreating throughout the state (50% of respondents). This was fairly consistent in all regions. Lack of information was the next most cited barrier in Philadelphia and Allegheny Counties (33% and 25% respectively) as well as in northeastern Pennsylvania (27%). In the southwestern counties, facilities too far away (27%), too crowded (26%), and lack of facilities (26%) were the next most cited barriers. Not enough money was the second most cited barrier in the northwest and central portions of the Commonwealth (29% and 24% respectively). In the southeast, lack of information (27%) and too crowded (24%) were the number two and three barriers.
Facility needs
When the respondents were asked to evaluate 65 types of recreation facilities in their area, the needs of Philadelphia and Allegheny residents were generally greater than average, while the southeastern counties were significantly lower. The 65 types of facilities were aggregated into eleven groups for comparison purposes.

Philadelphians were the most likely to request improvements or increases in trail, street, and road recreation facilities, requesting an average of 4.1 improvements out of 11 activities. Residents of northeastern and southwestern counties were next most likely to identify trail needs. Southeastern county residents were the least likely to indicate needs in this area.
Allegheny County residents were first and Philadelphia residents second in viewing and learning facility needs (3.4 and 3.2 activities). The fewest needs for viewing and learning activities was in the northwest (2.7 activities) and central counties (2.8 activities).
In terms of group sport facility needs, Philadelphia ranked first, needing improvements of increases in 3.1 activities. Allegheny County ranked second (2.5 activities) and the southwestern counties third (2.3 activities). The fewest needs were expressed by residents of the southeastern counties (1.3 activities) and the northwest (1.7 activities) and central counties (1.8 activities).
Individual sports exhibited the same pattern with Philadelphians indicating the greatest needs (2.6 activities) and the southeastern counties the least (1.7 activities). Also expressing relatively large needs for individual sport facilities were residents of northeast, northwest, and southwest counties (2.4 activities). At 2.1 facilities, Allegheny County needs were fewer than most of the state.
Figure 20. Average number of individual sporting activities with facilities needing improvement or increase, by region.

Philadelphia and the northeastern counties identified the most swimming activities as being in need (2.1 and 2.0 activities respectively). The needs in the rest of the state were fewer, with the least indicated by Allegheny County residents (1.7 activities).
The residents of Philadelphia also had the most social facility needs (3.5 activities), followed by people living in the northeastern and southwestern counties (3.1 activities). The northeastern, central, and southeastern counties only requested facility increases or improvements for an average of 2.7 activities.
In terms of camping facilities, Allegheny County residents had the greatest needs (1.7 activities), followed by Philadelphia and the southwestern counties (1.7 activities). The fewest needs were cited by residents of southeastern, central, and northeastern counties (1.7 activities).
Facility needs for winter sports reversed the general trend. Winter sporting facilities were most lacking in the northwest counties, where an average of 2.9 activities were identified as needing increased or improved facilities. In contrast to other facilities types, residents of Philadelphia and Allegheny Counties expressed the fewest needs (2.1 activities).
In the case of hunting and trapping areas, Allegheny County residents indicated the greatest needs (1.2 activities). Philadelphia residents indicated the fewest needs (0.6 activities) and those living in the southeastern counties the second fewest (0.8 activities).
Overall, Philadelphians expressed the highest needs in four of the eleven groups, the second highest in three other groups and the least needs in two of the eleven. In total Philadelphia’s recreation facility needs were different from most of the state in nine of eleven categories. Allegheny County residents expressed the highest needs in four categories, the second highest in another, and were last in one more. The needs of Allegheny County residents often paralleled Philadelphians, with the exception of hunting and trapping areas, where they diverged. In direct contrast to nearby Philadelphia, residents of the fast growing, southeastern counties relatively satisfied, requesting the fewest increases in four of the eleven categories and the second fewest in two more.

Program needs
When asked about the needs for expanded recreation programs in their area, Philadelphians indicated the most needs and residents of nearby southeast counties the least, though overall all regions indicated the same general ordering of priorities. Philadelphia residents had the highest level of needs in nine of the eleven program areas and were average in the other two. In contrast, residents of the other southeastern counties had the lowest requirements in nine of the eleven categories. Allegheny County
Residents were more typical of the rest of the state, though they did indicate less need for cultural arts programs than any other region. The greatest need for cultural arts was in the rural northeast and southwest counties. Allegheny County indicated greater than average needs for athletic and sports programs as did Philadelphia.

Importance of public recreation areas
Philadelphia residents gave the highest rating to the importance of recreation areas in choosing where to live. The second highest rating was provided by residents of the other southeastern counties. There were no significant geographic differences in opinions about the general importance of outdoor, indoor, and public recreation areas.

Regional Attitudes
When considering attitudes towards recreation, Philadelphia residents were the most outspoken; expressing the strongest agreement for seven of twenty-two attitudinal questions and the weakest for another seven. Overall, residents of southeast counties, not including Philadelphia, had the strongest agreement for six questions and the strongest disagreement for another two. In comparison, Allegheny County residents expressed the weakest agreement with three of the twenty-two questions.

Open Space
Residents of southeastern counties had the largest agreement with the statement that open space in their area were being threatened by development (79%), while residents of northwestern counties had the smallest (37%). Residents of southeastern counties had the largest agreement with the statement that public access to open space should be increased (58%), followed by Philadelphia residents (52%). Residents of southwestern counties had the smallest agreement with the access statement (40%). Residents of southeastern counties agreed the most that municipalities were working together to link parks and open space (25%), while residents of Allegheny County agreed the least (19%). Residents of Allegheny County had the weakest agreement with the statement that there was enough protected open space in their area (15%), while residents of northwest counties had the highest agreement (35%). Residents of Allegheny County also had the weakest agreement that municipalities in their area were working together to link park and greenway resources (19%), while residents of Philadelphia had the highest agreement with this statement (27%).
Figure 26. Percent agreeing that there is enough open space near where they live, by region.

Greenways
Resident of Philadelphia were the most likely to agree it was important that greenways and trails connect neighborhoods (69%), followed by residents of southeastern counties (67%). Residents of northeast counties had the weakest agreement with the statement that greenways were important to link neighborhoods (55%). Residents of Philadelphia also had the highest agreement that it was important that greenways and trails connect municipalities (75%), followed by residents of southeastern counties (67%). Residents of northwest and central counties had the weakest agreement to this greenway question (53%).
Environmental Quality of Recreation Areas
Philadelphia residents were least likely to agree that streams and rivers in their area were in good condition (5%) and the environmental quality of recreation areas was good (20%). Residents of northeastern counties were most likely to agree that streams and rivers were in good condition (39%) and residents of northwestern and central counties were the most likely to agree that the environmental quality of recreation areas was good (49%).
Maintenance and Policing of Recreation Areas

Philadelphia residents were the least likely to agree with the statement that recreation areas were well maintained (14%), while residents of northwestern counties were the most likely to agree (53%). Philadelphia residents were also the least likely to agree that recreation areas were well policed (17%), while residents of southeastern counties were the most likely to agree (41%). Residents of southeast counties were the least likely to agree that maintaining existing recreation areas was more important than opening new ones (40%), while residents of northwestern counties were the most likely to agree with this statement (59%).
Figure 30. Percent agreeing that recreation areas near them are well maintained, by region.

Accessibility to Disabled People
Philadelphia residents were least likely to agree with the statement that recreation areas were accessible to those with disabilities (29%), followed by residents of southeastern and northeastern counties (about 40%). Residents of northwestern counties were the most likely to agree with this statement (49%), followed by residents of central counties (47%).

Local and state government programs to increase recreation awareness
Residents of Philadelphia were most likely to agree with the statements that local government should do more to increase awareness (71%) and that the state should do more to increase awareness (78%). Residents of central counties were the least likely to agree that local government should do more to increase awareness (62%) and that the state should do more to increase awareness (63%).
Importance of Parks: Reduction of Youth Crime and Increased Property Values

Philadelphia residents were most likely to agree that recreation programs reduced youth crime (87%), while residents of northwest counties were least likely to agree with this statement (60%). Residents of southeast counties were the most likely to agree that parks increased property values (86%) and that greenways increased property values (80%).
Residents of northwest counties were the least likely to agree that parks increased property values (72%) and that greenways increased property values (60%).

Figure 33. Percent agreeing on quality-of-life benefits from parks and recreation.

Satisfaction with recreation areas
When asked how satisfied they were with recreation areas in Pennsylvania, several regional trends are apparent. The highest levels of satisfaction were observed in northwest counties, where they ranked the quality of State Parks, State Forests, State Game Lands, and nearby federal properties higher than the other regions of the Commonwealth. Residents of southwestern counties rated municipal parks and recreation areas, county parks, state parks, and private recreation facilities in their region lower than those in the other regions of the state. The residents of Philadelphia and Allegheny Counties were generally typical in their satisfaction with the facilities in their area. However, Philadelphians rated their region’s state parks at the same high level as residents of northwestern counties. Allegheny County residents were more satisfied with their municipal and county facilities and local private recreation areas than residents of other regions of the state. However, they were the least satisfied with federal facilities in their region.
Figure 34. Percent satisfied with municipal parks near them, by region.
Figure 35. Percent satisfied with county parks near them, by region.

Figure 36. Percent satisfied with State Parks near them, by region.
Figure 37. Percent satisfied with State Forests near them, by region.

Figure 38. Percent satisfied with State Game Lands near them, by region.
Residents of Philadelphia County were most likely to become involved in recreation issues. A third of Philadelphia residents indicated that they would be willing to contact government agencies to support recreation activities and areas, more than any other region. The lowest level of willingness to contact government agencies was in the southwestern counties, where only a quarter of the respondents would initiate such action. Philadelphians were also most likely to be willing to contact a state legislator (46%). Following the same pattern, residents of the southwestern counties were the least likely to be willing to contact a stat legislator (34%). Philadelphia residents were also the most likely to be willing to donate money to support recreation areas (28%). Residents of the southwestern and northwestern counties were the least likely to donate money (14% and 15% respectively). Another question asked if the respondents were willing to volunteer at a recreation area. Residents of the northeastern counties (24%) and Philadelphia counties (25%) were the most likely to volunteer their time, while people in Allegheny County were least likely to volunteer their time (only 18%).

Recreation funding
When asked to prioritize state recreation funding opportunities, maintain existing park and recreation areas was the number one priority and nowhere more than in Allegheny (58% top priority) and Philadelphia Counties (54%). The lowest level of agreement was in the northwest and southeast sections of the state where only 39% ranked it as a top priority. The second highest funding priority in the state was for the provision of recreation programs and 36% of Philadelphians ranked it as their second priority - the most in the state. Residents of southeast counties were the least likely to make this their
second priority (18%). The residents of the southeastern counties elevated acquisition of open space to their second priority. The lowest funding priority for the state was assisting with the creation of recreation departments. Philadelphia and the other southeastern counties were the most likely to rank this last (40% and 37% last priority respectively). In contrast to the urban centers, the trend with respect to recreation funding for rural counties was for the rankings to be more evenly spread over all funding priorities.

**Figure 40. Recreation funding priorities for Pennsylvania, by region.**

The study also asked whether the State should increase permanent funding sources for park and recreation opportunities and whether the local municipality should do the same. Philadelphians expressed the strongest support for these suggestions.
DIFFERENCES BETWEEN NONWHITE AND WHITE RACIAL GROUPS
Because of the use of a random mailing list, the study did not target any particular ethnic group. As a result, the response rates from all nonwhite ethnic groups, such as African Americans, were very low. The total response rate for nonwhite ethnic groups was just over two percent, or 94 surveys. Response rates for ethnic groups fell even lower when individuals who marked multiple ethnic categories (e.g., White, African American, and Hispanic) were identified and removed from individual ethnic categories. Important observations are provided in this study about the differences between White and nonwhite people, but they rely on low response rates. For better information on the needs and trends of ethnic sub groups, such as African Americans or Hispanics, a study should be completed which targets them and their households specifically.
Appendix A: Alternate Regions
<table>
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Appendix B: Key Statistics by Uniform Planning Regions
Table 14. Areas and facilities deemed adequate.

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Table 14. Areas and facilities deemed adequate. (continued)

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Table 15. Areas and facilities should be improved.

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<td>Picnic areas</td>
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Table 15. Areas and facilities should be improved. (Continued)

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### Table 16. Areas and facilities should be increased.

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Table 16. Areas and facilities should be increased. (Continued)

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<td>Snowmobile trails</td>
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Table 17. Program needs by region.

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<th>8</th>
<th>9</th>
<th>10</th>
<th>PA</th>
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<td>Before and after school programs</td>
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<td>Environmental education</td>
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<td>Arts and crafts</td>
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<tr>
<td>Cultural arts</td>
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<td>Preschool programs</td>
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<tr>
<td>Fairs and ethnic cultural events</td>
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<tr>
<td>Other</td>
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Table 18. Barriers to participation by region.

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<th>9</th>
<th>10</th>
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<td>Facilities too crowded</td>
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Chapter 5
Issues and Findings
CHAPTER 5
Issues and Findings

Department of Community and Economic Development
Governor's Center for Local Government Services

Background

The Governor's Center for Local Government Services was created in 1996 to serve as the “one-stop shop” for local governments.

The Center's mission is to:
- Be the principal advocate for local governments.
- Provide vital programs, services and training to local officials and municipal employees.
- Cut through red tape expeditiously to solve problems at the local level.

Since 1999, the Center has served as the principal state entity responsible for land use assistance and monitoring. In that role, the Center encourages local and state government entities to work together to plan wisely for future growth and development while preserving and protecting our environment and natural resources.

The preservation of open space and the provision of recreational opportunities are important components of sound land use planning for local governments and their citizens, and are mandated elements of a comprehensive land use plan in Pennsylvania.

Programs

The Center provides educational programs along with technical and financial assistance to the Commonwealth’s 2,566 cities, boroughs and townships and 67 counties on a wide range of issues, including sound land use planning.

Education and Training – The Center contracts with the Pennsylvania State Association of Boroughs and the Pennsylvania State Association of Township Supervisors to provide a variety of educational programs related to sound land use and planning directed primarily at local government officials.

Technical Assistance – Center staff provide technical assistance on land use issues officials. A peer-to-peer program is also available through the Center.
Financial Assistance – There are two primary funding programs available through the Center for local governments. Both programs require a 50 percent local match and require a DCED Single Application.

- Shared Municipal Services (SMS) – Provides grant funds to promote cooperation between neighboring municipalities enabling various functions to be provided more efficiently and effectively.
- Land Use Planning and Technical Assistance Program (LUPTAP) – Provides grants to municipalities, counties, and other units of local government for multi-municipal planning efforts that further the sound land use initiatives.

New Strategies

The Center has successfully partnered with DCNR and other state agencies to fund initiatives to promote sound land use and planning. Here three examples of this partnership with DCNR:

- DCNR and the Center are jointly providing funding to the Natural Lands Trust to promote the integration of conservation by design concepts into local plans and regulations.
- Both agencies are providing funding to the Conservation Fund to develop a Pennsylvania-based “Better Models for Development” book.
- The Center has provided funding to assist counties in completing Natural Resources Inventories, a DCNR priority.

The above examples could serve as a model for future cooperative efforts between DCNR and the Center to promote recreation, greenway and open space planning to local governments.

Issues/Challenges

The greatest challenge to a closer partnership between the Center and DCNR is probably funding. Both agencies are constrained by the Commonwealth’s economic and financial problems, which inhibit new funding initiatives.

Solutions

Appropriate staff from the Center and DCNR should discuss opportunities for further cooperation consistent with the missions of both. Opportunities may be identified that do not necessarily require significant new funding.
Department of Transportation

Background/Mission

- PENNDOT has as its mission to provide for the multi-modal transportation needs of the Commonwealth.
- PENNDOT objectives in relation to the Pennsylvania Recreation Plan and the conservation needs of the Commonwealth are met during the transportation development process. Extensive public involvement efforts are followed by equally intense resource protection efforts. The general public, resource agencies, local governments and advocacy groups all are involved partners in designing, building and maintaining a transportation facility. All such entities address both active and passive recreational needs and issues during this process.

Programs/Initiatives

- PENNDOT is attempting to take a prominent role in the fulfillment of its Greenways responsibilities. Department responsibilities fall under three Deputates. A strategic plan for each is under development, with target dates for each work element.

New Strategies

- PENNDOT has been instituting a new process for highway development considerations. Known as “Context Sensitive Solutions”, highway engineers are being trained to look at a community or area holistically, considering community impacts and local goals, while delineating a way to construct a transportation facility that is safe, cost effective and meets transportation demands.
- Residents of Pennsylvania benefit, due to the partnering in the process, by having mutual goals met. Recreation and resource protection do not have to be unattainable goals for a transportation improvement.
- Residents could assist the Commonwealth in meeting the recreation and conservation needs of its citizens by actively participating with PENNDOT in its transportation development process.

Issues/Challenges

- For PENNDOT, a major challenge is changing an instilled culture. Greenways and Context Sensitive Solutions, items that common sense to most agencies, recreation and resource protection groups, are alien to the engineering culture.
Solutions/Actions

- A mandate must be issued to PENNDOT District Executives, coming from the Secretary. District performance measures must be established and monitored, and results conveyed to executive management.
Pennsylvania Public Utility Commission

Background/mission:

Programs/Initiatives: The PUC has no programs or initiatives which specifically affect the Recreation Plan or are aimed at meeting the recreation or conservation needs of Commonwealth citizens. The purpose of the PUC is to provide safe and affordable utility service to all Commonwealth citizens thus the jurisdiction which the PUC can exercise over utilities is limited. The utilities' involvement in the community is not limited by the Public Utility Code or by the regulations or policies of the Commission itself, but the Commission cannot mandate programs or expenditures which are not authorized by the Public Utility Code.

The adjudicative nature of the Commission does not permit it to embark on a program or initiative which would promote the interests of a trail group or even a Commonwealth agency party to a case before the Commission over any other potential party.

New strategies: Although the Commission is always implementing new strategies which have the best interests of the Commonwealth citizens at heart (i.e., telephone fairs, utility competition, advertising campaigns to promote awareness of rights under the Commission's jurisdiction), these do not address the recreation and conservation needs of the Commonwealth citizens.

Issues/Challenges: Again, the adjudicative nature of the Commission present the biggest barriers or obstacles to the Commission's promoting the interests of a special group, such as a trail organization or municipal authority over the interest of others which may be parties to a case.

Solutions/Actions: Since it is the adjudicative nature of the Commission which presents the challenges, there really is no issue which needs to be addressed. The role of the PUC is simply different than the role of the other agencies which are trying to meet the recreation and conservation needs of Commonwealth citizens. The Commission will be happy to provide guidance regarding the operation of its agency and will aid in whatever way possible, but it is unlikely to be a frontrunner in this project.
Pennsylvania Fish & Boat Commission

BACKGROUND/mission: Today, the Pennsylvania Fish and Boat Commission is the sole Commonwealth agency with the mandate to ensure the protection, propagation, and distribution of game fish, fish bait, bait fish, amphibians, reptiles, and aquatic organisms. Since 1931, the Commission has also been charged with managing recreational boating in the Commonwealth.

As stewards of Pennsylvania’s aquatic resources and the recreational opportunities they afford, the Commission’s mission is, “to provide fishing and boating opportunities through the protection and management of aquatic resources.” To meet its mission, the Commission has outlined four broad agency-wide goals:

- To protect, conserve and enhance aquatic resources;
- To advocate the wise, safe use of Pennsylvania’s aquatic resources;
- To provide for protection of aquatic resource users, and
- To address the expectations of anglers and boaters.

In addition to the mission and goals, the Commission has formally adopted a vision statement that guides how the agency strives to fulfill its mission and achieve its goals.

The Fish and Boat Commission will produce the highest quality fishing and boating opportunities responsive to the desires of the public and the needs of the resource. To accomplish this, the Commission will nurture a motivated, skilled and dedicated and diverse workforce, well-informed about their jobs and agency programs, focused on the agency’s mission and goals, and proud of what they do and how well they do it. We will be the best in the nation at what we do.

To fulfill the mission and achieve the Commission’s agency-wide goals, a variety of programs, initiatives and strategies must be implemented. In the agency’s strategic plan several “themes” or issue areas are apparent.

The need for resource protection and management is increasing as more demands are placed on a finite resource base. The theme of resource conservation is an agency mandate, an agency-wide goal and a commitment foremost among all Commission priorities. Paralleling this growing need, anglers and boaters are seeking and enjoying a growing diversity of aquatic recreation experiences in the Commonwealth. The Commission strives to tailor management programs to optimize fishing and boating opportunities, however, user demands must always be balanced with resource conservation needs.
The Commission cannot achieve its mission and goals alone. The agency relies heavily on “partnerships.” Partnerships enable the Commission to stretch limited resources and be good stewards of the resource and customer dollars. The theme of partnerships is one that the Commission will continue to recognize as a keystone of future programs and initiatives. The Commission will continue to work with other entities to maximize the application and effectiveness of existing funding and augment current funding sources for traditional programs. Positive impacts on the resource and customer satisfaction will be key measures of effectiveness and success under the theme of fostering partnerships.

The third and final theme identified in the plan is funding. In a nutshell, the Commission’s user fee funding approach is adequate (assuming fee adjustments occur appropriately) to support core agency programs. The user fee structure and funding base is not adequate to support agency infrastructure or expanded programmatic needs. Funding remains the biggest issue facing the Commission. The funding base is critical to maintaining the positive economic impact provided by fishing and boating programs in the Commonwealth. These impacts include:

**PA residents age 12 and over spend $1.7 billion on boating annually (including boat fishing) - the average expenditure per recreational boater is $274.**

- The average recreational boater spends $113 a year in direct boating-related expenses, including: purchasing or renting of boats, boat fuel, boating supplies, maintenance and repairs, storage and registration. Expanding this by the number of recreational boaters, $1.3 billion is spent annually on "direct" boating expenditures.

- The average recreational boater spends $161 per year on trip-related expenses, including: auto fuel, meals, lodging and admission/entrance fees. Expanding this by the number of recreational boaters, $416.1 million is spent annually on trip related items.

- Retail sales of new boats, motors, trailers and boating accessories in PA in 1997 totaled approximately $287 million.

**PA residents age 16 years and older spent $800 million on fishing in PA and elsewhere (including boat fishing) in 2001.** The average angler spent $632 in 2001 on fishing.

- There were more than $800 million in direct fishing expenditures in PA in 2001 by resident and nonresident anglers which created $1.62 billion in PA economic output.
In addition to the $1.62 billion in output, the Commonwealth benefited from:

- $387 million in worker earnings (in addition to the $1.62 billion in output), which supported 14,611 jobs in the Commonwealth.
- $43 million in state sales tax.
- $10 million in state income taxes.
- $65 million in federal income taxes.
- $5 million in federal excise taxes from the Sport Fish Restoration Act.

The above figures show that fishing and boating together have economic impacts valued at more than $2 billion per year in Pennsylvania.

- Fishing and boating in Pennsylvania in 1996 put more than twice the amount of money into the State General Fund than fishing license and boat registration sales put into the Fish Fund and the Boat Fund.

- The trip-related expenditure information shows that a substantial portion of the economic benefits of fishing and boating are attributable to travel and tourism.

PROGRAMS/initiatives: There are more than 83,000 miles of streams and rivers in Pennsylvania, along with 4,000 inland lakes and ponds covering 160,000 acres. Lake Erie is the largest single water resource in the Commonwealth, with 470,000 surface acres under Pennsylvania jurisdiction. There is an incredible amount of aquatic resource in the Commonwealth, all of which falls under the jurisdiction of the PFBC in some manner; either from a fishing or boating regulation perspective or certainly from the resource (aquatic organisms) protection perspective. The agency’s programs focus on protecting and managing the resource, promoting and ensuring appropriate use, etc.

To fulfill its mission, goals and objectives, the PFBC has developed specific programs and initiatives over the years to meet both conservation and recreation program needs of the Commonwealth’s citizens. These include, among other programs/initiatives:

- Habitat and fisheries protection, restoration and enhancement,
- Fish propagation and distribution to optimize recreational fishing opportunities,
- Boating access development and improvement,
- Boating safety and regulation, and
Information and education efforts

NEW STRATEGIES: As part of the PFBC access improvement and information and education efforts, the agency would like to accelerate the water trail program initiative. As demand for information on fishing and boating opportunities grows and the needs for getting boating safety information to boaters increases, the Commission must expand its efforts to reach its customers. The Water Trail Initiative is one way the agency can reach agency customers through a partnership approach with other state and local entities.

The PFBC is also striving to maximize investment in boating access infrastructure and access programs in the Commonwealth. One of the pressing issues facing anglers and boaters in the Commonwealth is access to the resource. As an agency, the Commission is using its resources in new ways to address boating access infrastructure and working with partners to leverage resources to develop new and/or improved boating access infrastructure.

ISSUES/challenges: The Commission needs a fee adjustment (fishing license and boat registration) to address acute operating funding needs. The Commission also needs a stable long-term source of funding to address the $100+ million and growing backlog of infrastructure projects. Outside funding is being taken advantage of to the maximum extent possible when it is available to support agency programs and/or support efforts that help the agency complete activities consistent with its mission. While new funding is being secured for special efforts where possible, it is absolutely imperative that a stable long-term source of funding for agency infrastructure be found.

SOLUTIONS/actions:
1) The Commission needs the legislature to introduce and act on a fee increase package.

2) The Commission needs to be included in any new conservation funding initiatives to address the Commonwealth’s fish and wildlife infrastructure needs or separate action needs to be taken to provide either general obligation bond funds or a stable long-term source of funding for agency infrastructure and/or new programmatic efforts.

1. 1987 Recreation Boating Participation Survey, Chilton Research Services, June 1988
3. The 1996 Economic Impact of Sport Fishing in Pennsylvania, Sport Fishing Institute, Washington, D.C.
4. The $1.62 billion includes direct expenditures and impacts on PA suppliers, wholesalers and manufacturers, as well as indirect and induced effects from these spin off impacts.
5. $53 million in state sales and incomes taxes vs. $19 million in license revenue and $4.5 in boat registration revenue.
Department of Conservation and Natural Resources

Background

Established on July 1, 1995, the Pennsylvania Department of Conservation and Natural Resources is charged with maintaining and preserving the 116 state parks; managing the 2.1 million acres of state forest land; providing information on the state's ecological and geologic resources; and establishing community conservation partnerships with grants and technical assistance to benefit rivers, trails, greenways, local parks and recreation, regional heritage parks, open space and natural areas.

Major Program Areas

**Bureau of State Parks**
The 116 state parks in Pennsylvania cover roughly 283,000 acres. There is a state park within 25 miles of nearly every Pennsylvanian. Our state parks feature an array of recreational opportunities, provide a forum for multiple environmental education programs and conserve thousands of acres of unique natural areas, among many other features.

**Bureau of Forestry**
State forest lands comprise 2.1 million acres of "Penn's Woods." Pennsylvania's state forests provide almost an endless list of outdoor activities including hiking, biking, ATV and snowmobile riding, fishing and hunting. State forests also provide natural habitats for thousands of plant and animal species. And forestry personnel assist Pennsylvanians in wildlife and tree and plant life education, maintain the forests' health, and are ready to protect Pennsylvania against forest fires and pests.

**Bureau of Topographic and Geologic Survey**
The Pennsylvania Geological Survey specializes in studying and analyzing the geologic heritage of Pennsylvania. Survey personnel map and provide information about topographical features throughout Pennsylvania, disseminate data regarding water, gas and oil wells, and monitor underground resources and events.

**Bureau of Recreation and Conservation**
The Bureau of Recreation and Conservation awards millions of dollars in grants each year to help communities conserve natural and cultural resources, provide outdoor recreation, enhance tourism and foster economic development. Pennsylvania's nine heritage parks, or geographic regions whose heritage tourism revolves around highlighting one or two industries, also are administered by the bureau.
**Bureau of Facility Design and Construction**
Maintaining the infrastructure of DCNR is the job of Facility Design and Construction. The bureau's engineers design and manage construction projects for bridges, water and sewage systems, swimming pools, beach areas and dams in the state parks and forests. Through four regional offices, technical support is also given, and bids are taken every year for the completion of many building projects.

**Office of Wild Resource Conservation**
The Wild Resource Conservation Fund maintains, manages, enhances and restores Pennsylvania’s native wild flora and fauna and their habitats.

**New Strategies**

With its two core bureaus - State Parks and Forestry – dating back more than 100 years, DCNR’s predecessors historically have been defined as land management agencies entrusted with the stewardship of public lands. Since its establishment in 1995, DCNR maintained this core responsibility, and began reaching beyond its borders and into communities with the addition of community recreation and conservation assistance and geological expertise. The agency mission as expressed in its enabling legislation is:

*The primary mission of the Department of Conservation and Natural Resources is to maintain, improve and preserve state parks; to manage state forest lands to assure their long-term health, sustainability and economic use; to provide information on Pennsylvania's ecological and geologic resources; and to administer grant and technical assistance programs that will benefit rivers conservation, trails and greenways, local recreation, regional heritage conservation and environmental education programs across Pennsylvania.*

This “core mission” of protecting and enhancing Pennsylvania’s natural resources remains a cornerstone of DCNR’s service. Today, however, we see additional need for advocacy and leadership on broad environmental issues around land and water. DCNR is uniquely qualified to contribute leadership, knowledge and resources in support of Pennsylvania’s citizens and their environment. With new leadership, DCNR has a tremendous opportunity to broaden its mission to become a leading advocate and steward for the state’s natural resources.

In order to move from expanded mission to action, DCNR has developed a plan to that will enable us to reach more people with programs and expertise, play a greater role in the state’s economic growth, help to create attractive and livable communities, and improve quality of life for our citizens.

This plan lays out a new future for the agency, one in which DCNR is viewed as a leading steward and advocate for the natural resources of the state, an
expansion of its mandated mission. Within this expanded mission, we will work to improve stewardship of state parks and forests; promote land conservation beyond our borders; create outdoor connections for citizens and visitors; and help to build sustainable and attractive communities.

**ISSUES/challenges**
In order to implement this level of change throughout the department, DCNR will have to carefully examine its ability and capacity to carry out these policy priorities. As part of the plan’s implementation, DCNR will look at how we can communicate and educate, how we manage, and how we measure and learn from our initiatives. We will need greater technology and science, more partnerships and interagency cooperation. And we will need to improve our ability to generate more funding to support these initiatives.

**SOLUTIONS/actions**

**Improve Stewardship of State Parks and Forests**

*Policy Priorities*

1. Manage our lands based on the conservation of healthy ecosystems.
2. Expand outdoor recreation and outdoor learning opportunities.
3. Support economic development through the wise use of natural resources.
4. Improve the agency’s ability to make resource management decisions.
5. Continue to acquire lands that: protect and enhance existing state parks and forests, large forested watersheds and riparian corridors; conserve biologically important areas; and/or create connections with other public lands, open spaces, and outdoor recreation opportunities.

**Promote Statewide Land Conservation**

*Policy Priorities*

1. Help communities manage growth and reduce the loss of open space.
2. Provide information and educational programs to help protect important ecological lands, wildlife habitat, geologic features, and recreational lands.
3. Provide educational, technical and financial assistance to protect and sustain privately owned working forests.
4. Work with private landowners and others to encourage responsible stewardship on lands with significant conservation value.
Build and Maintain Sustainable and Attractive Communities
Policy Priorities

1. Empower county governments and regional planning entities to conserve natural and heritage resources and promote recreational activities through cooperative planning.
2. Make reinvestment in our older communities a priority by targeting DCNR programs and leveraging other state and federal agency program activity.
3. Advance projects and planning that demonstrate sustainable growth and green infrastructure network development and conservation.

Create Outdoor Experiences for Citizens and Visitors
Policy Priorities

1. Increase citizens’ and visitors’ ability to experience the outdoors.
2. Increase citizens’ awareness and knowledge of natural resources to inform their decisions on important conservation issues and create inspiring experiences in the outdoors.
3. Bring our stewardship expertise and educational programs to urban and suburban communities.
Regional Stakeholders Meetings

Introduction/ Purpose

In 2000, an initiative began to ask stakeholders throughout the various regions of the state what they see as the recreation and conservation needs in their areas. Ten meetings were held in all. Attendees included park and recreation professionals, planning agencies, conservation groups, elected officials, non-profits, tourism agencies, government officials, any individual or group that would have a stake in the areas of parks, recreation and conservation. In all, 602 people attended from the 67 counties covered by the ten events. Each of the meetings had three primary purposes:

1) to determine recreation and conservation needs in their region;
2) to develop and prioritize strategies to address those needs; and,
3) to obtain information for updating the state recreation plan.

COMMON ISSUES AND NEEDS
Although each region is unique and has its own perspective on what’s needed, there is some commonality in many of the regionally identified issues that have implications on a statewide basis. The following summarizes these:

EDUCATION AND PROMOTION
This was a major need identified in some manner in all nine meetings. The need to inform and educate local government officials and others about the benefits of parks and recreation was frequently cited as well as the need for educating our children. Offering more training opportunities in a wide variety of subject areas from new technologies to land use planning to facility maintenance was also stressed. Creating a Speakers Bureau, mobilizing volunteers, directing educational efforts to residents and leaders where there are no public lands and facilities, assessing existing programs in school and communities, developing education curriculum, formulating an educational strategy, delivering needed technical assistance, preparing a statewide marketing plan and launching marketing campaigns, creating "friends" groups to help promotional efforts, defining and promoting tourism, using case studies and best practices as educational tools, improving lines of communication especially through the internet and preparing and distributing effective educational and promotional materials were cited as ways of meeting educational and promotional needs.

COOPERATION AND COORDINATION
The need for better coordination and cooperation between and among all recreation and conservation stakeholders was mentioned many times and in
many ways. Sharing information, cost sharing for facilities, joint municipal projects, linking trails and greenways, forming coalitions and associations, encouraging multi-municipal planning, fostering regionalism, involving the private sector, building more partnerships, funding projects that connect existing sites, holding conferences, better coordination of state programs, facilitating cooperation between municipalities and non-profits, developing informational websites and brochures are some of the suggestions.

CLEARINGHOUSE FUNCTIONS
The concept of “clearinghouse” came up in regard to a number of topics and issues. The bottom line is that stakeholders want easy access to a wide array of information that can help them in their individual efforts as well as to encourage multi-municipal and regional activities. From the various comments made at each of the meetings, there is a need to establish regionally-based platforms for receiving, aggregating, updating and distributing data and information that are accessible to all users and supported by the conservation and recreation stakeholders in the service areas. A number of suggestions centered around the development of an internet site with quality, up-to-date information including technical information on various recreation and conservation subjects, resource inventories, regional GIS data, contact lists, literature reviews, best practices, bulletin board and links to other sites. The clearinghouse concept was also used in context of a one-stop shop for funding information. Having the latest information on grant programs and who to contact was frequently cited as an important need.

MAINTENANCE OF EXISTING FACILITIES
Maintaining existing recreation and conservation facilities was another re-occurring issue mentioned throughout all the meetings. Stakeholders see these facilities as capital investments that need to be maintained and operated in a long term, sustainable manner. The lack of adequate funding at all levels of government was seen as the primary obstacle to good maintenance. Other funding options such as user fees, endowments, sponsorships and donations were mentioned as alternatives to supplement tax dollars. Participants urged that maintenance becomes an eligible category for state grants. The need to do quality maintenance on state owned facilities was also stressed. More education and training on innovative, cost/labor effective maintenance practices was identified as well. Other ideas include expanding circuit rider and peer-to-peer initiatives to address maintenance; developing long-term maintenance plans; increasing inter-governmental cooperation relative to maintenance; utilizing prison work forces, community service workers, youth groups and other available personnel and volunteers; designing new facilities to reduce unnecessary maintenance; allowing maintenance as in-kind matches to state grants.
CONNECTING AND LINKING
The stakeholders value connecting and linking urban and rural communities with recreation and conservation resources and sites, especially through trails and greenways. In addition, participants in all the meetings recognized the lost opportunities caused by fragmentation and parochialism. They favor forming organizational partnerships that break down barriers to innovation, to resolving like issues, to shared planning and to working together to achieve common goals. Related ideas include forming regional trail and greenway organizations in areas where none currently exist, more widespread support and participation in comprehensive planning efforts of all kinds and incentives for partnerships and regional approaches.

FUNDING
While DCNR tried to focus discussions away from funding to the core needs and issues within the respective areas, either the lack of funding or the need for more funding surfaced in all the meetings. Funding is a major issue relative to maintenance, staffing, new projects and just about everything else. At the state level participants cited the need to make funding programs more creative and flexible; streamline grant processes; expand eligibility requirements; accelerate reimbursements; identify resources/sources in the region; provide incentives for planning, partnerships, regionalism and cooperative projects; get feedback on grant applications that are turned down and educate about other funding sources and about options for generating other public funding. Participants supported DCED’s one-stop shop approach to funding and the need for more funding for capital project planning. At the regional level, coordination of funding to avoid unnecessary competition at the local level was identified as a need. One recommendation called for designating or establishing a regional entity to serve as a broker for receiving, aggregating and coordinating funding. The entity would be managed by an alliance and would tap a variety of funding sources to support large scale or regional projects. Another suggestion recommended creating regional and county recreation and conservation authorities with taxing and bond issuing authority and with the role of assisting municipalities with projects and obtaining other grants. At the local level, the need to tap a variety of potential funding sources including foundations, corporate donations and sponsorships, user fees, tax incentives such tax increment financing, and other dedicated funding sources was urged.
SUMMARY OF REGIONAL PRIORITY ISSUES

Centre Region
Clinton, Lycoming, Columbia, Northumberland, Montour, Union, Snyder, Centre, Mifflin and Juniata counties.

PRIORITY ISSUES
1. Training / Information on a wide array of topics including best practices, partnership and capacity building, and benefits of having full time recreation directors in rural areas.
2. Planning
3. Funding
4. Liability
5. Maintenance/ preservation of existing facilities
6. Improve utilization, access and protection of water resource
7. Regional planning to ID areas that need protection/ development
8. Encourage PennDOT doing any road improvements to consider a variety of uses
9. Create tax incentives for private landowners to encourage preservation of open space
10. Educate, lobby, vote
11. Better communication and education on available resources, such as Topo/Geo mapping, grants
12. Develop sustained funding for implementation of projects and ongoing programs
13. Legislative authority/ funding to develop a natural heritage inventory for every county and to enable resource protection measures (growth boundaries and resource sensitive areas)

Southwest Region

PRIORITY ISSUES
1. More field people to work with locals
2. Education
3. Maintenance (equipment and upkeep)
4. Centralized resources
5. Coordination and cooperation for a regional clearinghouse
6. Open space and critical habitats
7. Education programs for local officials
8. Regional broker to coordinate funding, etc.; aggregate and coordinate resources
9. Partnership development and technical support; know who is doing what; promote working together
10. Allow Inter-municipal groups to be eligible partners for grant applications
11. Educate municipal officials on importance of green space
12. Need to preserve farmland
13. State agencies should facilitate cooperation between municipalities and between non-profits and municipalities
14. Increased coordination among agencies
15. Educate on balance of recreation, conservation and open space (environmental education)
16. Development of a comprehensive plan, which includes: a common vision and identification of land use with eye towards conservation of natural resources

Northeastern Region
Berks, Carbon, Lehigh, Luzerne, Northampton and Schuylkill counties.

PRIORITY ISSUES
1. Educate local officials and private sector consultants
2. Focus on long term operation and maintenance
3. Preservation of land (right land in right location)
4. Create a comprehensive Inventory of parks, recreation and open space
5. Planning – Do we have a program and how do things fit together?
6. Determine what recreational users want in PA
7. Need better connection, coordination, and communication between state agencies/ counties/ local governments
8. Deal with planning issues
9. Encourage and enhance multi-group cooperation (land trust, diverse interests, multi-community, parochial issues)
10. Create and provide training on a variety of topics (funding, peer to peer, technical assistance, zoning-land use, where to go for help)
11. Educate
12. Foster municipal cooperation/ educate
13. Market to "sell" land ethics
14. Need to rehabilitate/ upgrade facilities and structures
15. Need to develop a GIS system/ clearinghouse
16. Identify and inventory valuable land / water parcels
17. Acquire obvious trail links ASAP
Northwest Region
Clarion, Crawford, Erie, Forest, Jefferson, Lawrence, Mercer, Venango and Warren counties.

PRIORITY ISSUES
1. Maintenance and operation of new and old facilities: funding, volunteering, recycling, picking up litter, and landscaping
2. Project coordination on a county/local and regional level
3. Connection of trails and bikeways
4. Increase public access for streams, rivers, waterways, trails, and provide for public facilities and access areas
5. Greenspace planning and preservation
6. Increase public awareness and support for recreation and conservation through: education, marketing, public relations/Involvement, user friendly information system

Southern Allegheny Region
Bedford, Blair, Cambria, Fulton, Huntingdon and Somerset counties.

PRIORITY ISSUES
1. Need regional approach and Intergovernmental/Interagency Cooperation
2. Need clean water
3. Connection of trails and develop a master plan for pedestrian links
4. Increase public awareness of heritage sites and recreation facilities

Southeast Region
Bucks, Chester, Delaware, Montgomery and Philadelphia counties

PRIORITY ISSUES
1. Linkages
   a. Inter and Intra Cooperation at Appropriate Levels
   b. Community Outreach and Education
   c. Funding/Staffing/Volunteers
   d. Holistic Vision of DCNR’s Relationship to Region
   e. Destination Connections
   f. Need for Clearinghouse
   g. Availability of Funding Sources
   h. Technical Assistance to Local Organizations on Implementing Linkages
   i. Expand Urban Greenway and Recreation Opportunities
   j. Making Linkages Between Economic Development and Green Infrastructure Development
   k. Expand Urban Greenway and Recreation Opportunities
2. Open Space
   a. Green Infrastructure Planning Part of Municipal Planning
   b. Identifying Regional List of Greenways and Giving Them Priority
   c. Increase Breath and Depth of Money Towards Conservation
   d. Need to Make Open Space Marketable
   e. Find New and Creative Ways to Save Lots of Land Now
   f. New Incentives to Developers-Positive Incentives to Maintain Open Space

3. Maintenance and Facility Session
   a. Field Space for Youth, Schools, Adult Leagues
   b. Waterway Maintenance/Depletion and Erosion Issues
   c. Alternative to Dollars for Creation and Maintenance of Facilities
   d. Trails
   e. Building Maintenance
   f. Dollars
   g. Volunteers
   h. Field Space Plan-County Recreation Needs Assessment to Meet Needs of Growing Population
   i. Maintenance Needs Addressed in Planning and Development

Northern Tier Region
Bradford, Sullivan, Susquehanna, Tioga and Wyoming counties.

PRIORITY ISSUES
1. Environmental Issues
   a. Define Rural Atmosphere
   b. Preservation and Maintenance of Rural Areas

2. Planning, Funding & Coordination
   a. Matching Funds for grants
   b. State Agency Cooperation
   c. Partnerships
   d. Land Use

3. Tourism
   a. Define Recreation and Tourism
   b. Identify/Inventory Tourism Attractions and Natural Resources
   c. Support of Private Industry in Tourism
   d. Marketing Tourism
Northcentral Region
McKean, Potter, Elk, Cameron and Clearfield counties.

PRIORITY ISSUES
1. Resource Management
   a. Improve Existing Parks
   b. Funds to Maintain what we have
   c. Develop Trails (Bicycle, Motorized, Walking, Horseback)

2. Tourism, Planning, Development, Marketing
   a. Visitors Welcome Center on I-80
   b. Trails Issues
   c. Lodging Development of public and private lands

Southcentral Region
Adams, Cumberland, Dauphin, Franklin, Lebanon, Lancaster, Perry and York counties.

PRIORITY ISSUES
1. Land Use
   a. Cooperation Between Constituencies
   b. Comprehensive Planning, Programming and Budgeting
   c. Education (Bring Community into Curriculum)

2. OPEN SPACE
   a. Comprehensive Planning and Budgeting –
   b. Natural Areas Preservation
   c. Farmland Preservation
   d. Natural Land and Rare Habitat Preservation –

3. RECREATION DEVELOPMENT
   a. Expanded Trail Opportunities
   b. Provide and Promote Accessible Recreational Services and Facilities
   c. Elected Officials Need to understand role of parks and recreation and provide financial support

Northeast Region
Lackawanna, Monroe, Pike and Wayne counties.

PRIORITY ISSUES
1. Acquisition and Protection of Open Space, Greenways and Trails
   a. Property Acquisition (including rights-of-way, easements, leases
   b. Property Owner Protection
   c. Develop Inventory of Open Spaces, Recreation Resources and Projects
2. Education, Cooperation and Information
   a. Marketing tools to educate on open space (open space areas include public and private lands, wetlands, forest areas, recreation areas, agricultural land etc.
   b. Encourage participation in EACs (local environmental advisory councils) for Environmental Preservation
   c. More Partnering with the Nation Park Service and DCNR

3. Economic Development, Environment and Growth Management
   a. Incentives for managing growth
   b. Economic development paired with environmental Responsibility
   c. Communicating economic value to elected officials
Chapter 6
Priorities for the Future
CHAPTER  6
Priorities for the Future

The recreation and leisure business is complex; providing life’s simple pleasures is often anything but a simple task. The Commonwealth has come to realize that recreation offers real hope in the face of society’s real problems — that it can have a substantial role in improving health and fitness, reducing substance abuse, stimulating tourism and economic growth and, in general, making life better for Pennsylvania citizens.

The result of this realization is that the job of the parks and recreation professional has become extremely complex, and threatens to become more so with increased demands for recreation services, an aging population and increased contradictory pressures from developers and environmentalists.

Although the questions facing the Commonwealth are numerous, confounding, and controversial, we have accomplished some extensive research and have determined some of the major issues that must be considered in order to begin to satisfy the outdoor recreation needs of the Commonwealth and to meet the challenges of the 21st Century.

These overall recommendations should be viewed as a start in enhancing the quality of life in Pennsylvania by providing strategies to address the need for more recreation opportunities for residents and enhance the economic health of the state.

PRIORITIES FOR THE FUTURE
The top three issues identified during the statewide recreation planning process and the seven priorities that have been identified by stakeholders to provide foundation for addressing the facets of these issues are as follows:

Priority I – Funding
There is a need for additional funding in order to enhance quality of life and meet the growing park and recreation resource needs within the Commonwealth.

Funding - Increase current funding levels for the planning, acquisition, development, rehabilitation, and maintenance of natural, cultural, historic, open space and recreation resources, facilities and programs in order to enhance the quality of life and meet the growing park and recreation resource needs of Pennsylvanians.
Priority 2 – Create Healthy and Livable Communities
There is a need to create more healthy and livable communities to successfully serve the recreational resource needs of those who live, work and play within them.

Open Space - Significant natural, cultural and open space resources, such as greenways, cultural, historic or scenic corridors and wetlands, should be protected for future generations.

Connecting and Linking - Increase opportunities for quality outdoor experiences by connecting and linking communities with recreation, park and conservation resources.

Maintain Existing Facilities - Ensure that future generations have access to quality recreation experiences through proper maintenance and stewardship of existing facilities and resources.

Priority 3 – Build Capacity
There is a need to build more capacity at all levels, through partnerships and innovative ways of doing business, to empower stakeholders in meeting recreation needs.

Clearinghouse Functions - Establish a central clearinghouse for recreation and park information.

Cooperation and Coordination - More cooperation and coordination should occur between all levels of government, schools and the private sector to ensure the efficient and effective provision of natural, cultural, historic and recreation resources, facilities and programs.

Education and Promotion - Effectively educate and promote the economic, tourism, and societal benefits of recreation and park opportunities and their impact on quality of life issues.
Chapter 7
Action Plan
Chapter 7: ACTION PLAN

This Chapter of Pennsylvania’s Recreation Plan provides multi-faceted strategies for enhancing the quality of life in communities throughout the Commonwealth and providing an effective and efficient system of natural, cultural, historic and recreation resource opportunities for current and future generations. To implement these strategies, the Commonwealth will facilitate partnerships among federal, state, local and private entities. The Commonwealth will also continue its recognition of the indispensable function that park and recreation resources play in the economic revitalization of communities and continue to dedicate resources to provide close-to-home, publicly accessible recreation that encourages smart growth.

To achieve a coordinated and unified approach to meeting Commonwealth recreation needs, the strategies developed for this plan represents the combined efforts of the Interagency Recreation Planning Process. Each of the agencies that participated in the development of the plan will play a key role in implementing these strategies as they carry out their mission.

To make the connection between Pennsylvania’s Recreation Plan and concrete project proposals, the Department of Conservation and Natural Resources will integrate the priorities of the plan into project ranking selection criteria of its Community Conservation Partnerships Program.

Whether it’s rehabilitating a community athletic field, building a safer playground, preparing a watershed or greenways plan, developing an abandoned rail corridor, protecting a critical natural or open space area or constructing a snowmobile or ATV Trail, the Community Conservation Partnerships Program can provide communities and nonprofit organizations with the technical assistance or grant funding to undertake these and other types of recreation and conservation projects.

The Community Conservation Partnerships Program is a combination of several funding sources and grant programs: the Commonwealth’s Keystone Recreation, Park and Conservation Fund (Key 93), the Environmental Stewardship and Watershed Protection Act (Growing Greener), and Act 68 Snowmobile and ATV Trails Fund. The Program also includes federal funding from the Land and Water Conservation Fund (LWCF) and the Recreational Trails component of the Transportation Equity Act for the Twenty-first Century (TEA-21).

The Community Conservation Partnerships Program contains the following grant components: Community Recreation, Land Trusts, Rails-to-Trails, Rivers Conservation, Snowmobile/ATV, Heritage Parks, federal Land and Water Conservation Fund (LWCF) and Recreational Trails.
Community Recreation Grants are provided to municipalities for recreation, park and conservation projects. These include the rehabilitation and development of parks and recreation facilities; acquisition of land for park and conservation purposes; and technical assistance for feasibility studies, trails studies, and site development planning.

Land Trust Grants provide funding for acquisition and planning of open space and natural areas that which face imminent loss. Lands must be open to public use and priority is given to habitat for threatened species. Eligible applicants are nonprofit land trusts and conservancies.

Rails-to-Trails Grants provide 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.

River Conservation Grants are available to municipalities, counties, municipal and inter-municipal authorities, and river support groups to conserve and enhance river resources. River support groups must be nonprofits which are designated to act on behalf of interested municipalities. Planning grants are available to identify significant natural and cultural resources, threats, concerns and special opportunities and to develop river conservation plans. Implementation grants are available to carry out projects or activities defined in an approved river conservation plan.

Snowmobile and All-Terrain Vehicle (ATV) Grants provide funding to municipalities, non-profit organizations and private enterprises for planning, acquisition, development, and maintenance project in connection with snowmobile and ATV use on lands not owned by the Commonwealth.

Heritage Parks Grants promote public-private partnerships to preserve and enhance natural, cultural, historic and recreation resources to stimulate economic development through heritage tourism. Grants are available to municipalities, nonprofit organizations or federally designated commissions acting on behalf of the municipalities in a heritage park area. Grants are awarded for a variety of purposes including feasibility studies; development of management action plans for heritage park areas; specialized studies; implementation projects; and hiring of state heritage park managers.

Federal Land and Water Conservation Fund (LWCF) Program Grants provide funding to political subdivisions (municipalities, municipal agencies and school districts) as well as state land managing agencies, for the acquisition of park, recreation, conservation, and open space lands and the development of public outdoor recreation projects. The PA Department of Conservation and Natural
Resources administers the LWCF Program for the National Park Service and recommends projects for funding through an open project selection process.

**Pennsylvania Recreational Trails Program Grants** provide funds to develop and maintain recreational trails and trail related facilities for motorized and nonmotorized recreational trail use. Eligible applicants include federal and state agencies, local governments and private organizations. Eligible project categories include: maintenance and restoration of existing recreational trails; development and rehabilitation of trailside and trailhead facilities and trail linkages; purchase and lease of recreational trail construction and maintenance equipment; construction of new recreational trails (with restrictions on new trails on Federal land); and, acquisition of easements or property for recreational trails or recreational trail corridors.

**2004-2008 RECREATION PLAN PRIORITIES**

**PRIORITY I: Funding** — The first priority for Pennsylvania’s Recreation Plan 2004-2008 is to increase funding for planning, acquisition, development and rehabilitation of natural, cultural, historic and recreation resources, facilities and programs and open space in order to enhance quality of life and meet the growing needs of Pennsylvanians.

Growth in financial support for the provision parks and recreation facilities and services in the Commonwealth has not kept up with the growing needs of recreation consumers. Although combined federal, state and local budgets for the operation and maintenance of park and recreation facilities have increased in terms of current dollars, these expenditures have not kept pace with the expanded park and recreation needs in the Commonwealth.

**NEW FUNDING INITIATIVE**

Governor Rendell has proposed a four-year effort to use the conservation of the state’s natural resources to stimulate economic growth and create vibrant communities. The conservation and renewal of our outdoor assets is defining the next step toward improving the quality of life in Pennsylvania. And through this trend setting vision to **improve Pennsylvania’s natural resources to boost quality of life**, the Commonwealth will be able to invest in our state lands, land conservation and water quality and create communities where people want to live and work.”

The Governor’s Plan for a New Pennsylvania takes the bold steps necessary to improve the lives of every Pennsylvanian through quality education, jobs, and economic stimulus. Central to the plan is the ability to create and sustain attractive places where people want to live and work. Young people are leaving
the state in search of more vibrant cities and towns. Citizens are fleeing our older communities in search of better living. Our open spaces and forests are being lost to development.

By investing in combating sprawl, revitalizing urban areas, conserving lands, improving water quality and strengthening recreational assets, we are investing in our future. Investments in urban parks and green spaces are critical to revitalizing our older communities and making them more attractive places to live and work. Rural communities will benefit from policies to conserve privately owned lands that produce goods from agriculture and timber production. In rapidly growing areas, linking smart growth planning with new parks, open spaces and greenways investments is integral to the community as it grows. Investments in state-owned lands will help strengthen regional tourism and economic development. Cleaning up degraded streams and rivers is a critical investment in restoring possibilities for economic progress, particularly in rural communities where acid mine drainage and non-point pollution are likely.

The challenges facing the state park system are indicative of what is happening to other state and federal agencies and to communities throughout the Commonwealth. The impacts of these trends are particularly devastating in rural areas and older urban centers. The fact that parks, recreation and open space needs were under funded during the economic boom of the 1980s, the longest-running economic expansion since World War II, suggests that the task of finding adequate funding will be very difficult. However, success is possible if park, recreation and open space advocates: (1) actively support legislation for funding at the local, state and federal level; and (2) educate legislators and decision makers about the value of recreation in state and local economic growth.

The people of Pennsylvania have always been very supportive of bond issues to provide quality parks and recreation resources. In the 1960s citizens approved a referendum to establish Project 70 which provided funding for parkland acquisition. Project 500 was then approved to develop the lands acquired through Project 70. In the 1980s the public approved another bond issue referendum that initially established the Recreation Improvement and Rehabilitation Act and the Pennsylvania Conservation Corps programs.

This new $800 million proposed bond program would be used for the following initiatives:

- $330 million for Protecting Open Spaces – protecting threatened lands, preserving farmland, and restoring and improving state parks, Fish and Boat Commission facilities and Game Commission facilities
- $300 million for Environmental Cleanup – abandoned mines, rivers and streams, brownfields and energy harvest
- $170 for Revitalizing Communities – community redevelopment, including parks and conservation projects
The Department of Conservation and Natural Resources (DCNR) would receive 32 percent or $260 million from the total $800 million bond. The majority of the DCNR-related funds would be awarded to non-profit organizations, conservancies, and municipal governments to revitalize urban areas and to protect threatened lands. A portion of the money—nearly one third—would be used directly by DCNR for state park infrastructure improvements.

**Restoring and Improving State Parks**

DCNR would use $80 million to address the backlog in facilities repair in its state parks. Currently there is a $200 million backlog project list. Priority projects would be those that bring facilities that are 40-70 years old up to current standards to create better amenities and improve visitor service. With these additional funds, DCNR could meet its goal of electrifying 5,000 campsites; virtually eliminate all pit latrines; bring all sewer and water systems up to standard; and make all day-use facilities accessible for people with disabilities.

In addition to improving roads, sewer and water systems, buildings and bridges, DCNR would also invest in infrastructure improvements that will generate additional revenues. To attract new visitors to our parks, DCNR needs to provide more opportunities and amenities, such as new and improved overnight accommodations and recreational programming.

There may be special opportunities to acquire lands that protect valuable watersheds, conserve areas of ecological importance, or provide exceptional recreational experiences. Some new lands may create important connections between existing state-owned lands. In the acquisition of any new lands, DCNR will work in partnership with local communities and elected officials to balance the stewardship needs of the Commonwealth with local needs and interests. It should be noted that selling land or easements to the state or other entity is strictly voluntary.

Pennsylvania’s state parks provide outdoor recreation and educational experiences for over 36 million Pennsylvanians and visitors to the state each year. By improving visitor services and amenities, State Parks can play a greater role in supporting tourism and economic development in rural communities throughout Pennsylvania."

**Revitalizing Communities through Recreation and Conservation**

DCNR would use $80 million of the proposed bond to help meet the unfunded demand for recreation and conservation projects in older communities. Currently, DCNR can meet only about 40 percent of the demand for community parks and recreation projects. With the additional funds, DCNR could help provide grants for the repair and upgrade of outdoor recreation facilities,
greenway development, riverfront access and conservation, tree planting, new park facilities, open space acquisition, and heritage infrastructure.

Protecting Threatened Lands

DCNR would use $100 million of these additional bond funds to support community open space initiatives, help conserve privately owned land, protect public lands.

- DCNR would award grants to municipalities and conservation organizations to acquire lands that are threatened by development.
- DCNR would purchase easements to conserve privately owned working forests.
- DCNR would use bond funds to purchase buffers or in-holdings to protect existing state park and forest lands and to acquire lands of significant ecological or recreational value.

On average, DCNR receives more than $25 million in requests for community land protection, and is able to fund about 50 percent of those requests. DCNR expects that with this additional funding, 17,500 acres of threatened community open space could be protected.

Land conservation monies also would be used to help private landowners protect forestland in areas of the state that are experiencing significant growth and development. To sustain the forests and support the $5 billion timber industry, investments will be made to acquire voluntary conservation easements, where landowners keep the land, and the land will be permanently protected from development. DCNR investments in conservation easements could potentially protect 30,000 acres of privately owned forests and 1,200 miles of riparian buffers.

Finally, DCNR would use a portion of monies allocated for open space protection to purchase privately held lands located within state parks and forests, buffers along borders and other lands with significant conservation and recreational value. With these additional funds, DCNR expects to be able to conserve 50,000 acres.

DCNR would continue to work with communities who are actively interested in protecting open spaces. Priority would be given to those sites that are identified on county natural inventories or open space plans. Open space protection will be guided by local elected officials and legislators and the general will of the citizens. In addition, it should be noted that applications for funding are strictly voluntary. Persons or organizations receiving DCNR monies must adhere to strict funding requirements.
Impact of New Funding Initiative on Current Programs

Regardless of the fate of Governor’s Rendell’s Growing Greener II Bond, Growing Greener I and Keystone Funds allocations and funding sources will remain the same. DCNR will receive $50 million a year from these two funds combined to bolster the impact the Department has across the state.

The money received from Growing Greener and Keystone programs only meet a portion of the demand. Currently, DCNR is only able to fund 40 percent of the applicants for the rehabilitation or new development of community recreation facilities. The Pennsylvania Recreation and Park Society estimates $40 million is needed annually to repair parks, improve riverfronts, build greenways and develop new parks in older communities. On average, DCNR receives more than $25 million in requests for community open space protection. This number does not reflect the actual need because many communities hold back applications knowing the funding pot is low. DCNR currently funds about 50 percent of open space protection grant requests. This need is expected to grow as more communities initiate programs to protect local lands.

DCNR grants for open space protection and community parks and recreation are matched dollar for dollar. Therefore, DCNR conservatively estimates that any new bond funds would leverage more than $100 million in matching funds from communities and organizations.

State funding will also be used to leverage monies from the federal Land and Water Conservation Fund Act (LWCF) to enhance the state’s ability to fund more projects that implement the strategies outlined in Pennsylvania’s Recreation Plan 2004-2008. Although funding from LWCF has not reached its full potential the Commonwealth will continue to utilize LWCF funds and advocate for a reinvigorated LWCF program.

Strategies

- Support the implementation of the $800 million bond issue proposed by Governor Rendell.
- Establish block grants to counties/regional agencies for grants to smaller cities and towns for multi-municipal planning and small renovation projects like playgrounds.
- Explore options for generating revenue on state lands used for recreation.
- Evaluate mechanisms to solicit and accept contributions and donations.
- Increase investment in heritage assets as recommended in the *Heritage Tourism Policy Framework*.
• Continue to consult with bordering states for tourism strategies and best practices.

• Increase funding for State Designated Heritage Parks to help support the implementation of their Management Action Plans and the subsequent increase in quality heritage development assets within their respective regions.

• Create incentives for private businesses and non-profit organizations to help meet identified recreation needs.

• In partnership with the Department of Community and Economic Development (DCED), seek to target a portion of state economic development and loan programs to encourage the growth of small businesses that service nature and heritage travelers with accommodations, food, and guiding services. This is particularly important for the rural and northern tier sections of the state where such services are limited, often resulting in a negative effect on the visitor’s experience and in lower traveler expenditures.

PRIORITY 2: Create More Healthy and Livable Communities — The second priority for Pennsylvania’s Recreation Plan 2004-2008 is to create more healthy and livable communities that will more successfully serve the recreational needs of those who live, work and play within them.

Pennsylvania has many cultural, historical and natural resources of national significance and with the high quality of life experienced in many of its towns, cities, and traditional neighborhoods. But according to a recent study published by The Brookings Institution Center on Urban and Metropolitan Policy, Back to Prosperity: A Competitive Agenda for Renewing Pennsylvania, “Pennsylvania must be counted as a case of failed promise and dissipated advantage in recent decades.” The report goes on to say that “the worse consequences of these trends are being borne by the state’s cities, boroughs and older townships – the established communities that forged the state’s past greatness, and will make or break its future prosperity.”

Populations in older Pennsylvania communities are sagging, tax bases are stagnating, jobs continue to relocate and the hundreds of municipalities and fragmented state bureaucracy are often working at cross-purposes. This report, which was funded by The Heinz Endowments and the William Penn Foundation, analyses these issues and offers some timely recommendations to rekindle these once vibrant communities, stimulate economic revival in the state and to set a new policy agenda for renewal in Pennsylvania.
The Brookings report outlines Pennsylvania’s positive assets and provides encouraging signs that the state can rebound from years of decline. The report also points out harsh realities within the state and the changes that will have to occur to reverse these trends.

The Brookings report draws a number of conclusions about the state as it considers how to build a new Pennsylvania:

1. Pennsylvania possesses many fundamental assets that can enable it to flourish and become competitive nationwide. The state’s natural assets maintain their appeal. The state also has a unique heritage of success. Pennsylvania’s towns, cities and boroughs (both urban and rural) boast a core strength few communities elsewhere in the nation can tap: an extraordinarily committed and rooted citizenry. Nearly 80 percent of Pennsylvania’s residents were born and raised in the state.

2. The Commonwealth ranks low among states in economic and population growth, even as it undergoes one of the nation’s most radical patterns of sprawl and abandonment.
   - Pennsylvania is barely growing and it is aging.
   - Pennsylvania is spreading out – and hollowing out.
   - The state’s transitioning economy is lagging.

3. The consequences of Pennsylvania’s trends are fiscally and economically damaging.
   - Slow growth is still bringing fast sprawl.
   - Neighborhood decline is weakening the cities, towns and older suburbs in which 58 percent of the state’s residents, live, and where may of its critical intellectual, health, and business assets cluster.
   - Sprawl and urban decline are each burdening taxpayers.
   - Each of these dynamics is exacerbating the state’s loss of young talent, worsening the state’s serious workforce problem.
   - Current trends are also isolating the state’s growing numbers of low-income and minority residents from opportunity.

4. Ultimately, Pennsylvania has the potential to build a very different future – if it focuses its efforts; leverages the assets of its cities, town, and older townships; and overhauls its most outdated and counterproductive policies and practices.

The Brookings report concludes that at least five policy responses can address factors working “behind the trends” and promote “another way” for the state to grow and develop:
• **Plan for a more competitive, higher-quality future** -- The Brookings report recommends that Pennsylvania create a statewide vision of economic competitiveness and land-use, and get serious about planning and coordination.

• **Focus the state’s investments** -- The Brookings report recommends that Pennsylvania fully assess the spatial impacts of its programs and make reinvestment in its older cities, boroughs, and older townships its explicit priority.

• **Invest in a high-road economy** – The Brookings report recommends that Pennsylvania invest heavily in education and training, promote development in key select industries, and focus on industries that promote the revitalization of older communities.

• **Promote large-scale reinvestment in older urban areas** -- The Brookings report recommends that Pennsylvania make itself a world leader in devising policies and programs to encourage wholesale land reclamation and redevelopment in cities, towns, and older townships.

• **Renew state and regional governance** -- The Brookings report recommends that Pennsylvania assess its state-local government system, foster more coordination through its own actions and incentives, and make it far easier for governments that want to work together to do so.

Community design movements, such as 10,000 Friends, are now addressing a wide range of issues related to quality of life. These include the livability of communities, “smart growth,” land use, public safety, environmental health and economic development. In many cases, these efforts have successfully revived communities and engaged citizens. For instance, the Robert Wood Johnson Foundation has recently initiated a national program to improve public health through strategies and environmental changes that encourage active living. Pennsylvania must revive its communities, especially its older urban and suburban cities and towns to make them more healthy and livable places for current and potential residents.

Current patterns of urban and suburban development have seriously impaired the quality of life in Pennsylvania’s communities through increased congestion, pollution, loss of open space, inequitable distribution of economic resources and the loss of a sense of community. Lack of both planning and intergovernmental cooperation threaten the natural, heritage and recreational resources and quality of life that are key factors in attracting and retaining people in Pennsylvania.

Innovations in technology created a shift from an agricultural or industrial society to a post-industrial society. The technology advances of the 20th century also brought instant communications and the ability to traverse short and long
distances relatively quickly, which in turn have created development patterns that promote sprawl. All of these technology advances have created a climate for sedentary lifestyles that are threatening the health of our residents nationally and within the state through increased obesity and heart disease.

A new national study and companion report offer powerful indications that sprawling development has a hand in the country's obesity crisis. Together, they demonstrate the urgent need to invest in making America’s neighborhoods appealing and safe places to walk and bicycle.

The peer-reviewed study, *Relationship between Urban Sprawl and Physical Activity, Obesity, and Morbidity*, which used a county sprawl index developed in partnership with Smart Growth America, found that people living in automobile-dependent neighborhoods that suppress walking do indeed walk less, weigh more, and are more likely to suffer from high blood pressure. The companion report, *Measuring the Health Effects of Sprawl*, gives county-level data illustrating the findings for the metropolitan areas studied. This reports shows that in most metropolitan areas, residents in more sprawling counties are heavier and face higher odds of being obese and having high blood pressure than those in less sprawling counties.

To promote healthier lifestyles, resource agencies must work with the health industry to implement the *Pennsylvania Nutrition and Physical Activity Plan* and to create a Pennsylvania where individuals, communities and public and private entities share the responsibility for reshaping communities to support and promote active lifestyles and access to healthy food choices.

The major priorities identified during the statewide recreation planning process to address the healthy and livable communities issue include conserving more open space; providing connections and linkages to recreational opportunities, facilities and resources; and maintaining existing facilities.

**Strategy**

- To achieve success and build more healthy and livable communities, it is critical that Pennsylvania implement the recommendations set forth by The Brookings Institution Center on Urban and Metropolitan Policy in their recently published report, *Back to Prosperity: A Competitive Agenda for Renewing Pennsylvania*.

**Open Space** – Significant natural, cultural and open space resources, such as greenways, cultural, historic or scenic corridors and wetlands, should be protected for future generations.
The quantity and quality of significant natural, cultural, and open space resources have declined and continue to diminish due to urban development, encroachments and incompatible land uses. Recent recognition of the value of conserving greenways, cultural, historic or scenic corridors, wetlands and other open space resources dictate that these and related conservation issues become one of the Recreation Plan’s highest priorities. To ensure the conservation of these resources for future generations and for expanded recreational opportunities, it is crucial to continue to make efforts to conserve these resources.

Even though great strides have been achieved in the land conservation race, the Commonwealth is losing the marathon and being outpaced by unplanned and haphazard land development that promotes sprawl.

According to the recent report: *Pennsylvania’s Wildlife and Wild Places – Our Outdoor Heritage in Peril*, development consumes 350 acres of Pennsylvania’s open space every day. This rate of land development outpaces the rate of land conservation by an average ratio of nearly three acres to one, what a coalition of 60 conservation organizations calls the “green gap.” At this pace, 20 percent or more of the Commonwealth’s unprotected forests, fields and open space lands will disappear in the next 20 years, and Pennsylvania will continue to lose the vital economic, ecological, community and quality of life values and benefits of these lands and special places.

Of prime concern is the impact this loss of land will have on Pennsylvania’s landscapes and wildlife habitat. The challenge is to encourage growth without jeopardizing wildlife and wild places. If Pennsylvania fails in this challenge there is more to lose than numbers of acres. Sprawl threatens our outdoor traditions and limits urban residents’ access to outdoor and nature-based experience. Unchecked, sprawl may compromise our rural communities’ hopes for sustainable, resource-based economies such as forestry, wildlife-watching, outdoor recreation and tourism. In unplanned development, we risk the fragmentation of unique and vibrant landscapes that lead to the decline of forest birds and other wildlife that depend upon Pennsylvania’s forests, fields and streams.

The loss of open space not only has an effect on landscapes and wildlife, it also jeopardizes public health by restricting the public’s access to the outdoors. A new national study just released by the Outdoor Industry Foundation conducted by renowned research firm Harris Interactive®, based in Rochester, New York, found that Americans who participate in at least one outdoor activity on a regular basis reap mental and physical health benefits. The study, Exploring the Active Lifestyle, shows that outdoor activities greatly enrich lives by reducing stress levels and connecting people with family and friends.
The research shows that almost 90 percent of Americans age 16 and older feel that getting outdoors reduces their stress levels and leaves them with a sense of accomplishment. The findings are especially significant given that many experts attribute high stress levels and low self-esteem to depression. The Harris Interactive study shows that participants are involved in outdoor activities for more than just the physical benefits and that they recognize the importance of the emotional benefits of participation.

Participation in outdoor recreation also strengthens family relationships. The Harris Interactive study shows that as a result of the emotional benefits gained, participation in outdoor activities is a life-long experience that people want to share with others, especially family members. In addition, the majority of people participating feel that active outdoor activities strengthened their family relationships. This is an important finding in a generation where almost 50 percent of the population is divorced.

From surveys, poll results and voting patterns, it is evident that Pennsylvania’s citizens want these lands and places protected. Conservation referenda were held in two counties and 11 local municipalities in Pennsylvania during 2002. All 13 conservation measures passed with an average of 70 percent of voters voting in favor.

Pennsylvania’s Recreation Plan has consistently emphasized the need to work with local governments to encourage land use decisions that protect the use and value of public recreation lands. In the 1992 Plan, 44 percent of residents agreed that there was not enough open space, 51 percent agreed that open space was threatened by development, and 77 percent agreed that more should be done to protect open space. The Recreation Needs Survey conducted for the 2003 Recreation Plan indicates that a majority of Pennsylvanians continue to support the protection of open space, greenways, and other green infrastructure in development.

In 2003, registered voters in Montgomery County were surveyed. When people were asked to consider various issues, 95 percent found “preserving open space and natural land areas” to be important. Significantly, 80 percent found this issue to be extremely or very important. In comparison, 47 percent found “attracting new businesses to the area” to have this level of importance. Public support for conservation in Pennsylvania is remarkably strong and consistent regardless of party registration and geographic region. It is also strong among all communities, urban, suburban and rural dwellers alike. Pennsylvania voters track well with national voting patterns. In November 2002, voters across the U.S. approved ballot measures that contained $3 billion for conserving open space. The 94 successful measures were among 111 considered on state and local ballots – a passage rate of 85 percent.
The primary challenge facing the Commonwealth is to harness a statewide land conservation passion and close the “green gap.” To do this Pennsylvania must have the ability to provide adequate resources – especially funding – to land conservation partners. Strong foundations have been built for several key land conservation and land use initiatives that need additional financial resources in order to grow and become much more effective.

The Conservation by Design initiative, which achieves land conservation through community visioning, zoning and subdivision design, offers Pennsylvania municipalities a legally-defensible system that works within existing land-use regulations to conserve land as development occurs. Since the majority of open space in any community is zoned for single-family homes on large lots, shifting residential development onto half or less of the parcel preserves private property rights and generates open space. At its most basic level, these municipalities can preserve approximately half of all remaining developable land in an interconnected open space network. This open space network provides recreation lands for new residents, preserves the scenic views that long-term residents cherish, manages storm water and reduces flooding, preserves ecological habitats, and enhances property values. Conservation by Design is no substitute for land and easement purchase, but it is a critical complementary conservation tool. By institutionalizing land conservation in the development process, Conservation by Design enables communities to manage growth and conserve land at very low public cost and high public benefit. The concept started in the southeastern part of the state, but needs much more funding and attention to strengthen this educational component and expand the outreach statewide.

County Natural Areas Inventories (CNAIs) are a key part of the base planning upon which all other county planning and community development decisions should be structured. Currently, all but 17 counties have completed an inventory. These inventories provide the primary input into the PA Natural Diversity Inventory (PNDI) database and map the locations of critical habitat and natural areas for counties, communities, developers and consultants to assist them with planning and development decisions. CNAIs are an integral part of the PA Natural Heritage Program. A surge of additional dollars is needed to complete this project and better situate natural resource protection and land conservation in land use planning across the Commonwealth.

County Greenway and Open Space Network Plans, another relatively new initiative that evolved from the Statewide Greenways Plan, calls for all 67 counties to complete and adopt greenway and open space network plans by 2007. These plans will become an integral part of county comprehensive planning, encouraging counties to link greenway and open space networks with county and community initiatives dealing with land use, community revitalization, tourism promotion, land conservation, outdoor recreation and wildlife protection. Currently, 18 counties are participating, but additional fiscal and staff resources
are necessary to proactively pursue the other 49 counties in an accelerated manner.

The Smart Conservation Program is an ongoing research and education program with the Natural Lands Trust to develop a multi-criteria land conservation decision-making model for the identification, evaluation and prioritization of resources on a large landscape scale. It is another southeastern demonstration project that is at a crossroads for funding to expand statewide. This is one of the few science-based GIS models for analyzing and prioritizing conservation sites and landscapes for protection.

The Commonwealth provides funding for statewide and regional Planning Grants through the Community Conservation Program to establish partnerships with stakeholders to accomplish planning, research, education, training, technical assistance and outreach on land conservation and land use issues, problems and projects. In the past two years, demand for these funds has exceeded $3 million annually. Grants given in each of these two years were just over $1 million.

**Strategies**

- Provide additional funding to acquire fee simple title and conservation easements to protect critical natural areas, preserve open space and establish greenways and community parks.

- Expand the outreach of *Conservation by Design* as a planning tool to a statewide level.

- Complete the County Natural Areas Inventories to better situate natural resource protection and land conservation in land use planning across the Commonwealth.

- Provide more resources to implement County Greenway and Open Space Network Plans by 2007.

- Continue the Smart Conservation Program and expand it to a statewide initiative.

- Increase funding for Statewide and Regional Planning Grants to establish partnerships with stakeholders to accomplish planning, research, education, training, technical assistance and outreach on land conservation and land use issues, problems and projects.

- Re-evaluate grant program guidelines to address opportunities that fall outside the application cycle timeframe, matching fund requirements, and
the need to be more proactive in interacting with other state agencies, foundations and the corporate sector to leverage other funding and partnerships.

- Work with land conservation partners to develop a statewide strategic plan to identify conservation areas of statewide significance for preservation, which would contain goals and a process for large tract (2,000 + acres) protection.

- Elevate the importance of land conservation in the Commonwealth’s land-use strategy.

- Implement the recommendations that are set forth in the Pennsylvania’s Wildlife and Wild Places – Our Outdoor Heritage in Peril report.

- Explore the feasibility of elevating the green infrastructure concept into a policy framework and educational strategy for conservation planning, protection and outreach.

- Develop a statewide vision and strategy to drive land conservation and habitat protection decisions in the future.

- Identify important natural, cultural, historical and open space resources that need to be acquired, conserved and enhanced.

- Develop technical assistance programs that help landowners manage the natural resources on their land so that they will not convert the land to another use such as development.

- Coordinate landscape-level land planning efforts with other participants such as the Pennsylvania Game Commission (PGC), Pennsylvania Fish and Boat Commission, Allegheny National Forest, National Park Service, other federal agencies, land conservancies, large private landowners (forest industry, hunting clubs), and others.

- Work with local governments, especially counties, to coordinate plans and create a “vision” for large landscapes

**Connecting and Linking** – Increase opportunities for quality outdoor experiences by connecting and linking communities with recreation, park and conservation resources.

In 2001, the Commonwealth released it Statewide Greenways Plan and the Department of Conservation and Natural Resources was designated the lead agency to implement a statewide greenways program. The program grew out of
the work of the Pennsylvania Greenways Partnership Commission and its
The Plan lays out a 20-year implementation strategy that is guided by the
following greenway vision for the state: “Pennsylvania and its many partners will
develop an outstanding network of greenways across the Commonwealth,
creating an asset highly valued by Pennsylvanians and enhancing the quality of
life for all. This network of greenways will connect Pennsylvania’s open space,
natural landscape features, scenic, cultural, historic and recreational sites, and
urban and rural communities. Greenways will become one of the
Commonwealth’s most powerful tools to achieve sustainable growth and livable
communities.”

An overarching measure of success for the Plan is “by 2020, the Commonwealth
should have a distinguishable greenways network across the state, similar to the
Interstate Highway System that is today the backbone of Pennsylvania’s system
of roadways.” The Plan also is specifically referenced in the Governor’s
Executive Order 1999-1 on Land Use Planning identifying greenways as a
component of achieving environmentally sensitive growth strategies in the
Commonwealth.

The Greenways Plan was a product of more than a year of research that
included a review of state government policies, regional workshops with
stakeholders, and surveys that confirmed Pennsylvanians have a history of
developing greenways locally, often with volunteer and non-profit organizations
partnering with local governments. Survey results revealed that more than 80
percent of those surveyed said they have used a greenway and 93 percent
supported providing more greenways in their communities.

Within the current program, the term “greenway” is defined very broadly as linear
corridors of public or private land that serve a variety of functions. They can take
many forms: recreational trails that provide public access for both motorized and
non-motorized vehicles, as well as linear corridors of open space such as a
riparian buffer not specifically established for public use but conserved primarily
for ecological and environmental reasons.

Essentially what makes greenways so valuable is their ability to link things
together to create an interconnected system of green space within and between
communities. The elements being connected can be people-oriented like
schools, playgrounds and town centers; natural resource-based like important
bird or wildlife habitats or a last remaining block of forest land; or places that
represent a combination of both attributes such as a state park.

In short, what all greenways have in common is that they provide connections
across the landscape that conserve natural resources and improve the quality of
life in our communities – two key factors for achieving sustainable growth in a
vibrant Pennsylvania economy.
In the research for the current update of Pennsylvania’s Recreation Plan, new survey data continues to confirm the public’s interest in greenways. Specifically, survey data revealed that trail-oriented greenways including bicycle paths (63 percent of respondents), hiking and backpacking trails (57 percent of respondents) and walking paths (53 percent of respondents) were most often identified as needing to be improved or increased in the Commonwealth. There was also strong agreement that greenways should link neighborhoods, parks and communities throughout the state. Survey results also indicated that there is a growing recognition by our citizens (66 percent of respondents) that greenways can have a positive affect on property values.

Florida and Maryland have well-developed greenways programs. Both states’ programs have more emphasis on the science around identifying conservation/ecological greenways on a statewide basis using a “green infrastructure” assessment methodology. Florida in particular has invested heavily in a GIS-based system to establish priorities for acquisition and other investments in their conservation-based greenway program. Both states also employ more full-time staff resources to implement their overall programs.

Historically, Pennsylvania greenways efforts have been primarily trail-oriented programs including rail trails, recreational trails on state forest and park lands, and programs to assist communities in park and trail planning and development. Efforts to address the issue of establishing greenways for ecological or conservation purposes have been more limited and are still evolving.

There should also be a time when citizens may experience all of the natural wonders of the Commonwealth by hiking a trail that would take them to the most remote areas yet be accessible within a short distance from home. When considering that rails-to-trails usually pass through communities and lead out to rural areas; that water trails course their way through communities; and that hiking, mountain biking, equestrian, ATV and snowmobile trails are located in suburban and rural areas; all of these trails could be joined in some fashion to provide exceptional quality outdoor recreation experiences and connect people to the great outdoors.

It is noteworthy to mention that in Missoula, Montana, trail users can start downtown at a renovated Train Station on a converted Rails-to-Trails that meanders through the center of town along the Clark’s Fork River (made famous by the movie “A River Runs Through it”) in some areas and following and interconnected system of greenways and trails out of town and into the countryside until you end up at a RARE II area in the middle of the National Forest.

Pennsylvania should aspire to achieve a system of interconnected greenways and trails. This entire statewide network should be a seamless connection of
facilities in urban, suburban and rural areas. These connections will provide critical links in the open space system and will provide residents with convenient and pleasant ways to access natural, cultural and recreation resources. These non-motorized avenues of travel will also provide convenient and interesting ways to travel between daily destinations from home to school, work and shopping, creating a healthier and more active lifestyle.

Strategies

- Develop a more strategic approach to the implementation the Statewide Greenways Plan by establishing a more robust and targeted education strategy for the program and presenting this within the context of Rendell Administration priorities.

- Revisit the goals and targets of the Statewide Greenways Plan to strategically prioritize goals and targets and elevate those that resonate with other administration initiatives like community revitalization, nature tourism and sustainable development.

- Provide a “trail” opportunity within fifteen minutes for all citizens.

- Inventory all existing trails, identify gaps and implement an interconnected system of greenways and trails throughout the Commonwealth (Keystone Discovery Trails System)

- Develop a system of “Positive Signage” for the Keystone Discovery Trails System.

- Ensure the Keystone Discovery Trails System is adequately protected under the laws of the Commonwealth.

- Develop a GIS coverage of a statewide interconnected system of greenways and trails and this information available on the web.

- Establish a Trails Coordinator position at the state level to coordinate all trail activities in Pennsylvania.

- Provide adequate financial resources to establish this interconnected system of greenways and trails

- Implement the “trail towns” concept currently being piloted in western Pennsylvania to promote community revitalization and economic development in small towns along greenway corridors.
• Prepare an education and marketing strategy that will increase understanding of and support for greenways in communities, whether they are in rural, suburban or urban settings, and that recognize age and cultural differences of diverse population groups.

• Promote the various functions and multiple benefits of greenways with particular emphasis on the unifying theme of improving quality of life for all of our citizens.

• Develop an educational strategy for incorporating the greenway concept into K-12 lesson plans and curricula.

• Develop a strategy to articulate more clearly the definition of the term greenway.

• Frame a science-based methodology to assess where opportunities for conservation-oriented greenways and open space protection exist in the state (e.g. first order stream corridors, biodiversity rich areas, etc).

• Promote the idea that one good way to establish greenways and to keep open space open is to allow it to be managed for multiple benefits, including harvesting trees and crops as long as it is not being developed.

• Provide training to park managers, foresters, environmental education staff in order to greatly expand the reach of the Statewide Greenways program through existing staff.

• Strengthen both inter-agency and intra-agency cooperation in the implementation of the Statewide Greenways Plan.

• Interagency Coordination: Re-energize the Interagency Coordination Team by communicating directly to agency heads about their commitments under the Plan and calling upon each agency to complete an implementation strategy to identify and track agency commitments more directly.

• Greenway program activity from each agency should be captured as part of a regular reporting system that feeds into the development of an annual progress report outlining program achievements and measures of success.

• It is also important to be clear about how involvement in the program by an agency can help meet their core agency mission. For example, for the Department of Environmental Protection, if they chose to do so, encouraging the design of greenways into land development projects
could be viewed as a best management practice in response to new federal storm water regulations.

- **Intra-agency Coordination**: Each DCNR bureau should appoint staff to the Interagency Coordination Team to be the point of contact for the program and to assist with program implementation issues as they relate to their bureau. Each bureau should also develop an implementation strategy that outlines their roles and responsibilities as it relates to the greenways plan/program. Each year, accomplishments related to this should also be included in the annual progress report.

- Develop a variety of quality of life indicators that could include such things as improvements in air and water quality; increased accessibility to safe off-road transportation options; less traffic congestion; better storm water management and flood control; increased connectivity between destinations in local communities; and a healthier population as a result of increased physical activity and a decrease in obesity-related diseases to measure greenway program impacts.

- Develop a statewide approach and consistent methodology for assessing the economic impact of greenway and trail projects in the state.

- Establish a program to collect data for the major greenway/trail corridors within the state.

- Build upon any existing economic data that has already been completed and replicate in some of the other major greenway corridors in the state.

- Establish other “quality of life” indicators and include in an overall measurement program to assess the impact of greenways and trails.

- Research any existing state data with regard to “quality of life” indicators and greenways.

- Set up a program to document and track “quality of life” indicators in several pilot greenways/trail project locations across the state.

- Create a common vision for a Geographic Information System (GIS) that coordinates data layer development and management and supports a partnership with counties to access greenways-related spatial data.

- Increase opportunities for fostering regional greenway and open space planning, provide incentives for implementation, and more clearly define specific roles for state, regional, county and local entities.
The State should continue to lead by example by building partnerships with private landowners and local jurisdictions, proactively look at areas adjacent to state-owned lands and pursue opportunities that exist to make more greenway and trail connections.

Issues related to the state’s role in long-term oversight, support and/or management of major greenway corridors, especially those that currently exist and transverse multiple counties or regions, should be examined carefully so that these corridors remain intact and pay long-term dividends as part of statewide nature tourism and economic development strategies.

DCNR should also lead by example and support the development and use of a common science-based methodology (e.g. NLT’s Smart Conservation, Maryland’s Green Infrastructure Assessment, etc.) to assist in identifying conservation-based greenways, to help guide conservation planning initiatives involving large landscapes (e.g. Kittatinny Ridge) and to aid agency decision making when prioritizing land acquisition opportunities at the state level as well as grant funding requests.

In addition to supporting county-level planning, the State should also support a regional approach to planning and reach out to regional partners (e.g. metropolitan planning organizations, heritage regions, etc.) to work on integrating greenway and open space planning efforts on a multi-county basis and to work regionally on implementation strategies.

Strongly support counties who pursue greenway and open space planning and implementation projects with their neighbors.

Projects identified by counties in their plans should receive priority for funding, elevating the importance of this kind of green infrastructure planning in the state.

Develop guidelines for greenways and trails development to support potential greenway connections from one region of the state to another.

Provide incentives for planning by linking state-funded greenways and open space network planning to actual project implementation.

Engage all user groups and citizen users to identify needs specific to different groups related to greenways and trails.

Ensure that greenway planning efforts cover issues associated with all trail user groups including both the non-motorized and motorized use communities.
• Continue to work with the Snowmobile /ATV Advisory Committee (SAAC) to advance motorized use opportunities.

• Utilize the Pennsylvania Recreational Trails Advisory Board (PARTAB) and the Recreation Advisory Council (RAC) to help identify specific needs of all trail user groups.

• Develop and provide technical assistance materials and education programs to help mitigate trail and greenway user conflicts.

• Build more capacity for the implementation of the Statewide Greenways Program.

• Seek more non-traditional partners to help promote greenways and trails:

  • Strengthen the link between the greenways and trails movement and health concerns by working closely with PA Advocates for Nutrition and Activity (PANA) to establish a broad-based "active communities" initiative that builds public support for community design that includes trails and greenways as a way to increase cost effective opportunities for physical activity close to home.

  • Develop project ranking criteria for state assistance programs that reward the development of and use of recreation plans.

  • Implement the recommendations of the Heritage Tourism Development Plan.

  • Reach out to local health partners, schools and local officials to bring the greenways message to families, children, community leaders and school policy-decision makers.

  • Establish a partnership with the development and real estate communities to enlist the help of another sector in promoting greenways as part of smart growth strategies that also provide an economic return on investment.

  • Case studies showcasing greenways as part of innovative commercial and residential development and redevelopment projects should be developed and integrated into the education and marketing program.

  • The Growing Greener Conservation By Design program promoted by DCNR should be continued and opportunities for program expansion into commercial and brownfield redevelopment opportunities should be seriously considered.
• Explore ways to use conservation volunteers or interns in the implementation of the Statewide Greenways Plan.

• Recreation, park and conservation resources should be established near residential areas and/or access to these resources should be provided via mass transit systems in order to decrease reliance on the automobile, thus reducing congestion and air pollution.

• Align all counties in Pennsylvania under the umbrella of at least one regional heritage development organization (heritage park organizations). Currently 49 of Pennsylvania’s 67 counties are included within one or more of the 11 state designated state heritage park areas. Complete state coverage will allow all areas of Pennsylvania to have a regional organization to develop heritage partnerships and projects.

• Develop a statewide heritage tourism development strategy, in conjunction with PHMC, DCNR, DCED and other key stakeholders to assist in identifying major stories for statewide and regional interpretation; forming linkages and connections of sites, attractions and resources; focusing on new product development needs and prioritizing projects for future funding.

• Develop new facilities to meet current and future trends in the tourism industry.

• Colleges and universities must begin training more professionals to work with the elderly.

• Aging and recreation networks should work together to encourage the developers of senior residential communities to go beyond the provision of room and board and address the total wellness of their residents.

• Schools must come to be viewed as compete child development centers in order to improve the lives of children.

• More studies must be undertaken to document the social benefits of parks and recreation, the field’s role in reducing substance abuse and child abuse and improving mental health.

• DCED, DCNR should take the lead in developing a coordinated approach to the delivery of outdoor recreation information.

**Maintain Existing Facilities** – Ensure that future generations have access to quality recreation experiences through proper maintenance and stewardship of existing facilities and resources.
Responsible stewardship and effective resource management are essential for protecting the Commonwealth’s natural, cultural and historic resources. Resource managers are charged with identifying and controlling factors that threaten resources. Environmental issues, maintenance issues, capital and personnel resources are critical aspects. The standard for judging success today will be whether tomorrow’s children and grandchildren will have the opportunity to enjoy these resources.

Parks and recreation in older urban centers are deteriorating due to a lack of maintenance. As a result of population decline and/or a high concentration of poverty, unemployment, and crime, costs for social problems are increasing as the tax base shrinks. This puts a strain on the ability of the community to maintain the resources.

All federal, state and local recreation providers need to re-emphasize and fulfill their stewardship goal. Being good stewards and managers of resources has become increasingly challenging. Strengthening basic stewardship commitment within the Commonwealth is necessary so that all natural, cultural, historic and recreation resources will continue to be places where beauty and wonder of the outdoors are available to all; where people can learn about the history and cultural development of Pennsylvania; and where people can recreate and renew their physical and mental well-being from the stresses of daily living.

**Strategies**

- Conduct an assessment to determine the amount of grant funds presently directed to urban areas, programs to improve maintenance of existing facilities, adding a population density ranking criteria, level of regional planning, and impact of the required 50 percent local match.

- Identify and quantify the status and condition of natural, cultural, historic and recreation resources facilities and programs throughout the Commonwealth.

- Identify rural recreation needs and develop programs to address these needs.

- Establish a revolving loan fund that municipalities could use for critical maintenance projects.

- Park managers should consider reducing maintenance costs through more natural landscaping.

- Municipalities should establish maintenance trust funds.
• Smaller communities should investigate opportunities for sharing park maintenance responsibilities.

• Emphasize the maintenance and enhancement of the existing natural, cultural, historic and recreation resources.

• Existing rehabilitation programs should take precedence over, but not exclude, new park acquisition and development.

• Appropriate uses of the natural, cultural, historic and recreation resources should be identified and only legitimate uses should be permitted.

• Incompatible use and overuse of the resources should be guarded against and related liabilities and risks should be identified.

• Conduct statewide assessment of natural, cultural and recreation resources, facilities and services that are available within the Commonwealth. This assessment should federal, state, regional and local resources, both public and private.

• Utilize information from this assessment to plan and develop resource management strategies to help takes the pressures off of popular areas and seasons and disperses activities to help protect the resource.

• Recreation improvement programs for urban areas should focus on the problems unique to those areas and pay special attention to the problems of decaying infrastructure due to lack of funding for maintenance, vandalism and user’s safety and the changing population base.

• School Districts and municipalities must work together to allow park and recreation departments more access to school facilities after the school day and during summer.

• Federal, state and local entities should implement programs to improve accessibility to recreation resources for special populations.

• Utilize information from this assessment to determine “accepted” uses of various resources.

• Develop management tools, such as those used by the U.S. Forest Service, that define recreation environments within the resource in order to customize resource management and establish limits of recreation if necessary.
• Accelerate the inventory and research programs related to biodiversity conservation.

• Develop an implementation plan for a statewide biodiversity vision.

• Develop and promote systematic maintenance management techniques and best practices.

• Develop an invasive species management strategy.

• The Department of Environmental Protection should work with other agencies and organizations to investigate and mitigate sources of pollution including abandoned mine discharges and acid precipitation on natural resources throughout the state.

• Improve land stewardship capabilities by seeking more expertise in the areas of ecology, biology, botany, and hydrology.

• Conduct training sessions on various aspects of land stewardship and recreation management.

• Exploring the feasibility of establishing visitor carrying capacities for some types of lands.

• Address potential adjacent land use conflicts by working more closely with adjacent townships and counties to afford zoning protection of recreation lands from developmental sprawl and encroachments.

• Develop an adjoining lands strategy for state lands used for recreation.

• Develop strong volunteer “friends groups” for state lands used for recreation.

• Ensure that infrastructure is properly maintained and able to support any increased use resulting from additional promotion and marketing efforts.

• Provide landowners with the tools they need to make land-use decisions that yield sustainable results.

• Help bring the white-tailed deer population into balance with its habitat.

• Train staff in the early detection and control of invasive species.

• Develop new and more effective mechanisms for disseminating forest stewardship information.
• Develop a consistent and powerful stewardship message that will help motivate private forest landowners to sustainably manage their forest resource.

• Work with local governments to ensure that local ordinances do not preclude sustainable forest management.

PRIORIT Y 3: Build Capacity – There is a need to build more capacity at all levels, through partnerships and innovative ways of doing business, to empower stakeholders in meeting recreation needs.

In the development of Pennsylvania’s Recreation Plan update, the Bureau of Recreation and Conservation held ten regional stakeholders meetings to determine the recreation and conservation needs in each region and to develop and prioritize strategies to address those needs. Although more funding for grant programs was consistently identified as a major issue, stakeholders also recognized that they need to build their capacity to better meet the growing needs in their area.

The primary goal of building capacity for recreation stakeholders is to empower them to be more self-reliant and develop their potential in creating healthy and livable communities for citizens. Such communities will have a sense of place and enhance quality of life by providing a sustainable environment where people can live, work and play.

Stakeholders identified the need for better information about recreation needs, trends, innovation solutions and best practices, as well as information about recreation opportunities as a key element in building capacity. Stakeholders also said that assistance was needed in educating recreation providers and elected officials about their role as partners in creating healthy communities. And most importantly, it is essential to engage in wider community partnerships to achieve their long-range visions.

The major priorities identified during the statewide recreation planning process to address the healthy and livable communities issue include enhancing the body of knowledge available to stakeholders by establishing an information clearinghouse, facilitate more cooperation and coordination among all stakeholders, and educate decision makers and promote the economic, environmental and societal benefits of quality outdoor recreation resources.
Strategies

- Increase collaboration with other state and federal agencies to collectively focus on communities with the most needs, advance smart growth strategies, and improve technical assistance to local municipalities.

- Develop an integrated approach for revitalizing counties, cities and towns. A key partner in this approach is the Governor’s Center for Local Government Services.

- Key state agencies should pool resources and expertise for revitalizing counties, cities and towns.

- Examine each agency’s grant funding schedules and requirements and explore ways to better coordinate and make it easier for communities to leverage state funding.

- Reformulate state grant programs to place a greater emphasis on urban areas.

Clearinghouse Functions – Establish a central clearinghouse for recreation and park information.

- Upgrade Internet service to provide easy internet access to comprehensive information on outdoor recreation and heritage opportunities as well as easy access to visitpa.com and its extensive information on other attractions, travel services and on-line reservations.

- Internet information should provide sample itineraries built around recreational themes such as biking and hiking as well as links to other services.

- Internet service should seek to provide quick response on inquiries, reservations and needed approvals such as camping permits on state forestland. In the competition for the regional travel market, this type of response will provide a distinct advantage for Pennsylvania.

- Internet web information for outdoor recreational activities should provide information by counties, regions or activities.

- Local attractions and accommodations should be linked to provide support services. For example, an Internet user interested in hiking opportunities would click on a location of the state map and find information not only about hiking but local support stores, motels and services.
• Upgrade the quality and consistency of “passive visitor management infrastructure” such as interpretive and directional signing, written information on activities, maps, trail access and parking at state facilities, and information on resource management practices, particularly on state forests.

• Printed materials should meet the demands of serious recreational users for accuracy and detail.

• Consider commercial advertisement on printed material such as maps and educational literature to offset the cost of printing.

• Build upon current research and analysis of the citizens’ needs and conduct more in-depth research on the state’s and others’ ability to meet these needs?

• Establish research centers for achieving healthy ecosystems and biological diversity, and to communicate information on issues such as mining, oil, forestry, deer, land use, storm water management and groundwater.

• Develop new tools to disseminate information on available programs and services.

• Make better use of trade and partnership organizations’ publications to disseminate information.

• Conduct more in-depth research into the projected recreation needs of what is becoming an older population in Pennsylvania?

• Conduct more in-depth research into the projected recreation needs of Pennsylvania’s youth.

• Health and wellness should be documented, advertised and emphasized as direct benefits of recreation programs.

• The benefits of programs that address societal problems should be quantified.

• Resource management issues, personnel problems and the capital needs of natural, cultural, historic and recreation resources, facilities and programs in the Commonwealth have to be identified.

• The effectiveness of areas, facilities and programs in terms of public recreation needs served should be evaluated.
• Increase efforts to provide technical assistance materials to recreation agencies, citizen boards and commissions.

• Develop better science-based information to assist decision makers in addressing today’s complex problems.

• Enhance the impact of current programs through the greater use of media and electronic communications.

• Identify and quantify relationships between recreation opportunities and their economic impact.

• Conduct research that quantifies the economic significance of the recreation industry within the Commonwealth.

• Develop informative and attractive “deliverables” such as activity-specific information, comprehensive web sites, and solid promotional materials for the recreation clearinghouse.

• Disseminate information and data on the economic impacts of parks, recreation and leisure.

• Examine ways to build recreational capacity through additional personnel and/or partnerships and disseminate information via the recreation clearinghouse.

• Establish a holistic vision and delivery strategy for all recreation information, with DCNR taking the lead in outlining one agency-wide vision and implementation strategy for providing recreation information across the state. This information should also include county and local data to the greatest extent possible.

• Build upon the work started to create an interactive Discovery Map, an Internet-based application that could more efficiently and effectively present a complete inventory of outdoor recreational opportunities in the Commonwealth.

• Update and digitize an existing database of information on recreation areas and facilities in the state that has not been updated since 1994.

**Cooperation and Coordination** – More cooperation and coordination should occur between all levels of government, schools and the private sector to ensure the efficient and effective provision of natural, cultural, historic and recreation resources, facilities and programs.
Planning is a crucial prerequisite to all recreation program activities. There are many different, legitimate recreational needs. Government does not have to satisfy all of them. No one park or facility has to satisfy everyone. Planning is needed to make recreation activities work, as a cohesive unit and the state should take the lead in planning. To be effective, a plan must be used to direct acquisition, development and use of all recreation resources. Comprehensive recreation and park planning at the regional and community level has been inadequate to date. To make more efficient use of existing resources, a comprehensive approach to planning at all levels must be pursued.

This need is best illustrated by the fact that historically many recreation projects are generally planned and developed on a project-by-project basis, not necessarily looking at the needs of the recreational system as a whole. Also, if any recreation programming efforts are undertaken they are often done on a piecemeal basis and, this coupled with the fact that recreation programs do not always relate to other types of societal or community programs, i.e., housing, human resources, energy and planning, results in a general weakening of the total system-wide effort of providing recreation and related services in the most efficient manner possible.

At the federal level, there are a number of agencies responsible for the provision of recreational opportunities (Fish & Wildlife Services, National Park Service, etc.). It is imperative that these federal planning programs are coordinated with one another in order to provide one, consistent federal abatement on the provision of recreational opportunity.

Within the Commonwealth, there are a number of actors responsible for providing recreation services to the public, each having a different role to play. The Pennsylvania Game and Fish and Boat commissions both have a responsibility to satisfy the recreational needs of their constituency which provides the funding base, i.e., the hunters and anglers; DCNR’s Bureau of State Parks has the responsibility for developing and maintaining a statewide park system which serves Pennsylvania’s population by providing a wide range of recreational pursuits. The Bureau of Forestry also has a recreational mandate, that being to provide less intense, low-density recreational opportunities that can be experienced in large forested areas. Local parks are also responsible for meeting the recreational needs of their surrounding communities. The same can be said for the private and quasi-public providers of recreation opportunity. The need is to integrate the goals of this myriad of providers into the common goal of more efficiently meeting the citizens’ leisure time needs.

There is also an expressed need for a comprehensive community recreation planning effort that addresses both facilities and programs, in the most efficient and expeditious manner possible.
Planning is a critical tool in identifying recreational needs, setting priorities for the use of scarce resources, minimizing duplication of effort between public agencies and between the public and private sectors. To make more efficient use of existing resources, a comprehensive approach to planning at all levels must be pursued. Unfortunately, comprehensive recreation and park planning at the state, regional and community levels has been inadequate to date.

For recreation areas and programs to effectively serve the public, cooperation between providers must be emphasized in planning and all other aspects of recreational development. Coordinated and cooperative programs between government, the private sector and schools can lead to greater public service and recreation utilization rates.

A continuing tight funding situation and an even more varied population of recreation seekers also point to a great need for cooperation among governments at every level, school districts, community/neighborhood organizations and private enterprise in order to make the best use of all recreation facilities. This cooperation is needed in the planning stage, as well as in the delivery stage. Cooperative efforts are complex and take persistence to accomplish. Most park and recreation professionals do not have enough time or the appropriate skills to devote to developing cooperative ventures. However, as a result of funding problems and the need to confront social issues, cooperative ventures are now a necessity.

Cooperative agreements between recreation departments, school districts and other governmental entities offer other areas where cooperation can have a big impact. This is particularly true now that recreation must deal with providing an alternative to drugs, latchkey children need a place to recreate, and an increasing percentage of children are living in poverty. Cooperation can prevent duplication of services and result in more effective programs. Municipalities and the state are increasingly relying on community organizations to maintain facilities. Volunteerism is desirable when and where there are motivated volunteers. Unfortunately, volunteers often burn-out or have other priorities; therefore the communities most in need of community support are often the areas where it is the most difficult to obtain.

Regionalism is another aspect of cooperation and one that has not been fully developed in Pennsylvania. Regional park and recreation systems in suburban Cleveland, suburban Detroit, the Maryland suburbs of Washington, D.C. and elsewhere have been very successful in acquiring and administering extensive regional parks and open space resources. These systems have flourished while municipal and state systems have been cutting back. Other types of regional cooperative efforts have been successful in Pennsylvania, for instance: Allegheny, Westmoreland and Fayette counties are cooperating on the development of a 44-mile trail; and, the Southwestern Pennsylvania Heritage Preservation Commission is working with nine counties to revitalize the region’s
economy through the incorporation of industrial heritage themes into regional cooperative tourism promotional efforts.

The Commonwealth has more municipalities than any other state. The result, in some instances, is the inefficient provision of park and recreation services, particularly in older communities with declining populations and economies, in small communities that do not have the resources to provide even basic services, or in rapidly growing suburban areas that cannot keep pace with development. County parks and recreation departments provide one mechanism for regional provision of services. However, only about half of Pennsylvania’s 67 counties have county-wide park and recreation departments.

**Strategies**

- Expand the circuit-rider concept to fund outside personnel who would serve as recreation specialists for a region or county.

- Partner with existing or new small businesses, non-profits, heritage parks and others who could provide recreational programming and help to market the region.

- Review the work of DCNR’s metropolitan partners committee, incorporate this administration’s approach, and distribute to urban partners

- Study the feasibility of expanding DCNR’s collaborative metropolitan approach to capacity building project around tree cover loss in southeastern Pennsylvania to a statewide model.

- Provide information on early success stories to build partnerships.

- State agencies should communicate similar messages and seek out communities that are receptive to collaborative efforts and willing to bring some resources to the table.

- Publish collaborative projects in bi-annual reports to help promote success stories and show the benefits of increased community involvement and partnerships.

- Strengthening interagency cooperation with county conservation districts and state commissions (game, fish and boat, etc.)

- Conduct regional roundtable meetings for state resource managers with participation from county and local officials and seek to link education and stewardship initiatives to communities.
• Clearly define the roles and responsibilities to be assumed by each level of government and the private sector with respect to meeting the recreation needs of the Commonwealth.

• Encourage cooperative efforts among regional tourism entities, chambers of commerce, private businesses and governmental agencies to promote the resources of a region.

• Establish regional recreation and park advisory committees.

• Recreation and historic preservation professionals must work together to develop collaborative ventures to advance the concept of heritage parks.

• Provide incentives and, where possible, mandate cooperation among all levels of government, school districts and the private sector.

• Counties that do not have a County Parks and Recreation Department should consider establishing a county agency to help meet the recreation resources needs within their area.

• Federal, state and local entities should work together to enhance recreational opportunities through pilot programs.

• Federal, state, local and private recreation providers should work together toward a common goal of helping connect people with quality outdoor recreation experiences.

• Working in partnership with local governments, facilitate a coordinated recreation approach, making sure municipal and county programs are incorporated into an overall recreation strategy.

• Examine current partnerships and showcase those that are successful.

• Stimulate and promote small business growth by encouraging private sector businesses to help meet identified recreation needs.

• Work with non-profits, small businesses, recreation departments, heritage parks, educational institutions and others to develop recreational goals and strategies that will encourage outdoor recreation business growth.

• The Pennsylvania Departments of Health, Aging, Education and Conservation and Natural Resources should work together to develop strategies to promote wellness and encourage connections with the outdoors and physical activity.
• Continue to target counties as the conduit to building staff and financial capacity at the local level.

• Train state land managers and regional field staff to participate in the development of county plans and serve on county advisory boards for recreation and parks, tourism, and economic development.

• Provide grant incentives and award programs to recognize counties that partner with stage agencies to promote scientifically sound land conservation and increase intergovernmental cooperation.

• Leverage local environmental education efforts by providing incentives to local governments for supporting environmental education programming.

• Through stronger collaboration with County Conservation Districts and Department of Education and Department of Conservation and Natural Resources augment assistance to local schools in addressing the environment and ecology academic standards, especially in urban areas.

• Support the continuation of an organized and cooperative approach to environmental literacy/stewardship for Pennsylvania citizens.

• Develop nature education opportunities in urban areas through partnerships with urban nature centers and parks departments.

• Explore the feasibility of creating partnership education centers in the major metropolitan areas.

• Reorganizing existing resources may adequately address the capacity issue and build strong partnerships among state agencies and non-profit groups representing a variety of different sectors to strengthen capacity building.

• Sponsor periodic regional meetings to foster collaboration among nature and cultural tourism-based organizations and state regional field staff.

• State land managers should partner with city/county recreation and park departments to encourage more urban residents to see, learn, and experience Pennsylvania’s natural resources, both in urban and rural settings.

• Work with the Legislature to pass an amended land use statute.

• The Allegheny National Forest and state forests should work together to promote their valuable recreational resources.
• Conduct a strategic examination of current and potential partnership opportunities with state agencies, nonprofits and private business.

• Aging and recreation networks should work together to teach lifetime activities that will assist residents in having a more active lifestyle.

• Recreation professionals and school administrators must work cooperatively on a total child development efforts.

• Recreation providers should become leaders in the wellness movement, reaching out to schools, businesses and community organizations to design and provide wellness, not merely fitness, programs.

**Education and Promotion** – Effectively educate and promote the economic, tourism, and societal benefits of recreation and park opportunities and their impact on quality of life issues.

The recreation and leisure industry is a vital and growing part of Pennsylvania’s economy; and there is a need to see this industry as a factor in state and local economic growth. The combination of recreation and tourism is the second largest industry in Pennsylvania, and is a major creator of jobs. Yet recreation is one of the first areas to be cut by municipalities during recessions. Therefore, recreation advocates need to educate the public and political decision makers on the importance of recreation, open space and tourism in attracting economic development and maintaining a healthy economy. It is critical that the recreation industry be recognized as an important component of the post-industrial economy.

Many areas of Pennsylvania have declined with the decline of industry and have not, as yet, found the road to economic recovery. Many of these same areas, however, are richly endowed with streams, lakes, mountains and other natural attributes ideally suited to resort and recreation development. And while private developers have indeed moved into some of these areas, more public money is needed. Public recreation opportunities will draw income into the local and state economy and will enable communities to better serve public recreation needs. A comprehensive approach to planning, promoting and marketing public and private resources is needed.

Pennsylvania is blessed with cultural, historical and natural resources of national significance. Lancaster County, Independence National Park, Gettysburg, the Poconos, the Youghiogheny River, etc., are major attractions that generate much revenue for Pennsylvania. Other regions of the state offer great potential for recreation and tourism, such as the Lackawanna Valley, the America’s Industrial Heritage Project in southwest Pennsylvania and the Allegheny National Forest.
In planning for the future, the park and recreation profession must decide what role it is going to serve in order to survive into the next century. The mental, physical and spiritual benefits associated with parks and recreation dovetail so well with the goals of wellness philosophy that the opportunity exists for the recreation profession to play the role of facilitator in the wellness movement, establishing and embarking on cooperative ventures to promote wellness for all segments of the population.

**Strategies**

- Utilize state lands to demonstrate best practices and to serve as conservation and stewardship models.

- Support regional promotion and programming efforts among tourist promotion agencies in concert with community development, and heritage park organizations.

- Fully implement the recommendations of the *Elk Watching and Nature Tourism Plan of North Central PA* and consider this program as a pilot for other nature tourism efforts.

- Consult with bordering states for tourism strategies and best practices.

- Recognize and actively promote state-designated heritage park organizations as leaders in regional heritage development other state, federal, regional and local agencies and organizations and the private sector for the purpose of fostering mutually beneficial partnerships.

- Support and promote programs and initiatives that help communities develop their heritage products and become more tourism friendly like DCED’s Main Street Program, the Market Towns initiative being administered by the Delaware and Lehigh Heritage Corridor, and the Heritage Communities initiative being piloted by the Route 6 Heritage Corridor.

- Create marketing packages with DCED and the state’s tourism marketing consultant, and tourist promotion agencies that link outdoor and heritage experiences with accommodations, and other services outside the state parks or state forests.

- Work with DCED to place greater emphasis on nature- and heritage-based tourism in the Commonwealth’s overall promotion campaign, and focus attention on the possibilities to increase visitation during the spring and winter.
• Continue to invest in green infrastructure and provide funding for operations and maintenance to assure the quality outdoor recreation experiences and to maintain existing facilities.

• Partnering with counties, cities and towns in a holistic approach that can ensure ongoing mutual benefits to every Pennsylvania resident.

• Promote the hiring of qualified, professional staff to meet the growing needs of Pennsylvania residents.

• To address liability concerns: risk management needs to be promoted; regulations and laws need to be promulgated regarding pool, playground and other recreation facilities safety; and the Recreation Land Use Statute should be amended.

• Increase urban and suburban dwellers' awareness of the magnitude of their impact on urban recreation resources must be increased.

• Inventory the current promotional and marketing approaches to advertise natural, cultural, historic and recreation opportunities in Pennsylvania.

• Implement promotional and marketing programs that will have a greater impact on the target resource users.

• Analyze public recreation usage data and use it to support the creation and marketing of natural, cultural, historic and recreation resources, facilities and programs in the Commonwealth.

• Educate natural, cultural, historic and recreation resource managers to be aware that they are in the business of service as well as stewardship.

• Increase the promotion of in-state travel to Pennsylvania residents.

• Target specific resource users in promotional and marketing programs.

• Collect and analyze public recreation usage data to support the creation and marketing of natural, cultural, historic and recreation resources.

• Park and recreation agencies should attempt to educate those children who do not come out to the parks by offering school programs during the school year.

• Park and recreation professionals need to include environmental learning into their programs and should participate in school environmental programs.
• The public agencies in the Allegheny National Forest Region should continue their cooperative efforts with the TPAs to market recreation and tourism as economic factors.

• Recreation professionals must realize that getting involved in drug prevention efforts is not only the responsible thing to do; it is also a wonderful way to increase the visibility of their profession.

• Recreation providers must stop simply providing activities and must begin to educate the public to the wellness value inherent in the total recreation and leisure experience.

• Enhance to marketing of state natural resources to attract visitors are by focusing on the experience or regional destination instead of focusing on the facility.

• Work cooperatively with the Department of Community and Economic Development and local tourist promotion agencies and local recreation providers to develop marketing packages that encourage outdoor recreation as part of an overall vitiation package for a region or destination.

• Work cooperatively with the Department of Community and Economic Development and its advertising agency to develop marketing and promotional campaigns that have a greater emphasis on Pennsylvania’s outdoor recreation opportunities.

• Develop marketing techniques that include targeting niche markets or timing ad placement to encourage off-season visitation.

• Conduct a strategic assessment of our educational audiences to expand current programs, develop better coordination and communications about existing education programs, and create greater central educational support.

• Conduct a strategic examination of current and potential partnership opportunities with state agencies, nonprofits and private business to offer educational and informational services.

• Explore training opportunities across program areas in order to better use staff expertise and resources and to build capacity.

• Promote a comprehensive planning process that incorporates recreation planning and other types of community planning.

• Actively promote the Pennsylvania Heritage Parks Program
• Work with stakeholders and other partners like the Governor’s Center for Local Government Services to develop training opportunities for targeted groups, such as local government officials and other state agency decision makers.

• Develop localized tourism promotion packages with field staff and the media at low cost or no cost to increase visibility of state resources within local and regional markets.

• Promotional packages should include public service announcements, media sponsored events and seasonal activities.

• Strengthen the state’s relationship with local government associations to insure that educational messages are communicated at their annual conferences.

• Promote the protection of landscape and cultural features by advocating public awareness programs and comprehensive community planning.

• Recreation professionals should embrace “Quality of Life Through Recreation” as a priority and educate the public about the wellness value inherent in the total recreation and leisure experience.

• Expand environmental education in urban areas by developing programs offered in partnership with other providers.

• Provide teacher training and quality student programs to assist schools and other partners in meeting environmental and ecology standards in urban areas.

• Develop transportable programs to bring environmental education opportunities to urban and suburban areas.

• Bring state environmental education programs to local city parks and schools as a means of introducing urban residents to the natural resources and recreational experiences available on state lands.

• Establish a goal of having at least one environmental education center in every county.

• Expand environmental education to adult audiences through continuing education, adult learning series or partnerships with community colleges.

• Develop a marketing plan for state lands used for recreation.
Appendices
Appendix 1
I. Introduction

The term “wetland” describes, in a collective way, what are more commonly known as marshes, bogs, swamps, and wet meadows.

According to Ralph W. Tiner’s December 1990 publication *Pennsylvania’s Wetlands: Current Status and Recent Trends*, there are over 400,000 acres of wetlands in Pennsylvania. Table 1. PA Wetlands by Pennsylvania Department of Environmental Protections (DEP) Region summarizes Tiner’s findings and groups the wetland acres by County then DEP Region.

Since 1990, wetland acreage has increased by approximately 4,810 acres. The successful Partners for Wildlife Program, managed by U.S. Fish and Wildlife Service, and the Wetland Reserve Program, implemented by Natural Resource Conservation Services, have contributed to the Commonwealth’s wetlands resource. These voluntary landowner assistance programs demonstrate the high level of interest for the restoration of our natural resources.

Other regulatory and non-regulatory wetland restoration programs in Pennsylvania include the Chesapeake Bay Foundation and three DEP programs: Chapter 105 Dam Safety and Waterways Management, Mineral Resources (MR) and Abandon Mine Reclamation (BAMR).

Recent initiatives, such as the Growing Greener grant program, along with a greater emphasis on watershed management, will undoubtedly enhance the restoration and protection of these valuable resources.

II. PA Wetland Types

Three types of wetlands are found within the Commonwealth:

A. Forested Wetlands

These are wet habitats where large woody trees (over 20 feet in height), such as red or silver maple, river birch, blackgum and green ash thrive. Forested wetlands are the most abundant wetland type in Pennsylvania.

B. Scrub-shrub Wetlands

These wetlands are characterized by species such as spicebush, swamp honeysuckle, highbush blueberry, winterberry, alder and willows, to name a few. This type of wetland can also have small trees less than 20 feet in height.

C. Emergent Wetlands

Wetlands that are vegetated by grasses, sedges, rushes and other herbaceous plants which emerge from the water or soil surface. Emergent wetlands are only one-third as abundant as forested wetlands and only one-half as common as the scrub-shrub types. Emergent wetlands are the least abundant wetland type in Pennsylvania.
### Table 1. PA Wetlands by DEP Region

*chart developed from data presented in "Pennsylvania's Wetlands: Current Status and Recent Trends" by Ralph W. Tiner, 1990*

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* acres do not include Open Water
V. Wetland Permitting Program in Pennsylvania

A. Single and Complete Projects

To provide effective environmental protection and regulatory compliance assistance, proposed activities that involve the multiple discharges of dredge or fill material, excavation or encroachments of waterways, waterbodies and wetlands will be reviewed as a single and complete project. This single and complete project review process will give DEP the opportunity to assist applicants during project development to minimize and avoid impacts to water resources to the maximum extent possible.

A single and complete project review provides enhanced environmental protection, timely permit actions and improved program efficiency. To facilitate single and complete project reviews, the project plan must provide all the proposed impacts to waters and wetlands associated, proposed or accomplished by one owner/developer or a partnership or association of owners/developers.

Anyone who may be unfamiliar with DEP’s permitting process, or is planning a large-scale project, should request a pre-application conference with the DEP Regional Office. Pre-application conferences are particularly important for large or multi-phased projects that are designed and built over several years. These conferences are used to review and discuss the applicant’s plans, assist the applicant in avoiding and minimizing impacts and determine what permits will be required.

B. General Permits

There are 11 different general permits, each corresponding to a particular activity. Prior to registration, an applicant must review the appropriate general permit and determine if the proposed project can be constructed in accordance with the conditions, restrictions and performance criteria identified for that specific permit.

In recent years, according to data submitted for the DEP Bureau of Watershed Management, Division of Waterways, Wetlands, and Erosion Control Annual Program Summary, the five most commonly used General Permits are GP-5 Utility Line Stream Crossings, GP-7 Minor Road Crossings, GP-8 Temporary Road Crossings, GP-3 Bank Rehabilitation, Bank Protection and Gravel Bar Removal, and GP-4 Intake and Outfall Structures.

C. Water Obstruction and Encroachment Permit

If a project does not qualify for a waiver or general permit, the Department’s Chapter 105 Rules and Regulations allow for two types of application (Small Project and Standard) to be made for a Water Obstruction and Encroachment Permit. Either type of application can be made using the Joint Permit Application Form. The applicant shall indicate which type of application is being made at the beginning of the form and then follow subsequent instructions to complete the application type indicated.
• Joint Permit Application

1) Small Projects Application

A Small Projects Application may be made for projects in streams and floodways where insignificant impacts on safety and protection of life, health, property and the environment can be demonstrated without detailed studies or engineering calculations.

• The Joint Permit Application Package should be consulted for specific criteria limiting small project applicability

2) Standard Application

A Standard Application must be completed for all projects except those qualifying as small projects and all projects affecting wetlands.

D. Monitoring and Compliance

The most frequent violation is working without a permit. Pennsylvania’s wetland program does not have a specific inspections program, inspections are usually done after a complaint has been issued. The permitted dams are regularly inspected and when a wetland is impacted, the compensatory replacement site must be monitored by the permit holder for a five-year period of time. The reports are required biannually for the first two years, and annual for the third, fourth, and fifth years.
Appendix 2
III. **Important Wetland Functions**

Many plant and animal species are entirely dependent upon wetlands for survival. Animals spawn, nest, breed, rest and raise their young in wetlands. Plants find suitable conditions to germinate, grow and flower there. Wet environments, together with large amounts of nutrients, often result in an abundance of vegetation. This mass of plant material traps the sun’s energy and is a driving force in the wetland. Due to their great productivity, wetlands are rich with diverse species, a phenomenon known as biodiversity. The large number of species dwelling in some types of wetlands makes them vast libraries of genetic material. Wetlands also function to improve water quality, add to a healthy environment and aid humans in a variety of ways. They help control flooding and assist in purifying water.

IV. **Chapter 105 Regulations**

There are several technical definitions of wetlands, but for regulatory and legal purposes, the Commonwealth of Pennsylvania (25 Pa. Code Chapter 105) uses the following:

“Those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions....”

Most activities in Pennsylvania water courses, water bodies or wetlands require some type of authorization or permit from DEP to protect public health, safety and the environment. Activities that change, expand or diminish the course, current or cross section of a watercourse, floodway or waterbody are termed encroachments (obstructions in certain cases) and are regulated by Chapter 105 regulations. Many of these projects qualify for a simple general permit if they are designed and implemented in accordance with the criteria in the general permit. The applicant needs to complete and submit a registration form available from delegated county conservation districts or one of the DEP regional offices. The local municipality and county must be notified of the applicant’s intent to use the general permit. There is no fee for registering a general permit.

Most projects in Commonwealth waters and wetlands also require federal authorization that is usually granted in the form of a Pennsylvania State Programmatic General Permit (PASPGP-2). PASPGP-2 is a federal Clean Water Act, Section 404 Permit that authorizes the discharge of dredge and fill material into waters of the United States. PASPGP-2 eliminates the need for dual and often redundant state and federal reviews, processing and permit issuance procedures. In most instances, PASPGP-2 can be issued, with approved Chapter 105 water obstruction and encroachment permits, by the DEP or a county conservation district.

25 Pa. Code Chapter 105.18a requires the applicant to replace all affected wetlands in accordance with 25 Pa. Code Chapter 105.20a, which requires wetland replacement to meet three criteria: area ratio, function and value replacement, and siting criteria. In addition, decisions will be made based on Department guidelines entitled “Design Criteria for Wetlands Replacement”.
INTRODUCTION/ PURPOSE
In 2000, an initiative began to ask stakeholders throughout the various regions of the state what they see as the recreation and conservation needs in their areas. Ten meetings were held in all. Attendees included park and recreation professionals, planning agencies, conservation groups, elected officials, non-profits, tourism agencies, government officials, any individual or group that would have a stake in the areas of parks, recreation and conservation. In all, 602 people attended from the 67 counties covered by the ten events. Each of the meetings had three primary purposes:

1) to determine recreation and conservation needs in their region;
2) to develop and prioritize strategies to address those needs; and,
3) to obtain information for updating the state recreation plan.

In all ten meetings, the role of our Regional Staff was to listen to what the stakeholders had to say and then, to facilitate follow-up activities to address the identified issues and needs.

This report summarizes the results of the ten meetings. We are very pleased with the response of the stakeholders to the meetings, the important information derived from them and the opportunity this affords our Regional Offices to help their regions achieve their goals.

PROCESS
Each of the meetings was kicked off by the Regional Advisor serving the respective counties followed by presentations to help the attendees focus on the needs and challenges faced within the region. At the Monroeville meeting participants were asked to help complete a matrix identifying recreation and conservation agencies and organizations in the region while at the Lewisburg meeting attendees participated in a mapping exercise to identify the existing recreation and conservation efforts in their
region. Supported by a cadre of trained facilitators, participants were divided into small breakout groups to list the needs and issues in their region and then identify the top three from their list. The groups were then asked to identify ways for addressing their three priorities.

During the Erie and Altoona stakeholder meetings, small breakout group priorities were screened by the full group which further narrowed the top priorities. The breakout groups were then assigned to deal with one or two of the priorities and discuss ways to address them. The meeting in Philadelphia took a different approach. A survey was done prior to the meeting date and three major priorities were determined. Attendees went into break-out sessions shortly after they registered in the morning. The Sayre, St. Marys, Harrisburg and Mayfield meetings took a slightly different approach to the initial brainstorming sessions. There was large group brainstorming at the beginning of the day followed by break-out sessions. To wrap it up, group leaders reported back in a general session to highlight the results of their small group discussions. Each of the meetings then ended with a closing from the Regional Advisors who said that there will be follow up meetings in each of the regions to come up with strategies for the priorities discussed.

SUMMARY OF REGIONAL ISSUES AND NEEDS
This section highlights the various priority issues and needs identified as a result of the ten stakeholder meetings.

LEWISBURG MEETING - Clinton, Lycoming, Columbia, Northumberland, Montour, Union, Snyder, Centre, Mifflin and Juniata counties.

- Training/Information on a wide array of topics including best practices, partnership and capacity building, and benefits of having full time recreation directors in rural areas.
- Planning
- Funding
- Liability
- Maintenance/preservation of existing facilities
- Improve utilization, access and protection of water resource
- Regional planning to ID areas that need protection/development
- Encourage PennDOT doing any road improvements to consider a variety of uses
- Create tax incentives for private landowners to encourage preservation of open space
- Educate, lobby, vote
- Better communication and education on available resources, such as Topo/Geo mapping, grants
- Develop sustained funding for implementation of projects and ongoing programs
- Legislative authority/funding to develop a natural heritage inventory for every county and to enable resource protection measures (growth boundaries and resource sensitive areas)
MONROEVILLE MEETING - Allegheny, Armstrong, Butler, Beaver, Fayette, Greene, Indiana, Washington and Westmoreland counties

- More field people to work with locals
- Education
- Maintenance (equipment and upkeep)
- Centralized resources
- Coordination and cooperation for a regional clearinghouse
- Open space and critical habitats
- Education programs for local officials
- Regional broker to coordinate funding, etc.; aggregate and coordinate resources
- Partnership development and technical support; know who is doing what; promote working together
- Allow Inter-municipal groups to be eligible partners for grant applications
- Educate municipal officials on importance of green space
- Need to preserve farmland
- State agencies should facilitate cooperation between municipalities and between non-profits and municipalities
- Increased coordination among agencies
- Educate on balance of recreation, conservation and open space (environmental education)
- Development of a comprehensive plan, which includes: a common vision and identification of land use with eye towards conservation of natural resources

ALLENTOWN MEETING - Berks, Carbon, Lehigh, Luzerne, Northampton and Schuykill counties

- Educate local officials and private sector consultants
- Focus on long term operation and maintenance
- Preservation of land (right land in right location)
- Create a comprehensive Inventory of parks, recreation and open space
- Planning – Do we have a program and how do things fit together?
- Determine what recreational users want in PA
- Need better connection, coordination, and communication between state agencies/ counties/ local governments
- Deal with planning issues
- Encourage and enhance multi-group cooperation (land trust, diverse interests, multi-community, parochial issues)
- Create and provide training on a variety of topics (funding, peer to peer, technical assistance, zoning-land use, where to go for help)
- Educate
- Foster municipal cooperation/ educate
- Market to “sell” land ethics
- Need to rehabilitate/ upgrade facilities and structures
- Need to develop a GIS system/ clearinghouse
- Identify and develop valuable land / water parcels
- Acquire obvious trail links ASAP
ERIE MEETING - Clarion, Crawford, Erie, Forest, Jefferson, Lawrence, Mercer, Venango and Warren counties.

- Maintenance and operation of new and old facilities: funding, volunteering, recycling, picking up litter, and landscaping
- Project coordination on a county/local and regional level
- Connection of trails and bikeways
- Increase public access for streams, rivers, waterways, trails, and provide for public facilities and access areas
- Greenspace planning and preservation
- Increase public awareness and support for recreation and conservation through: education, marketing, public relations/Involvement, user friendly information system

ALTOONA MEETING - Bedford, Blair, Cambria, Fulton, Huntingdon and Somerset counties

- Need regional approach and intergovernmental/interagency cooperation
- Need clean water
- Connection of trails and develop a master plan for pedestrian links
- Increase public awareness of heritage sites and recreation facilities

PHILADELPHIA MEETING – Bucks, Chester, Delaware, Montgomery and Philadelphia counties

- Inter and intra cooperation at appropriate levels
- Community outreach and education
- Funding/staffing/volunteers
- Availability of funding sources
- Technical assistance to local organizations on implementing linkages
- Expand urban greenway and recreation opportunities
- Green infrastructure planning part of municipal planning
- Identifying regional list of greenways and giving them priority
- Increase breath and depth of money towards conservation
- Field space for youth, schools, adult leagues
- Waterway maintenance/depletion and erosion issues
- Alternative to dollars for creation and maintenance of facilities

SAYRE MEETING – Bradford, Sullivan, Susquehanna, Tioga and Wyoming counties

- Define rural atmosphere
- Preservation and maintenance of rural areas
- Matching funds
- State agency cooperation
- Partnerships
- Land use
- Define recreation and tourism
- Identify/inventory tourism attractions
- Support of private industry in tourism
- Marketing tourism

**ST. MARYS MEETING** – McKean, Potter, Elk, Cameron and Clearfield counties

- Improve existing parks
- Funds to maintain what we have
- Develop trails
- Visitors welcome center in McKean County
- Trails (bicycle, motorized, walking)
- Lodging development on public and private lands

**HARRISBURG MEETING** – Adams, Cumberland, Dauphin, Franklin, Lebanon, Lancaster, Perry and York counties.

- Cooperation between constituencies
- Comprehensive planning, programming and budgeting
- Education (bring community into curriculum)
- Natural areas preservation
- Farmland preservation
- Natural land and rare habitat preservation
- Expanded trail opportunities
- Provide and promote accessible recreational services and facilities
- Elected officials need to understand role of parks and provide financial support

**MAYFIELD MEETING** – Lackawanna, Monroe, Pike and Wayne counties

- Property acquisition (including rights of way, easements, leases)
- Property owner protection
- Develop inventory of open spaces, recreation resources and projects
- Marketing tools to educate on open space (open space areas include public lands, wetlands, forest areas, recreation areas, agricultural land, etc.)
- Encourage participation in EAC’s (local environmental advisory councils) for environmental preservation
- More partnering with the National Park Service and DCNR (include locals)
- Incentives for managing growth
- Economic development paired with environmental responsibility
- Communicating economic value to elected officials
COMMON ISSUES AND NEEDS
Although each region is unique and has its own perspective on what is needed, there is some commonality in many of the regionally identified issues that have implications on a statewide basis. The following summarizes these:

OPEN SPACE
Open space was mentioned as a priority at all the Stakeholder Meetings. At times the idea was mentioned as preservation of land or green space. Trails and greenways, forms of open space were very popular items. Other types of open space included trail links and preservation of farmland and critical habitats. Greenways was so important to some of the regions that they formed focus groups to begin the planning and implementation process. Altoona (region 3), Sayre (region 2) and Philly (region 1) are doing greenway follow-up. Additional supporting information is mentioned in the connecting/linking section. Other ideas mentioned and associated with open space include green infrastructure planning, local and regional planning to identify important open space areas to preserve and property owner protection. Tax incentives were mentioned as a way to preserve open space. Open space areas should also be accessible to everyone.

EDUCATION AND PROMOTION
This was a major need identified in some manner in all ten meetings. The need to inform and educate local government officials and others about the benefits of parks and recreation was frequently cited as well as the need for educating our children. Offering more training opportunities in a wide variety of subject areas from new technologies to land use planning to facility maintenance was also stressed. Creating a speakers bureau, mobilizing volunteers, directing educational efforts to residents and leaders where there are no public lands and facilities, assessing existing programs in school and communities, developing education curriculum, formulating an educational strategy, delivering needed technical assistance, preparing a statewide marketing plan and launching marketing campaigns, creating “friends” groups to help promotional efforts, defining and promoting tourism, using case studies and best practices as educational tools, improving lines of communication especially through the internet and preparing and distributing effective educational and promotional materials were cited as ways of meeting educational and promotional needs.

COOPERATION AND COORDINATION
The need for better coordination and cooperation between and among all recreation and conservation stakeholders was mentioned many times and in many ways. Sharing information, cost sharing for facilities, joint municipal projects, linking trails and greenways, forming coalitions and associations, encouraging multi-municipal planning, fostering regionalism, involving the private sector, building more partnerships, funding projects that connect existing sites, holding conferences, better coordination of state programs, facilitating cooperation between municipalities and non-profits, developing informational websites and brochures are some of the suggestions.

CLEARINGHOUSE FUNCTIONS
The concept of “clearinghouse” came up in regard to a number of topics and issues. The bottom line is that stakeholders want easy access to a wide array of information.
that can help them in their individual efforts as well as to encourage multi-municipal and regional activities. From the various comments made at each of the meetings, there is a need to establish regionally-based platforms for receiving, aggregating, updating and distributing data and information that are accessible to all users and supported by the conservation and recreation stakeholders in the service areas. A number of suggestions centered around the development of an internet site with quality, up-to-date information including technical information on various recreation and conservation subjects, resource inventories, regional GIS data, contact lists, literature reviews, best practices, bulletin board and links to other sites. The clearinghouse concept was also used in context of a one-stop shop for funding information. Having the latest information on grant programs and who to contact was frequently cited as an important need.

MAINTENANCE OF EXISTING FACILITIES
Maintaining existing recreation and conservation facilities was another re-occurring issue mentioned throughout all the meetings. Stakeholders see these facilities as capital investments that need to be maintained and operated in a long term, sustainable manner. The lack of adequate funding at all levels of government was seen as the primary obstacle to good maintenance. Other funding options such as user fees, endowments, sponsorships and donations were mentioned as alternatives to supplement tax dollars. Participants urged that maintenance become an eligible category for state grants. The need to do quality maintenance on state owned facilities was also stressed. More education and training on innovative, cost/labor effective maintenance practices was identified as well. Other ideas include expanding circuit rider and peer-to-peer initiatives to address maintenance; developing long-term maintenance plans; increasing inter-governmental cooperation relative to maintenance; utilizing prison work forces, community service workers, youth groups and other available personnel and volunteers; designing new facilities to reduce unnecessary maintenance; allowing maintenance as in-kind matches to state grants.

CONNECTING AND LINKING
The stakeholders value connecting and linking urban and rural communities with recreation and conservation resources and sites, especially through trails and greenways. In addition, participants in all the meetings recognized the lost opportunities caused by fragmentation and parochialism. They favor forming organizational partnerships that break down barriers to innovation, to resolving like issues, to shared planning and to working together to achieve common goals. Related ideas include forming regional trail and greenway organizations in areas where none currently exist, more widespread support and participation in comprehensive planning efforts of all kinds and incentives for partnerships and regional approaches.

FUNDING
While we tried to focus discussions away from funding to the core needs and issues within the respective areas, either the lack of funding or the need for more funding surfaced in all the meetings. Funding is a major issue relative to maintenance, staffing, new projects and just about everything else. At the state level participants cited the need to make funding programs more creative and flexible; streamline grant processes; expand eligibility requirements; accelerate reimbursements; identify resources/sources in the region; provide incentives for planning, partnerships, regionalism and cooperative projects; get feedback on grant applications that are turned down and educate about
other funding sources and about options for generating other public funding. Participants supported DCED’s one-stop shop approach to funding and the need for more funding for capital project planning. At the regional level, coordination of funding to avoid unnecessary competition at the local level was identified as a need. One recommendation called for designating or establishing a regional entity to serve as a broker for receiving, aggregating and coordinating funding. The entity would be managed by an alliance and would tap a variety of funding sources to support large scale or regional projects. Another suggestion recommended creating regional and county recreation and conservation authorities with taxing and bond issuing authority and with the role of assisting municipalities with projects and obtaining other grants. At the local level, there is a need to tap a variety of potential funding sources including foundations, corporate donations and sponsorships, user fees, tax incentives such as tax increment financing, and other dedicated funding sources.

STATUS OF FOLLOW-UP ACTIVITIES
The stakeholder meetings are just a beginning. The objective is to have our regional advisors work with regional leaders to facilitate follow-up actions for addressing the issues and needs identified. The following is a status report on follow-up actions taken so far and on future activities being planned:

LEWISBURG MEETING
Lori Kieffer Yeich held three follow-up meetings after her April 27, 2000 Stakeholder Meeting. A focus group was formed and developed an action plan that included the development of a basic grant’s booklet for the Northcentral Region, benefits workshops and a best practices manual. The grants booklet, along with an accompanying directory listing individuals and agencies in the region that may be able to provide recreation and conservation project information, is completed and was distributed to the focus group and other agencies and individuals in the Northcentral Region. The grants booklet has been updated and will be available shortly. A companion grants booklet has also been developed from the original booklet and is currently being distributed throughout the state. Two Benefits Workshops were held in Clinton County and Union and Snyder Counties. A best practices booklet was prepared in cooperation with the Pennsylvania Recreation and Park Society and Penn State University. Four regional recreation organizations were highlighted in the booklet entitled, ‘Successful Stories of Regional Recreation Programs in North Central Pa.’

Other positive results attributed to the meeting included the opportunity for Lori to facilitate the initiation of a peer study to assist Clinton County assess the feasibility of forming a county recreation department. In addition, Lori worked with SEDA-COG to launch a cooperative effort to have the agency work with municipalities in the region to encourage the development of recreation projects, help them submit grant applications and, then, to administer those grant projects approved by the Bureau. Other technical assistance efforts have been improved in the region as well.

MONROEVILLE MEETING
Kathy Frankel and Tracy Robinson created a Stakeholder Committee to address each recommendation identified in the action plan. The meeting resulted in funding of a regional project, called the Southwest Regional Amenities Plan to identify the
recreational, cultural, open space and natural resources in the ten-county area. The plan also includes a GIS component. They have convened visits with each County Conservation District, Planner and Park and Recreation Director to discuss cooperative efforts and introduce the idea of working collectively on projects within their region. As a result of these discussions they are hosting grant workshops in each county and for local legislative offices in the region. Based on the feedback from the stakeholders meeting suggesting that state agencies need to coordinate programs better, Kathy and Tracy have been working with the Southwest State Interagency Committee to facilitate a team approach to coordinate state funding for local and regional projects. In addition, the Pittsburgh Staff is working with John Plonski, DCNR Deputy Secretary for State Forests and State Parks on the Metro Initiative and Geralyn Umstead, DCNR Community Services Director on a two-day summit on urban issues. The Allegheny County Executive Office and the Pittsburgh Mayor’s Office will be assisting with the summit. Some topics for the summit will include maintenance, tree pruning and enviro-education.

**ALLENTOWN MEETING**
Michele Breslin and Dennis DeMara have held six follow-up meetings since their original February, 2001 meeting. The Lehigh Valley/Berks Greenways Task Force was created to facilitate the planning and development of recreation and conservation projects, to provide information on the availability of funding and technical assistance, to encourage pooling of resources among municipalities, counties, and agencies and to facilitate best practices and model greenway and conservation projects. The greenways task force also adopted a mission statement and membership list. The task force has invited speakers from DCNR, Bureau of Recreation and Conservation, PennDot, Delaware and Lehigh National Heritage Corridor, Wildlands Conservancy and the Chester County Planning Department to detail their efforts in the area of greenways.

**ERIE MEETING**
Mark Kulich formed a stakeholders action team comprised of several volunteers from the Erie gathering and has convened two follow-up meetings to address the top need of the region, maintenance of existing facilities. In cooperation with the Pennsylvania Recreation and Park Society a Maintenance Workshop was scheduled for October 24, 02 in Titusville, Pa. Unfortunately, there was not sufficient registration to hold the workshop. We are now looking at the idea of scheduling a maintenance roundtable to bring in experts in the area of park maintenance to talk to those interested in learning more about maintenance. It has also been recommended that all future site plans include a maintenance plan.

**ALTOONA MEETING**
Two follow-up meetings have been held to further discuss priorities from the original Stakeholder Meeting. The Pa. Trails and Greenways Action Team was formed as a result of the meetings. Topics that will be discussed in the future include the coordination of county greenway plans, getting the large public landowners at the table, a ‘carrot and stick’ approach to funding projects, connection of trails and development of a website.
PHILADELPHIA MEETING
The Philadelphia Regional Staff has conducted three follow-up focus group meetings since the March 13, 02 Stakeholder Meeting. The group has further refined their priorities. Kirk Hostman, a consultant and member of the focus group has scheduled a stormwater management seminar in cooperation with the Pennsylvania Recreation and Park Society to address one of the priorities.

SAYRE MEETING
The Northern Tier Task Force was formed from the original stakeholder meeting and has had two meetings. The task force is exploring the idea of forming a recreation/open space committee and presenting the idea to the Northern Tier Regional Planning Commission for their acceptance. The focus group has also adopted a mission statement, membership list, and a list of the benefits of forming the recreation/open space group.

ST MARYS MEETING
The two main needs coming from the St Marys Stakeholder Meeting were Resource Management and Tourism: Planning, Development and Marketing. A focus group meeting was held in August, 02 and dealt with the tourism topic. A visitors welcome center was identified as a need and could be funded with a T-21 Grant. PennDot was to be contacted for their assistance. The last focus group meeting dealt with resource management.

HARRISBURG MEETING
The Harrisburg Stakeholder Meeting was planned in cooperation with the South Central Assembly for Effective Governance (SCAEG). A planning meeting was held with the Assembly to plan for a Focus Group Meeting on December 3, 02.

MAYFIELD MEETING
Once the summary report is sent to the mailing list for the Stakeholder Meeting, focus group meetings will be scheduled with those that have volunteered to help with the implementation of the priorities.
DCNR Stakeholder’s Meeting
April 27, 2000
Lewisburg, Pa

MEETING SUMMARY

I. The Purpose of this meeting was to
   A. Identify existing recreation and conservation efforts
   B. Determine recreation and conservation needs
   C. Develop and prioritize strategies to address Recreation and Conservation needs

II. Welcome and Introductions
   A. Lori Kieffer Yeich, Recreation and Parks Advisor, welcomed the stakeholders and discussed the region of influence for this meeting. She introduced Jim Nagy, Recreation and Parks Advisor, and outlined which regions she advises and which Jim advises. Lori also introduced the rest of the Bureau personnel in attendance and the facilitators who were there for support.
   B. Bureau of Recreation and Conservation- Changes for the future: Larry Williamson, Director of the Bureau of Recreation and Conservation, welcomed the group and discussed the Bureau’s changing role and new initiatives- new grant system (Community Conservation Partnership Program), reorganization of Bureau, funding opportunities that are greater than ever.

III. Mapping Exercise
   A. The group then took part in a mapping exercise to identify the existing recreation and conservation efforts in the region. The following items were identified on a map displayed in the front of the room:
      - rivers
      - boat access
      - state parks
      - state forests
      - state game lands
      - rails/trails
      - community/regional parks
      - full time recreation departments
      - preserved and conservation lands
   B. Conclusions
      1. Lack of professional staff in region (near population centers)
      2. Absence of county/regional facilities and services
IV. Show Case – Partnership Projects
A. Following the mapping exercise, the group heard from 3 presenters who are involved with progressive partnership projects.
   1. John Turner, Consultant for the Allegheny Ridge Heritage Corporation spoke about how he assisted in bringing 17 municipalities together to form a trail alliance throughout the greater Johnstown area in Cambria County. This coalition is working to make the planned Mainline Trail/Path of the Flood Trail network a reality.
   2. Gene Eubert, Recreation Director for Blue Mountain Recreation Commission discussed how his commission was formed.
   3. Kevin Druenski, Director of the Montour preserve discussed how PP&L partnered with the Montour County Commissioners to match DCNR’s grant monies. The funding was used to expand their nature center.
B. After the presentations the group was asked about other examples of partnerships and the future for the region. Comments included:
   1. There is a need to watch sprawl along the Susquehanna River corridor (Clinton County/Jersey Shore area)
   2. The proposed Susquehanna Greenway project is important
   3. In Union County area more open space preservation and farmland preservation to curb sprawl
   4. Important to connect linear trails and facilities and pay attention to extra traffic brought in by trails so as not to overburden facilities
   5. Music, libraries, and theaters are other forms of recreation that we sometimes overlook (Greenways can be used to promote such activities)
   6. Lacking regional parks in Union and Snyder Counties
   7. Important to develop full array of opportunities – Planning important to make projects feasible
   8. Lacking capability to maintain existing facilities
   9. Need sidewalks, bike paths, access routes within communities

V. Discussion of Small Group Activities for Afternoon Session
A. The group then discussed the map and the efforts going on in the region. They identified gaps and discussed trends. The group was asked to think about the changes they would like to see in their region in the next 5-10 years and how the map would change. This discussion was a primer for the afternoon break-out sessions where small groups would discuss in more detail their priorities for the coming years.
B. After Lunch, the full group broke into 4 small groups to work on the following questions
   1. WHAT CAN YOU DO TO MEET THE NEEDS (TAKE ADVANTAGE OF OPPORTUNITIES) IN YOUR REGION TO
ENHANCE RECREATION AND CONSERVATION IN THE NEXT 5-10 YEARS?

2 WHAT DO YOU NEED (THAT YOU DO NOT HAVE) TO MAKE THESE THINGS HAPPEN??

C. These groups worked for about 90 minutes, listing and prioritizing strategies and discussing challenges to meeting them. This work is included as an attachment to this document. The four groups were color-coded and developed their list of priorities and challenges. Refer to attachment.

VI. Summary Discussion – Full Group
A. The full group reconvened to hear each of the four break-out groups summarize their top priorities and their top challenges to meeting these priorities in this region.
B. The full group then engaged in dialogue about the priorities and challenges facing the region. Following is a list of priorities identified in the large group discussion:

- public education – designed to obtain “buy-in”
- coordinated planning that crosses municipal borders
- legislation to support and encourage multi-municipal planning
- develop a usable format for mapping inventory
- strong State leadership (growing greener is right direction)
- sustained State Leadership
- recreation and park professional to help with grant process
- partnerships to overcome fragmented municipalities
  - good information
  - incentives
  - conservancies/private groups
  - common goals to strive for
- need more public support (see first bullet)
- advertise the benefits
  - marketing
  - measure benefits
  - time/resources to market (public doesn’t think wise expense)
  - officials reluctant to increase workload
• get information to legislators (attend meeting or send representative)

VII. Closing Remarks from Larry Williamson and Lori Kieffer Yeich who identified the next steps below:

NEXT STEPS
• Hold additional meetings/seminars based on findings
• Copy of report to everyone
• Consider comments when evaluating grant application
• Legislators
BLUE GROUP

Note: Items with asterisk were considered by the group to be more important

PRIORITIES

1**. Develop Comprehensive GIS (map system for regions)

2**. Need a futurist to look ahead before too late
(What to do now to ensure next 25 years)

3**. Connections/Access to River should be a priority (Susquehanna and branches)

4. Need to look at whole Community (Community Design)

5**. Vision – Objectives
   • What facilities should be
   • look to Penn DOT Plan
   • Statewide Rec and Conservation Plan with regional emphasis !!

6. Organizations need to work together within their system
   (i.e. State Parks and Forestry)
   • Need to look at how we communicate / greater interagency cooperation

7. What is DCNR’s role? What do we expect to do to implement vision?

8**. $ - How to allocate

9**. Need more Parks and Recreation Staff (Full time departments with dedicated staff)

10**. Need $ for maintenance / implementation (to keep projects going)

11. Coordinate between municipalities
   (cost sharing facilities)

12**. Update Plans
Make sure they are conservation
(Local plans/regional plans --- SCORP)


14. Private Property(Work with landowners for conservation)

15. No carrot for landowners  (need incentives)

16**. Liability (can State help ??)

17. Need leadership that is going to be visionary
(What’s the Plan? The Commonwealth needs a plan.)

18. Look at unintended consequences / impact

19. Statewide COMP. Plan (not just recreation and conservation)
(Should we have one !?)

20**. Re-engineer process -- more emphasis on local needs.

21. Educate the public of the benefits.

22. Involve more volunteers.

23. Technical assistance at local level.

24. What role does politics play?
(political dimension of how you do business.)
CHALLENGES

Note: The group clustered items into four groups or priorities. The numbers to the left of the categories refer to the listing of items on the priorities sheet.

#1 Training/Information
- Get people trained
- Connectivity initiative
- Better media data
- Ex. Fla. with layers of data
- More readily available

#’s 5/17/2/12
Planning
- Update Statewide Recreation Plan
- Visionary Plan
- System where you gather input and visionary for plan
- Local Comp plans that are consistent with statewide plan
- Expanded local recreation plan

#’s 8/9/10
Funding
- Key people/tech a local level
- Equipment
- Volunteers
- Fund maintenance
- Municipalities need help

# 16
 Liability
- Insurance
- Understanding education
- How you build it and maintain it.
GOLD GROUP

PRIORITIES

Note: The three most important priorities are marked with an asterisk

- Maintenance / preservation of existing facilities
  - C.C.C. WPA
  - State Forests/Parks
  - Municipal Recreation Facility

- Improve utilization and access and protection of H₂O Resource
  - Improve H₂O Quality
  - Public Appreciation
  - Public Camping
  - Sewage Dumpings (actual / perception)

- Regional planning to ID areas need protection / development new
  - Farm Lands
  - Sprawl
  - Coord Trail Activity Across Region
  - Sensitive System Threaten / Endangered
  - ID Where Facilities Lacking Use Schools to Program (combine resources)

- North Branch of Susquehanna River is a valuable resource. Needs are not met:
  - Fishing, canoe, crew, river parks, swimming
  - H₂O Type Needs not being used

- Public Access to W. and N. Branch Susquehanna. Much of the area privately owned and posted "No Trespass".

- Public Camping Along River for Multi-Day Boat Trips.

- Develop Appreciation for Value of River with Citizens.

- Improve H₂O Quality of River Aesthetics (AMD) Sewage (Actual or Perceived). Many people think rivers polluted with sewage and that is not accurate.
- All H$_2$O activities addressed not just motor boat. Possible designation of certain sections for specific uses. Some canoeists don’t like to be where motor boats are.

- Spring Creek Corridor Greenway -- develop for protection of bank development. Encourage private owner to not develop along river.

- Preserve Fishing Quality – along stream

- Link and coordinate Trails and Greenways organization or coalition to coord. efforts across Region use existing success to model and use. (SEDACOG FACILITATE)

- Getting the work done that planners develop. A lot of good plans not executed.

- Improve/Enhance existing facilities. IC Boat Launch. Add Picnic or Park.

- Increase public appreciation of opportunities in state forests then maintain trails.

- Need Maps of Forests. So People can find way off roads to enjoy.

- Existing projects need to be used, maintained (C.C.C.+W.Pa.)
  Need to preserve and enhance good facilities.
- Improve promotion of resources that may not be obvious (tourism connection)
  • Wyoming State Forest way to getting off trail. Not an obvious tourist money maker.

- Need to identify where recreation facilities lacking. Consolidate through schools to meet needs. Some communities can’t afford to do it. Consolidate along school district lines to combine funding.

- Need recreation facilities where people are making purchase based on perceived growth.

- Cooperation/Coordination with PennDOT to put in walkways so don’t divide communities.

- Contain sprawl to preserve fragile areas. Need to ID them. Farmland, zoning and planning issues considered in farm land protection.
CHALLENGES

- Cut through Bureaucratic red tape to build access, simplify permits, limit liability issues.

- $ 

- Community support involvement
  - Education Programs Schools
  - Data to show needs to citizens and elect officers.

- Mapping and public education of what is available in region.

- Manpower to do work of maintenance. Paid professional to oversee/implement.

- Inventory needed of what exists within local community to across region.

- Need government regulation or push to contain sprawl
  - Local/County/State/Regional

- Cooperation of municipal groups
  - Coalitions
  - Societies

- Regional Cooperation (break down barriers/tunnel vision)

- Work with private landowners to assure them their properties will be kept well maintained so they get to take down no trespassing to give access to rivers.

- Need organization or coalition to coordinate Trail/Greenway efforts across region.
  (SEDACOG)

GREEN GROUP

PRIORITIES

1. Develop alternatives to use of private automobiles, including public and non-motorized transportation.

2. Create incentives to make private land accessible or to maintain open space.
3. Develop effective legislation for municipal planning; to include regional planning.

- Cooperate between communities to share information.

- Make connections between existing opportunities

- Inventory fragmented and valued areas.

- Collect and distribute and update information about existing conservation and recreation opportunities.

- Develop cooperation within communities with private landowners to expand recreational opportunities.

- Reform land acquisition procedures within state agencies to streamline the process.

- Develop strategic plan for land purchases.

- Create tax incentives for private landowners to encourage open space.

- Encourage better recreational use of state owned land.

- Improve maintenance of existing facilities on state land.

- Improve economic viability of agricultural industry.

CHALLENGES
(Priorities #1, #2, #3)

1. Encourage PennDOT doing any road improvements to consider a variety of uses.

   - Educate and engage public in transportation planning process.

   - Encourage development within regional growth boundaries.

   - Encourage development of walking, biking, and water trails.

2. Create tax incentives for private landowners to encourage preservation of open space.
• Open space – experience it, appreciate it, preserve it!

• Provide partnership benefits to private landowners.

3. Educate, lobby, vote.

• Educate and promote economic benefits of parks and recreation (eco.tourism)

• Educate and promote benefits of proper planning.
RED GROUP

PRIORITIES

- DATA PROBLEM – What/where with regard to mapped recreation/conservation data – need a coordinated, comprehensive mapping system.

- More education (grant applications, older landowners re: estate planning, large landowners (hunting, fishing, etc.) re: preservation/conservation of land, general education directed at residents near public facilities re: land conservation opportunities and pathways.

- Designated resource sensitive areas and adopt special protection measures for them.

- More planning, more involvement early in the process by stakeholders to facilitate buy-in.

- Review and revise grant rules and regulations based on experience.

- Utilize more river resources (ID places to launch canoes, map that designates private/public access).

- More education (to townships, boroughs) on grants, inter-municipal cooperation, activities

- More education aimed at older landowners re: estate planning.

- Work to educate hunting/fishing clubs to preserve/conservation lands.

- Provide training on grant applications/simplify grant process.

- More promotion of existing opportunities (press release, TV PSAs, work closer with tourism folks.)

- Enhance/improve public existing facilities.

- More general education directed at residents where there are public lands/facilities.

- When land (open, cultural, historic, railroads) becomes available, don’t pass up opportunity to acquire and conserve/preserve.

- Make two keystone rounds/year to make it easier for property owners to buy-in.

- Provide more experiences that are educational (brochures, maps re: critters, geology, environmental issues and aspects, relationship to biosphere).
• Utilize FEMA floodplain buy-outs to expand greenways and provide connections between communities.

• Develop better awareness/utilization of land conservancies/trust.

• More DCNR field personnel need to be hired/more use of volunteers (prison inmates).

• More promotion of local crafts/craftsmen such as “Made in the Mountains”.

• Design/develop river walks and redesign community connections to the rivers.

• Incentives to overcome municipal provincialism re: recreation/other functions.

• Develop organizational capability to plan and develop recreation facilities and deliver recreation programs.
CHALLENGES

Note: The three items below were considered to be the most important priorities for the group

1. Better communication and education who has what such as Topo/Geo mapping capability, what grants are available, DCNR Resource Newsletter is good, electronic dissemination of information.

2. Develop sustained funding for implementation of projects and ongoing programs.

3. Legislative authority/funding to develop a natural heritage inventory for every county and to enable resource protection measures (growth boundaries and resource sensitive areas).
1. PURPOSE

The purpose of the meeting was threefold:
- To identify existing recreation and conservation efforts
- To determine recreation and conservation needs and challenges
- To develop and prioritize recommendations to address recreation and conservation needs and challenges

2. WELCOME AND INTRODUCTIONS

Deputy Secretary Richard Sprenkle welcomed over 70 participants and DCNR staff members to the meeting, and provided introductory remarks to kick off the day.

Kathy Frankel and Tracy Robinson seconded the welcome and asked the participants to put forth their best efforts today and provide DCNR with positive ideas and input.

Larry Williamson, Director of the Bureau of Recreation and Conservation spoke about the direction the Bureau is moving in and also reiterated the purpose of today’s meeting. Larry told the group about changes that are taking place within the Bureau: reorganization of staff and the process improvement geared towards shortening the time of the grant process.

As a means of meeting the first objective, participants were asked to take time throughout the day and fill in a matrix being used to gather information regarding the activities of each organization participating in the meeting. The matrix will be sent to all participants with the summary of the meeting.
3. COUNTY OVERVIEWS

Larry Ridenour, from the Steel Heritage Association, was the moderator for this portion of the session. Representatives from each of the nine counties and the City of Pittsburgh were asked to present a five minute overview of accomplishments and to begin the session discussion regarding the needs and issues of the region by presenting their top three needs and issues. While certainly not a complete list, the following accomplishments highlight the activity of the region.

**ACCOMPLISHMENTS**

**ALLEGHENY COUNTY**
- nature and wildlife preserves
- distribute $250,000 to trail groups

**ARMSTRONG COUNTY**
- established several watershed ‘active’ organizations
- purchased green space easements

**BEAVER COUNTY**
- operate 3000 acres of park grounds
- adopted comprehensive plan
- received growing greener funding; DEP-grants, DCNR funding for comprehensive plan

**BUTLER COUNTY**
- adopted parks and recreation plan
- developing a comprehensive plan
- established a grant program
- combined programs to get additional grant money
- created a new park from an under-used pool to generate profits
- preserving 17 farms within county

**FAYETTE COUNTY**
- “regional playground”-federal and state parks and 3 county parks
- completed comprehensive land use plan (adoption pending)
- completed natural/heritage areas inventories study
- designation as ‘enterprise community’

**GREENE COUNTY**
- completed rivers conservation plan
- installing bike trail along the river

**INDIANA COUNTY**
- developed crooked creek watershed plan
- community (multi) planning efforts
- implementing farmland preservation
- doubled parks acreage to 2500 acres
- established inter-county trails
- established a ‘bikeway’ partnership with PennDOT

**WASHINGTON COUNTY**
- established a watershed alliance
- encouraging multi community zoning
- new comprehensive parks and recreation plans-2 master plans
- acquired 18 miles of ‘rails to trails’
- partnership with Montour trail

**WESTMORELAND**
- developed parks and recreation and open space plan
- created citizens advisory council
- Loyalhanna creek coalition clean-up; received various grants to fund project
- public sewer system extension

**CITY OF PITTSBURGH**
- 4 regional parks=1200 acres; 154 small parks
- re-instituted dedicated parks maintenance crews
- forming public/private partnerships
conducting needs studies
fields development
trails development

green ways efforts
private/ non profit partnership

4. FULL GROUP: REGIONAL NEEDS AND ISSUES

The following is the list of needs and issues recorded during the county overviews and supplemented by comments generated during the subsequent full group session.

NEEDS/ISSUES-FULL GROUP

acid mine drainage problem
acquire additional park property-per county comprehensive planning in both growth and non growth areas
acquiring funds for renovations
address needs of older Pennsylvanians
assistance to promote conservation in local regulations and ordinances
assistance with equipment purchasing
balance historical-ecological-recreational uses of open space
balance of historical, ecological, and recreational aspects of parks
basis for establishing priorities and have state help with measurements
change perception of region
clean up dumps
commonly accepted measures of outcomes/indicators
conflicting use of parks-ecological impact/historical preservation
continue enhancing and upgrading existing lands and facilities
continuing education about the importance of planning
coordination
creation of land trust coordinators
DCNR/DCED joint educational programs
educate public on value of open space and maintaining large stands of trees
education of local officials on value of recreation and conservation
efficiency training for non-profits
efficient management and maintenance of public works
encourage joint ventures
encouraging regional as well as public/private partnerships
expand especially into urban areas
expand programming
facilitate cooperation through state agencies
farmland preservation program
fund projects that create connections among existing sites (ex. connecting two existing trails)
get more money faster
help in figuring out how to maintain parks into future
help in partnering with numerous municipalities, and especially between states (such as West Virginia)
help in processing contracts
improvement and coordination of GIS (compatibility issues)
increase assistance (technical and financial) to non-profits
integration of comprehensive plans for common view
maintain infrastructure along with green spaces
maintenance and staffing (especially in widely spaced sites)
money
money for caring for existing projects
more dialogue and coordination between state agencies
more effort and resources for AMD  
- multi-municipal cooperation  
- not every park needs to meet every need  
- organized sports needs  
- preserving natural heritage  
- proactive approach to growth  
- problems resulting from rapid growth  
- protect open space and water quality in city  
- provide additional open space and recreation opportunities  
- rail/trail development without court issues  
- rebuild existing infrastructure  
- recreational sites need linked  
- regional vision and plan: need one  
- resource identification and information not centralized  
- resources to ensure that progress can be monitored  
- river access-boating, trails, other recreation uses  
- speedy reimbursement  
- streamline contracting process  
- supply recreational needs to different groups  
- system of reimbursement changes  
- unifying organizations under an umbrella organization and having the operations funds to do so  
- upgrade and rethink numerous small pools  
- work toward goal: need a broader picture

Participants were asked to review the list of needs and issues posted in the front of the room, and note those they thought were the most important within the region. This information would be used in the break out sessions.

5. BREAK OUT GROUPS

Break out groups were predetermined to ensure a good mix of participants from different areas of the region and different areas of expertise (i.e. conservation, preservation, recreation).

Facilitators worked with each group and asked participants to voice the needs and issues they thought were most important in the region. The following is the list of needs and issues that were recorded from all groups during the break out session.

NEEDS/ISSUES-BREAKOUT GROUPS

- accommodate all types of recreation in appropriate locations  
- accommodating fluctuating numbers of visitors with infrastructure-water and sewer, now and in the future  
- acid mine drainage  
- ATV issues  
- balance ecological, historical and recreation with industry  
- balance environmental/economic  
- brownfield development  
- centralized information with specialty sports  
- coal piles considered brownfields  
- common training for organizations that use state funds  
- Commonwealth help to create educational materials about value of conservation and planning tools  
- communication between watersheds  
- compatibility of GIS system  
- compensate local municipalities for loss of land  
- comprehensive inventory of ongoing projects (included with outgoing application)
• comprehensive planning
• conduct local/county meetings of officials
• Connect urban areas (Pittsburgh) with all amenities (points east) via greenway and trails.
• need education
• continued leadership
• cooperation, perception and promotion
• coordination between like issues
• Corps of Engineers-has programs and technical assistance available-need to make public aware of this help
• creating connections between existing facilities
• DCNR conduct meetings of groups with similar problems/projects/interests to encourage cooperation
• DCNR on state conservation commission
• demonstrate economic value and quality of life
• develop common goal/vision
• discharge of septic waste on trails
• educate about various funding project sources
• educate municipal officials of importance of green space
• educate on balance of recreation and conservation and open space
• emphasize economic gains of environmental projects
• encourage joint ventures: school districts-municipalities
• enhancing viability/visibility of bikes for transportation
• environmental education
• expand stakeholders to advisory council
• expand training and education on how to administer a non-profit organization
• feedback process of results
• free access to water areas
• fund SPC to function as coordinator for all regional projects
• geological awareness
• heritage park development
• how do you protect and conserve while serving competing needs and uses-regional picture-each park does not have to meet every use
• how to connect similar facilities across county/state lines
• how to deal with conflicting needs of recreation users
• how to serve needs of people with limited economic means
• identify and maximize recreation resources
• identify foundation support
• identify land use with eye toward conservation of natural resources
• local ballpark/skate board
• maintaining infrastructure
• maintenance money
• maintenance staffing
• managing needs of conflicting issues
• more funding for capital project planning-mirror DEP 537 program
• more joint educational opportunities
• multi use of trails/ball parks
• needs of aging population
• operations funding for umbrella organization (regional) (watersheds)
• partnerships should be factored into funding decisions
• PennDOT needs seat at table to help broker-need intergovernmental and private sector cooperation; integrate programs and long-range plans
• planning updates
• priority of money
• project priority guidelines
• provide access to rivers
• provide for smaller land acquisitions (non-competitive with large ones)
• provide incentives for and promote municipal planning-educate, what tools can we add?
• regional input into state comprehensive plan via SPC or similar agency
• regionalism/promote image
• remediation of eyesores
• sewage system planning by watershed
• shared list of what other agencies are doing or interested in doing
• Southwester Pa. Commission
• state create visual aids for local use
• state identify projects (watersheds) and work with local groups to complete
• state should co-own some trails and structures (e.g. bridges, tunnels) under or above state roads –liability/maintenance issue
• take emphasis out of active recreation-DCNR has bias. Equal emphasis on history, ecology and recreation
• technical assistance to work better with existing money
• tie in tourism with historic sites
• tour buses
• update laws to promote more efficient and effective land use
• volunteer recruitment
• water access
• weighing having planning in funding decisions

The groups used a dot voting technique to prioritize their needs and issues. Focusing on the three needs that received the most votes, the group discussed recommendations to meet those needs. The question posed to each group:

WHAT CAN OUR REGION DO TO MEET THE NEEDS (TAKE ADVANTAGE OF OPPORTUNITIES) IN OUR REGION AND ENHANCE RECREATION AND CONSERVATION IN THE NEXT 5-10 YEARS?

A volunteer in each group was asked to present their group’s top three needs and two key recommendations for each of those needs to the full group.

6. FULL GROUP: REPORT BACK

The following is the list of prioritized needs (designated by numbers) and recommendations presented during the full group session. The full list of group recommendations for each need are recorded here, however, bolded statements designate key recommendations of the group.

Blue Group:

1.) More field people to work with locals
   coordination with other state agencies: fish, game, DEP, Penndot
   change Act 217 to allow DCNR to participate on the State Conservation Commission
   work on communication problems
   education
   less duplication of efforts

2.) Education
   program that involves local government on benefits of recreation and conservation
   Council of Governments monthly meeting (making presentations)
   how does it effect “them” (general public)
getting teachers involved and educated to teach students
master plan for education (county parks)
eliminate duplications
get organizations together
eliminate political boundaries

3.) Maintenance (equipment and upkeep)
- money for maintenance (a % of the budget in the grant program)
- money to maintain trails and parks
- borrowing program
- improved maintenance practices (education and training)

4.) Centralized Resources/up dates
- internet site with updated information (links and bulletin board)
- group meetings
- initiative to get it started
- quality information and access
- community effort to work out details
- user friendly as possible
- 1-800 number for DCNR, 0 for secretary
Gold Group:

1.) Coordination and Cooperation
   Clearing House (regionally)
   - technical information
   - literature database
   - inventory of plants/animals
   - contact list
   - regional GIS
   - list of groups
   - list of invasive species

   Use SPC as a coordinating agency

   Develop a regional plan
   - coordinate each county plan; recreational use; land use planning
   - Recreation Specialist position
     - acts as a local resource clearinghouse
     - each county has one-then they (Rec. Spec.) can act as a regional board or committee
     - participates in SPC

2.) Open space and critical habitats
   - provide incentives for acquisition of areas
   - be creative in acquisition
     - tax delinquent
     - gifts
     - endowments
     - provide incentives
       - transference of development rights
   - rating scale for open space-common indicators
   - provide protection of existing open space by being creative in acquisition
   - corporate donations/tax breaks
   - provide incentives to individuals willing to maintain farmland, wetlands, woodlands, etc...open space
   - must have a well integrated GIS program

3.) Education
   - programs for education of local officials on...
     - planning
     - recreation
     - maintenance
     - land use
     - how to run a public meeting
     - contact American Planning Association
     - develop regional information packages
     - booklets
     - internet web pages
     - lists of cost of goods and services
   - training and planning (pre-planning) for projects
   - develop programs for media and public
   - develop white papers
   - develop tax payer awareness on finance and investment benefits
   - assess existing programs in school and communities
Red Group

1.) Regional broker to coordinate funding, etc.-aggregate and coordinate resources
   ID the resources (financial, technical, human) and the players:
   - COG
   - SPC (SWPA Commission)
   - County Commissioners
   - agencies
   - Private
   - non profits

   Manage mostly through an alliance-look for duplication and gaps (don’t create new ones)
   - Empower to make decisions and recommendations (could be a board)
   - Broad based to use many different funding sources-create a package for big impact
   - Make it a center for public education, training, outreach, educating people on how to work together better
   - Advocacy center-promote region

   could be under SPC, but not as it is now, would have to redefine themselves

2.) Partnership development and technical support-know who is doing what; promote working together
   make working together a condition for funding incentive
   type of technical assistance
   - website to access resources and information with interactive area (could use www.greenpittsburgh.net)
   - peer to peer program-also through website-area for new methods. beta site for other groups.
     ex. psats.org-active township org. site
   - Q&A site-discussion area
   - share models of public/private partnerships-examples

3.) allow inter-municipal groups to be eligible partners for grant applications-create model for inter-municipal cooperation and internal education (natural progression from #1)
   education-ties in with regional approach. communicate with groups their training needs, offer
   - appropriate training, grant agencies supplying training
   - advertise educational needs/opportunities-web, Twp. news, local newsletters,
   - PA bulletin
   - peer to peer process

   make it easier for groups of organizations and agencies to apply for funds. (insurance, liability-
   - structure for daily administration of grant)

   model after DCED approach (will allow several municipalities to apply for grants with not single lead organization)
   to award grant-require grantee to do internal/public education and outreach
SILVER GROUP

1.) Educate municipal officials on importance of green space
demonstrate economic and quality of life value
conduct local/county meetings of officials using visual aids provided by the state
mandatory training for public officials

2.) Need to preserve farmland
don’t limit preservation programs to ‘active farms’
write model ordinances for farmland preservation as a result of comprehensive planning and zoning

3.) State agencies should facilitate cooperation between municipalities and between non-profits and municipalities
create and maintain a comprehensive inventory of ongoing projects/interests (by funding to SCP)
encourage cooperation by facilitating meetings among municipalities and non profits and factor cooperation into funding decisions

GREEN GROUP

1.) Increased coordination among agencies (state, county, local)
publish precise brochure with matrix of all funding sources, available programs and eligibility requirements
monthly/periodic meeting of gov’t agencies and have people/non-profits tell of pending projects/ideas for projects-identify possible conflicts as to future use coordinator plan
one application to state
identify roles played by each agency by using available standards
high priority projects-as generated by comprehensive plan
streamlined financing, permitting
increase cooperation/coordination with non-profit and government-direct grants (similar to volunteer fire depts.)

2.) Educate on balance of recreation, conservation and open space (environmental education)
create speakers bureau
educators
agency officials
county planners
develop Jr. Achievement type curriculum with volunteers (all kinds) (1 day/week for 6 or 12 weeks); professionals who work in field or environmentally conscious lay people (K-12) include in high school curriculum
DCED to provide info. about importance of open space to local planners and parks and recreation
provide source of info. for educators-summer programs
use existing DCNR website to have comprehensive information about this issue that would serve as clearinghouse

3. Development of a comprehensive plan...which includes: a common vision and
   identification of land use with eye towards conservation of natural resources
   identify cultural, historical, environmental, recreation (county by county)
   recognize economic issues, consider alternatives in terms of economic impact
   include elected officials in projects
   prioritize projects
   use of GIS
     community input
     advisory committee
     have all agencies agree on what’s important
     adequate funding for planning -by agency providing funding –requiring planning at local level
     recognize
       urban/rural distinction
       developed/undeveloped areas
     have advisory committee be selected from community and in-tune with local issues
     include entire region
     development hierarchically

7. SUSTAINABLE COMMUNITIES:
   Court Gould from Sustainable Pittsburgh addressed the group shortly before the conclusion of the meeting.

8. CLOSING AND NEXT STEPS:
   Larry W. thanked the group for its input, and assured them that the Bureau would be reviewing the needs and recommendations for the feasibility of pursuing them. Follow up meetings were to be planned as a next step, and he asked the participants to make a note on their evaluations of those issues and recommendations they would like to assist in completing.
1. PURPOSE

The purpose of the meeting was twofold:
♦ To determine recreation and conservation needs and challenges
♦ To develop and prioritize recommendations to address recreation and conservation needs and challenges

The meeting covered Berks, Carbon, Lehigh, Luzerne, Northampton, and Schuylkill counties.

2. WELCOME AND INTRODUCTIONS

Michele Breslin and Dennis Demara, Regional Advisors, kicked off the meeting by welcoming over 70 participants and DCNR staff to the meeting. Both emphasized that DCNR was here to listen and to gather input and information about the needs, issues and challenges facing this region and help the region develop implementation strategies to meet those needs.

Larry Williamson, Director of the Bureau of Recreation and Conservation spoke about the direction the Bureau is moving in and mentioned the internal evaluation recently completed by the Bureau, which resulted in a complete re-organization. The Bureau’s focus is on continuing to become more customer friendly and on providing outreach and technical assistance. Larry mentioned that there have been a lot more partnerships developed, some efficiencies made to the grants process through the use of value added management, and that the role of the regional staff is changing to focus more on pre-project negotiations and on field activities that will focus more on outreach and technical assistance like this stakeholder meeting. Larry said the meeting input would also be utilized in the future preparation of the Statewide Comprehensive Outdoor Recreation Plan (SCORP). Larry then introduced Dick Sprenkle, Deputy Secretary for Engineering and Conservation Services.
Dick interjected remarks regarding the challenges facing recreation, conservation, planning, and other activities in today’s technologically-driven era. Among those were quality of life issues, land use issues, greenways and the greater need for economic justifications. Focus was taken from money-‘that’s not the only solution’-and instead was shifted to look at better ways to work more regionally and develop new partnerships.

3. REGIONAL PRESENTATIONS

Dennis Demara explained that representatives who are currently involved in regional partnerships were asked to make short presentations about the needs, issues, and challenges they see as impacting upon this region. They also focused on the importance of a regional approach to meeting those needs, and gave a short list of what they felt were some solutions to those needs. The presenters included: Dixie Swenson, Executive Director, Schuylkill River National Heritage Corridor; Allen Sachse, Executive Director, Delaware & Lehigh National Heritage Corridor; Tom Kerr, Executive Director, Wildlands Conservancy; Joe Hoffman, Director of Natural Resources and Conservation, Berks County Conservancy; and, Gene Eubert, Recreation Director, Blue Mountain Recreation Commission.

NEEDS

- How do we institutionalize work that needs to be done to prevent things being cut?
- How do we help local govt meet their needs?
- How do we reach out to new members of the community?
- Find multiple funding sources
- Maintaining present programs to build on the future
- Linking quality of life with economic development
- How do local groups obtain information on what help exists?
- Coordination of land/water trails
- One stop for assistance
- Gain support from multiple levels
- Merging interests
- Land use/urban sprawl-individual land rights-options for landowners
- Sustainability-importance of project to lower risk of support money being cut
- Coordinate with and among local governments
- How to deal with changing times
- Gain support of public, individuals, governments-integrate resources into projects-partnerships
• Flexibility in programs (funding)-ways to stretch dollars
• Meeting the needs of communities
• Finding volunteers
• Forming partnerships

RECOMMENDATIONS

• Motorized vehicle use-resolution at highest levels
• DCNR become involved in on-going programs
• Provide one location to answer questions
• Institutionalize what we are now doing
• Have more public process
• Help local governments-work with them-help them work together and separately, as needed
• Address sustainability
• Look at whole economic resource to address natural and historic resources (e.g. Heritage Corridor)
• Key-flexibility in programs to allow more local input
• Work on making connections happen-leverage monies
• Look beyond political boundaries
• Partnerships
• Local communities can participate in Peer-to-Peer Program
• Involve corporate community in ways that transcend money-incorporate what corporations say
• Develop more than easements to protect private lands
• Find ways to sustain new organizations
• Work with cities to protect natural properties they no longer need-incorporate social issues
• Look at opportunities to incorporate ATV’s into recreational planning-don’t look at this as a problem

Participants were asked to review the list of needs and issues posted in the front of the room, and note those they thought were the most important within the region to help with discussions in the break-out groups.
4. BREAK OUT GROUPS

Break-out groups were predetermined to ensure a good mix of participants from different areas of the region and different areas of expertise (i.e. conservation, preservation, recreation, etc.).

Facilitators worked with each group and asked participants to brainstorm a list of needs and issues they thought were most important in the region. The following is the list of needs and issues that were recorded from all groups during the break out session.

**NEEDS/ISSUES-BREAKOUT GROUPS**

- Accessibility of recreational areas to community
- Acquisition (ASAP) of obvious trail links
- Alternate transportation/corridors
- Assistance in urban area recreational initiatives
- Assistance with funding
- ATV’s alternate areas other than state land
- Awareness education needed (get away from TV’s—more local involvement)
- Balance recreation with preservation of environment—need overall information of where recreational areas should be
- Balancing industry vs. recreational and conservation
- Balancing recreation vs. conservation tension
- Better technical assistance to municipalities—peer to peer counseling (start-up organizations)
- Bond floating by municipalities/counties to support recreation
- Burdensome-streamlining for grants (paperwork requirements)
- Change attitude that rivers are not for waste, start with younger generation
- Character of community needs to be maintained
- Clear concise information during planning stage for grant applications
- Come up with a method of determining what urban residents want for recreation
- Common recreation space nearby pockets and strips
- Communities to promote assets they have
- Complete NAI (Natural Area Inventories)
- Comprehensive inventory of parks, recreation, and O.S.
- Coordinating efforts w/Game Comm.
- Coordination of efforts/community involvement with land trusts
- Corporate sponsorships
- Cost of “getting started”
- Creative funding
- Dealing with maintenance needs—ongoing. Cost, dredging, permits, etc.
- Develop checklist for public uses of open space, public lands, etc.
- Develop urban and rural areas with quality of the project as a priority
- Directory of groups/agencies, etc.
- Dispense with municipal parochialism to foster municipal regionalization, develop COGs
- Downtown core areas facing pressures—need to attract people for recreation (movies, parks, history…)—to support shopping district
- Duplication of efforts by different groups within state agencies
- Educate local officials—conservation recreation benefits
- Educate private sector consultants on new technologies
- Education of children
• Educational programs-formal and non-formal (curricula)
• Engaging municipalities
• Facilities upgrading
• Field presence by Municipal Park & Recreation Depts-staffing
• Financial stability vs. economic sustainability
• Focus on protecting multi-use public and private forests-strategy for private forest owners not to develop (Pocono Plateau)
• Focus should be more on quality of life
• Good municipal and county parks plans, land use, and open space
• How break down to help people understand complex issues-zoning and planning need coordination-master plan
• How the money is used? Growing Greener is limited. How do we sustain what funding starts
• How to make non-profits more recognizable
• How to measure success
• ID and inventory valuable land parcels
• Improved public participation/comm.
• Incentives for businesses to be environmentally aware/cooperative (and property owners)
• Incentives for quality projects
• Increase user fees
• Increased incentives for volunteers
• Institutionalize an environmental mindset in kids early-such as Bethlehem’s community service program-in grade schools
• Inventory what’s there and service areas, types
• Involve corporations in solving environmental problems-beyond $-meet their needs and community needs
• Involve private/commercial recreational facilities/activities in planning
• Lack of current information on what has worked other places
• Land uses and economic viability of region-need a balance among development, industry, and environment. Need good income-reside in area, while protecting quality of life
• Lease/bank coal lands for ATV trails-would help tourism. Include safety programs, insurance. More local trails into Phila.
• Lehigh Canal-Seven Municipalities work together (Intergovernmental agreement) well (entity unto itself)-need linkages to finish 160 mi., i.e., rail line across river
• Local government needs to provide recreation for residents
• Long-term operation and maintenance
• Look at things in a watershed perspective
• Look to connect different recreation areas
• Make a case why parks and recreation are important
• Marketing-need to sell land ethics message to everyone. Beware of preaching to the choir. DCNR-help to set up partnerships for this purpose. Economic value=ethics
• More consideration for demographics in planning
• More thought in interaction with organizations
• More thought to alternatives for private property owners-they are counting on that land for compensation
• Multi-community cooperation
• Multi-group cooperation: land trust, diverse interests, multi-community, and parochial coop issues
• Municipal linkage
• Need a “good citizens” curriculum for children-relating to environment or “responsibility”
• Need a listing of all recreational opportunities
• Need cooperation among diverse interest groups (i.e., horseback riders vs. ATV’s, hikers, etc.)
• Need for proactive public education/marketing
• Need PA case studies with research to help public education
• Need plan for government officials-whenever administration changes-should have continuity/education of new officials
• Need to address at high level (Governor’s Office or DCNR) motorized vehicles (ATV’s, etc.) water and land recreational vehicles
• Need to develop educational plan
• Need to develop technical assistance resources
• Need to have better connection between state agencies and county and local government
• Need to rehab/upgrade neighborhood recreational facilities. Also, biking/hiking trails, and historic structures
• Need to work together-parochial attitudes need addressing
• Networking of partners
• Out migration-urbanized areas
• PA is not spending enough money to preserve open (new parks and recreation urban areas) space
• Plan what all residents of PA want. Possibly visitors from other states
• Planning issues: NAI, multi-use areas, and master plan
• Preservation of land-right land in right place
• Promote stewardship
• Provide private developers with alternatives/incentives
• Public education on funding
• Public funding issues-i.e., if Luzerne/Lackawanna Counties wanted to pass a bond issue-need education on public funding (county and local public funding)
• Public passive vs. active recreation
• Public relations-communications
• Put it all in one authority-multiplicity of municipalities and trails and land protection—all want a piece of the pie-county asked for alliance-county develop open space author. for planning and funding
• Reclamation of abandoned mines for recreation
• Recognition of O&M up front
• Recognize public need to get involved in political process
• Recreational users must be partners with providers-org. and locations
• Reurbanism-focus on urban areas-recreating quality of life in urban areas
• Role for DCNR in all of this
• Small community encouragement and assistance
• Society which throws away things need to change disposable philosophy
• Some funding for O&M
• Staffing at county to assist municipalities with grants
• Statewide GIS system/clearing house
• Statewide marketing campaign with regional/local tools
• Statewide marketing plan to promote values of public recreation conservation
• Supplemental transportation funds to get projects done (not enough enhancement $ T-21)
• Sustainable economic development-and protecting water supply
• The planning (and prioritization of resources?) process include more than environmentalist, i.e., economic develop. Heritage, local government do more planning! Overall inclusion plan.
The groups used a dot voting technique to prioritize their needs and issues. Focusing on the three (or four) needs that received the most votes, the group discussed recommendations to meet those needs. The question posed to each group:

WHAT CAN OUR REGION DO TO MEET THE NEEDS (TAKE ADVANTAGE OF OPPORTUNITIES) IN OUR REGION AND ENHANCE RECREATION AND CONSERVATION IN THE NEXT 5-10 YEARS?

5. FULL GROUP: REPORT BACK

The following is the list of prioritized needs and recommendations/strategies presented during the full group session.

BLUE GROUP:

1.) Educate local officials and private sector consultants
   - Marketing campaign
   - Local workshops
   - Presentations at professional conventions, etc.
   - Council of governments
   - Pamphlets, newsletters
   - Professionals conference (targeted to professional audiences)
   - Combined agency training events targeting specific audience. Depth
   - Training modules: tapes, CD ROM, web courses
   - Links to other sites that have useful information

2.) Focus on Long Term Operation and Maintenance
   - Dedicated funding source
   - Volunteer labor and commitment
   - User fees
   - Donation
   - Transportation money for alternate modes/use of trails
   - Commitment to pre-construction and pre-development
   - Sponsorships
   - Municipal tax-funding
   - Management of effort (O&M) specified agency or group
   - Developing maintenance plan
• Training programs
• Support for small municipalities

3.) Preservation of Land (right land in right location)
  • Develop park plan
  • Capital improvement program
  • Public support
  • Develop survey to test needs of the community
  • Incentives for landowners to allow public access, preservation
  • Comprehensive land use planning
  • Incentives for local municipalities to comply with regional land use plans

4.) Create a Comprehensive Inventory of Parks, Recreation and Open Space
  • Central clearing house to integrate locally developed data layers
  • Educational activities
  • Money
  • Management
  • User friendly
  • Useful for all government agencies and groups in region (all users to individuals)
  • Delivered in printed format

GREEN GROUP

1.) Planning-Do we have a program and how do things fit together?
  • DCNR take a leadership role in coordinating projects that are designed to improve the region’s natural and cultural resources
  • DCNR act as a clearinghouse for projects, filter information down to local levels about projects in the area
  • Have proposed growing greener applications go to a local agency (county/regional) for coordination/ranking prior to submission to DCNR (use existing agencies for coordination)
  • Get coordination soon for growing greener money

2.) Come up with a method of determining what recreational users want in PA
  • Surveys
  • Visit focus groups
  • Hold public meetings in neighborhoods
  • Talk to church groups/social organizations
  • Incorporate other group’s studies (rail trails, conservancy, etc.)
  • Contact ‘futurist’ thinkers
  • Visioning
  • Distribute in a useable format
3.) Need Better Connection and Coordination and Communication Between State Agencies/Counties/Local Governments
   - Show need to communicate and get commitments
   - Use government center for local government services (for local government)
   - Local listings for governments available (database available to all) electronic?
   - Annual/bi-annual conferences
   - Have a presence at agency events (local twp., Etc.)
   - Cross training within agencies (not just web pages)
   - State due internal review for redundancy and correct(ess)

RED GROUP:

1.) Deal with Planning Issues
   - Update comprehensive plans in counties and cooperate with different counties
   - Information gathering: compendium of where to find information such as Mapping wetlands watersheds demographics forests and much more

2.) Encourage and Enhance Multi-Group Cooperation (land trust, diverse interests, multi-community, parochial issues)
   - Definite funding advantages for multi-groups, multi-agencies (not just governments)
   - Use dcnr as a mediator/facilitator between diverse organizations (i.e. Horseback riders/hikers)
   - Show examples of successful cooperation projects (use internet electronic library clearinghouse)
   - Include private sector in more of the projects

3.) Create and Provide Training on a Variety of Topics (funding, technical assistance, zoning-land use, peer to peer, where to go for help)
   - Statewide, multi-organizational
   - A clearinghouse of information on where to go for help
   - State agencies need to know more about each other’s programs
   - Training sessions on specific programs dcnr as facilitator or contract with other sources to do training
   - Technical feedback on grant applications that are turned down

4.) Educate
   - Identify community needs-PEC or local groups
   - Boat and Bike program (for example) outdoor recreation in general (through ninth grade)
   - Support curriculum of environmental education, state department of education and DCNR
   - Go to local school district and suggest programs
   - Involve community leaders and adults in outdoor education issues
• Assist school districts in sharing successful programs

WHITE GROUP:

1.) Foster Municipal Cooperation
   • Alliances-governments and DGO’s and for profits
   • ‘carrot and stick’ approach from state (financial incentives, points)
   • Businesses help advertise cogs
   • Partnerships for funding-get more points
   • Authorities
   • Intergovernmental agreements
   • Cost sharing
   • TIFS-Tax Incremental Financing (need to define developmental area-sell it, like bond issues)

2.) Market to ‘sell’ land ethics
   • Designated spokespersons “Joe Montana”
   • Regionalized campaign; DCNR led
   • “Kid Cops” patterned after recycling
   • PR blitz-multi media for all ages
   • Include economics
   • Action steps-follow up, give them power
   • Businesses could help develop ‘association marketing’ sponsorships

3.) Need to rehabilitate/upgrade facilities and structures
   • Business sponsorship
   • Develop creative, dedicated financing/fund-raising “leave a legacy”
   • Enhance main street programs
   • Tourist people/agencies help-hotel/motel tax
   • Include in marketing-it’s worth paying for
   • Regionalization of tax base-cogs
   • User fees (?) from organizations using a rate structure

4.) Educate
   • Reach kids early
   • Formal/informal
   • Develop monthly nature clubs (local/county)
   • Academic standards passage and implementation
   • Teach the teachers (update and get them to experience the environment)
   • Institute community service programs in early grade school
   • Develop local regional curricula
   • Partnership with entities that work with kids-scouts, YMCA (develop ‘patches’ for region)
• Develop web sites and games—make widely available and fun! Partner with technology companies ("ask Jeeves") include calendar of environmental activities and make other sites aware

YELOW GROUP:

1.) Need to Develop a GIS System/Clearinghouse

• Need overarching plan-commonality
• Need framework to receive and hold data
• Resources: universities, planning agencies, state agencies, assessment offices
• Accessible by public and organizations
• Need incentives for all to join network
• Underlying funding required

2.) Need to Identify and Inventory Valuable Land/Water Parcels

• GIS good tool to use
• Data Collection
  – natural areas inventory
  – AG security areas
  – zoning information
  – comprehensive plans
  – digitized soil data
• Urgency is critical
• User agency/group collect information
• Effort fragmented (locally driven)
• Need to develop incentives to include all stakeholders
• ‘valuable’: large parcels, PNDI “hit” areas, buffer areas, reclamation areas, wetlands

3.) Acquire Obvious Trail Links As Soon As Possible

• Place on ‘official maps’ county or municipal planning maps
• Network with local governments and local officials
• Work together with partner facilities being “connected”
• Use easements instead of owning
• Have money lined up before proposing to acquire
• Develop educational/marketing plan (including case studies)
• Make need for link clear and well defined
• Internship program with state universities, as a cheap resource
• Coordinate with local land trust

6. CLOSING AND NEXT STEPS:

Dennis and Michele thanked the group for its input, and assured them that the Bureau would be reviewing the input received, especially the prioritized list of
needs and recommendations/strategies presented during the afternoon full group session, for ways to begin pursuing them. Follow up meetings will be planned as a next step, and all were asked to make a note on their evaluations of those issues and recommendations they would like to be involved in helping to address.

SPECIAL NOTE: Feel free to make copies of this report to distribute to others in and out of your organization. If you would like to be involved in addressing any of these matters and did not indicate so on the meeting evaluation form, or if know of anyone else who may be interested, please contact Denise or Michele at 570-963-4157.
1. PURPOSE

The purpose of the meeting was threefold:

- To determine recreation and conservation needs and challenges
- To develop and prioritize recommendations to address recreation and conservation needs and challenges
- To obtain input for the statewide comprehensive recreation plan

The meeting covered Clarion, Crawford, Erie, Forest, Jefferson, Lawrence, Mercer, Venango, and Warren counties.

2. WELCOME AND INTRODUCTIONS

Mark Kulich, Regional Advisor, kicked off the meeting by welcoming 60 participants and DCNR staff to the meeting. He emphasized that DCNR was here to listen and gather input and information about the needs, issues, and challenges facing this region and to help the region develop implementation strategies to meet those needs.

3. REGIONAL PRESENTATIONS

Mark Kulich introduced three regional representatives who gave different perspectives on how we could think more regionally and some common issues that need our attention. The presenters included Brian Hill, French Creek Project, Marilyn Black, Manager of the Oil Heritage Region, Inc., and Dave Skellie, Director of the Erie County Planning Dept.

4. FACILITATION PROCESS

Tim Keptner, Chief of Regional Offices Division for the Bureau talked about the structure of the meeting for the remainder of the day. According to the color dots on the nametags participants would divide into three break-out groups. In the morning trained facilitators would work with each group to identify the needs of the region and eventually come up with the top three priority needs. The group as a whole would further prioritize the nine needs to three needs in a general session before lunch. After lunch the large group would divide into three break-out groups by interest and further define the three needs, develop vision statements about the needs and strategies to meet the needs. It was also hoped the break-out groups might develop into future working teams for implementation of the strategies with a leader or chair of the group.
5. PRIORITIZED NEEDS

There was a list of nine prioritized needs identified by the three break-out groups in the morning session. However, there were three duplications, bringing the list down to six prioritized needs. It was the intention of each group to further examine the top three prioritized needs in the afternoon break-out sessions. Participants wanted to consider all six needs, as a result each group was given two prioritized needs examine if time permitted.

The needs are listed in order of priority as follows:

**Priority 1:**
*Maintenance and Operation of New and Old Facilities: Funding, Volunteering, Recycling, Picking Up Litter, and Landscaping*

Definition: long-term operation and maintenance to achieve quality sustainability of the environmental, recreational, and conservation assets.

Vision
- Long-term maintenance plan and commitment (list funds, resources, and endowments)
- Quality facilities (meeting needs of community) are safe, usable, healthy, environmentally sound, and pleasing aesthetically – and open
- Plans for operation and maintenance of individual facilities
- Require operation and maintenance plan for state funding
- Agility process between agencies, parks,
- Expand circuit rider concept to share resources
- Encourage peer-to-peer
- Greater leeway to interact and support associated Gov’t/non-Gov’t entities to achieve common goals
- Use formal cooperative agreements/memorandums of understanding (MOUs) as appropriate to promote cooperation
- More “PR” to promote cooperation
- Private, non-profit, and for profit organizations need to be included in agreements
- Shift $ from acquisition eng. and development and allow O&M to be a grant option
- Educate public officials and public to value of open space and recreation
- Promote low maintenance development methods
- Develop local funding tools
- Inter-entity cooperation to lead to more $ in personnel
- Utilize prison work force and “community service” workers, youth groups for maintenance
- Create “friends of” groups to become politically proactive
- In-kind matches for maintenance “Pennstep” is a current program
- Develop a clearing house for training, ideas, and opportunities for maintenance
- Keep in touch with Greenways Partnership Commission
- Encourage associations to be clearing houses for “how to do it”
Priority 2:  
Project Coordination on a County/Local and Regional Level

Capacity - Definition
- Leadership (with plan)
- Dedicated funding
- Grass roots support
- Continuity/sustainability
- Network to hold pieces together
- Common need
- Common civic ethic

Vision #1 (10 years)  
Perm. full-time coord. on county or watershed basis to do capacity building (encouraged and funded by DCNR and other agencies) (like Recycling Program)
- May need regional coordinators for trails in several counties
- Coordinate local funding to avoid competition for grants
- Local governments may have trouble working on a watershed basis

Vision #2  
Stormwater planning watersheds may work better as sub-county regions (mostly within one county)
- Identify a common goal that will get several local gov’ts to work together
- Develop a list of needs - get local gov’ts to buy in and support
- Coordinator (county/regional) should do planning and development

Vision #3  
State provides funding incentives to projects that have been coordinated
- Faith based groups/support and Boy Scouts/Girl Scouts
- Must get local officials to join in
- NW regional planning agency already exists – 5 county bike path – transportation plan
- Funding should go to regional body from private businesses who benefited from increased tourism

Vision #4
Projects start as local need – softball, soccer
- Plan should exist to maintain facilities - do not depend on volunteers
- Not enough coordination with existing planning agencies, twps., and counties
- Who should be in charge – County Comm., County Planning Agency, COG’s, let each county decide
**Priority 3:**
**Connection of Trails and Bikeways**

**Vision #5**
- Provides recreation, tourism, env. Stewardship, history
- Trail system large enough to encourage long stays $ coming in
- Link to larger networks, lake-to-sea trail, etc.
- County coordinators can find gaps in trails

**Vision #6**
- Amenities needed to keep neighbors happy, destination can provide them
- Will state gamelands cooperate to extend trails/private landowners
- Get stakeholder buy-in
- Buhl Park build trails/bike paths from local schools to park
- Do some urban connections to greenways

**Vision #7**
- Rural areas don’t have much money may be willing to donate time
- Existing trails are fragmented tough to link – needs coordination across county lines
- Secure funding from PennDOT, DCNR, DCED, and other sources, i.e., bus comfort station along bikeway – joint use

**Vision #8**
- How do you convince RR’s to participate in trails along active rail lines?
- How do you research property ownership along abandoned rail lines?
- Leadership development training needed for grass roots groups to get trust of locals
- Some regions of PennDOT not as supportive of trails

**Vision #9**
- PennDOT NEPA procedures needed due to federal funding.

**Priority 4:**
**Increase Public Access for Streams, Rivers, Waterways, Trails, and Provide for Public Facilities and Access Areas**

Unfortunately, one of the break-out groups did not have time to address this particular topic.

**Priority 5:**
**Greenspace Planning and Preservation**

**Vision**
- Regional greenspace plan coordination with state, county, and municipal planners
- Facilities located and maintained
- Identify all natural and cultural ament. In region both public and private
- Complete CNHI (County Natural Heritage Inventories)
- Investigate best greenspace methodology (who and how did they do it)
• Complete all DCNR river conservation plans
• All counties have updated recreational plans
• Find a regional demo. Projects
• Route 6 strategic plan cmpl. And completed
• Find sponsors/partners
• Coordinate greenway groups/coalition to help coorp. Projects
• Adopt-A-Greenway - greenspace

**Priority 6:**
**Increase Public Awareness and Support for Recreation and Conservation**
**Through: Education, Marketing, Public Relations/ Involvement, User Friendly Information System**

**Vision**
- Our region is known nationally for its recreational resources and protection of environment
- Recreation areas well defined and user friendly
- Link history and regional characteristics

**Vision – Public Awareness**
- Well informed public taking ownership for public resources
- Instill want to conserve and recreate in others
- Community leaders sees open recreation as valuable community asset as a good job

**Education**
- Tap experts at local colleges and universities along with other school prof. (high school, elem.)
- Get community/inter. Parties into school system
- Interpretive component
- Environmental educational facilities in each school district
- Shared access to environmental facilities
- Agricultural approach included
- Annual calendar/coordination of environmental Ed. Workshops and local recreational events
- Focused on other groups also (local gov’t officials, other community members)
- Anti-litter campaign (deposits, fines, and enforcement)
- Partner with profits (Coke, Disney) advertisers to help sell message
- Industrial user and consumer education of alternatives to packaging to encourage recycling
- Outreach to senior citizens/land owners
- Target audiences through existing groups/audiences and vary efforts to the specific needs of the group/community (i.e. senior citizen centers, community organizations, landowner assoc.)
- Develop tools to encourage less sprawl movement into towns (reduced taxes, incentives, projects to up living status, community investments)
Marketing
- Good public service messages, more local use, prototypes-non profits use, multiple media, industrial/corporate support, partnerships, co-op, advertising
- National and regional advertising “Bring ‘Em Here, Keep ‘Em Here”
- Informed people in area
- Cooperation within region – kiosk systems, database/internet systems, coordinated
- Sell diversity of area (Lake Erie, Zippo in Warren, Oil City areas, etc.) – PA website/local websites, have a button for NW PA that lists diversity
- Be mindful of over-use or poor land use
- Better signage on inter-states for recreational/historical sites - recommended standards w/grant program
- “French Creek Pure” for local products, green labels
- Showcase unique or special areas or projects
- Adelphia Cable – tap local companies w/national presence
- Better relationships w/outdoor travel writers to experience area, write about it, attract others
- Relationships w/stores and manufacturers

Public Relations
- Reach university students, alumni publications
- Good, current, accurate maps geared towards type of user (outdoor, historic, etc.)
- Early participation w/public stakeholders continue throughout process
- Photography contests
- Publications, have developed market what you have

6. MORNING BRAINSTORMING SESSIONS
All items mentioned in the sessions are listed by group number.

Group 1:
- Need for alternative choices for low density development
- Need for litter control
- Need maintenance of trails and greenways
- Challenge to show tax benefits from recreation and conservation to local government
- Public relations show why need for recreation and conservation
- Link areas’ trail systems and key recreation areas
- Find volunteers to help run programs, coach, etc.
- Need funding of CID sources
- More comprehensive regional or sub-regional cohesiveness and awareness of inter-agency
- Need to be major player in economic development
- Need for parking with an increase use of greenways
- Need sustainable tourism plan of transportation to get to recreation areas
- Agency coordination for non-point source discharge
- Work with wetlands to accommodate development
- Need recycling and trash removal in parks
- Long term plan to replace fossil fuels
• Need education and cooperation at all levels. Start at schools by giving youth appreciation environment and physical recreation (get off the couch)
• Conservation districts included more as stakeholder
• Army Corp recognized as a role player
• The 5 county plan is an example of bike way connection
• Strong support of science behind resource
• The lack of sustainable capacity. A few volunteers take most of the work
• The counties need cooperation with their own municipalities
• Need stronger cooperation between DCED, DCNR, PennDot to address funding issues
• Clearinghouse or more efficient way to work on issues. Bring all interested parties together
• Need resources/funding for long-term maintenance of parks and recreation areas
• Need responsible citizens to take care of facilities
• Marketing of our area to show opportunities (Who handles this?)
• More user friendly interactive information system to identify what’s available
• Keep neighborhood playgrounds safe and maintained
• Need recognizable trademark to market Poconos, Oil Heritage, ground hogs, etc.
• Benefits are an endless concept to show importance of recreation and conservation
• Do not look at building as the first option to see what we have
• Need to make inner city more livable

**Group 2:**
• Funding for lifeguards at local pools (training, pay, retaining)
• Need trained guides for local historical sites
• Need clean water (watersheds, erosion and sediment, etc.)
• Finish development of Project 70 (reevaluate park plans, re-review original plans, comprehensive state bond issue)
• Provide local resources to continue ongoing efforts
• Upgrade/revamp existing local/regional playgrounds
• Need cabins for state parks (camping area)
• Citizen involvement for trail development
• Create recreation and conservation county with taxing authority
• Preserve historical/natural sites along trails
• Littering problem
• Assist county/local parks with technical assistance in programming, operations, and maintenance
• Address needs of ATV users and those affected by their use
• Streamline funding process to help little guys
• Need trail construction linkage regionally
• More inter-generational use planning
• Promote eco-tourism. Present lack of coordination between DCNR and DCED
• Need consistent and user friendly signs
• Development of outdoor education classrooms on waterways (school systems)
• More public awareness (local education)
• Require county comprehensive plans to be updated every 5 years or no funding
• Develop land use watershed plans
• Need overview of education materials (clearinghouse). Integrate natural and historical perspective
• Need complete DCNR conservation plans on watersheds
• Provide funding for more bike/jogging trails. Develop more inner city/urban trail links (pedestrian ways)
• Link existing trails regionally (bike and multi-use). Trail planning and construction (urban and rural)
• Open more private land to recreation use
• Need project coordinator on local/county/regional level
• Need facility maintenance upgrades
• State agencies should coordinate programs (state and local)
• Need municipalities to promote bicycle commuting (more user friendly)
• Need funded position to promote more citizen activity on county or local level between DCNR, DCED, and businesses
• Need compliance with existing planning processes (don’t short circuit system)
• Increase public access for streams with public facilities
• Need grant funding incentives for inter-government recreation projects

**Group 3:**
• Need allocation of funds
• Need inter-county trail
• Public awareness of resources/public education
• Need inter/intra-agency coordination
• Need Riparian restoration and conservation
• Need greenspace planning and preservation
• Maintenance and operation of new and old facilities (funding/additional personnel)
• Connection of bikeways and trails (intra-county, intra-regional, inter-agency, grassroots)
• Public education
• Need signage
• Need conservation of cultural and historic resources
• Need development of pocket parks
• Need regional approach to park system
• Mandatory greenspace. Need to consider planning and preservation
• Need for transient camp sites
• Loss of potential greenspace (urban sprawl)
• Need maintenance and operation of new and old facilities (funding/additional personnel/aesthetics/community involvement)
• Grassroots cooperation and coordination of all partners
• Connection of bikeways and trails (inter-county/inter-regional)
• Federal involvement
• Maintenance and aesthetics (voluntary community involvement)
• Need greenways planning (regional/county wide)
• Need involvement of private landowners
• Educate PennDot (landscaping/paving shoulders)
• Coordination among agencies
• Need consistency between plans and infrastructure
• Figure out how to meet diverse needs
• Are needs being prioritized appropriately (hunting, fishing, biking, picnic areas, etc.)
• Respect of private property

7. CLOSING AND NEXT STEPS

Mark thanked the group for its input and said that there would be follow-up meetings to begin to implement some of the strategies identified in the afternoon break-out sessions. (names of three volunteers) agreed to help Mark with this effort.

Mark can use additional volunteers to help with the project. Those that were not able to attend the meeting and would like to assist should contact Mark at (814) 8714190.
PURPOSE

The purpose of the meeting was threefold:
1. To determine recreation and conservation needs and challenges
2. To develop and prioritize recommendations to address recreation and conservation needs and challenges
3. To obtain input for the statewide comprehensive recreation plan

The meeting covered Adams, Blair, Bedford, Cambria, Cumberland, Franklin, Fulton, Huntingdon, Juniata, Mifflin, Perry, Somerset and York counties.

WELCOME AND INTRODUCTIONS

Cindy Dunlap, Regional Advisor of the Bureau of Recreation and Conservation, kicked off the meeting by welcoming 58 participants and DCNR staff to the meeting. She emphasized that DCNR was here to listen and gather input and information about the needs, issues, and challenges facing this region and to help the region develop implementation strategies to meet those needs.

REGIONAL PRESENTATIONS

Randall Cooley, President of West Sylvania Heritage Corporation gave different perspectives on how we could think more regionally to solve the recreation and conservation needs, issues, and challenges. His motivational remarks were intended to set the tone for the brainstorming sessions.

MORNING BRAINSTORMING SESSIONS

Lead Facilitator, Joe Frassetta, Information Specialist for DCNR’s Bureau of Forestry, divided participants into four breakout groups. Facilitators worked with each group to identify the needs and challenges of the region and eventually came up with the top three priority needs. The overall results of the brainstorming sessions are as follows:
Group 1: Brown (AM SESSION)

Priority Needs
• Long range planning
• Better assessment of current land use including technical assistance for landowners and increased public access
• Review and update use policies on state lands (ie. Lack of mountain bike opportunities)

Full List of Ideas
• Prioritization
• Maintenance of Facilities
• Better communication with local, state and federal agencies
• Regional planning among the six regions on partnerships that make sense; not based on political boundaries
• Revitalize older existing communities
• Education of recreation importance (government)
• Economic viability of recreational amenities
• Education of school students to best management practices and recreational opportunities
• Increase promotion of public land for recreation
• Better stormwater management
• Remove restrictions when applying for grants for restricted groups (ex., YMCA)
• Learn from past mistakes
• Central clearinghouse for all grant information (DCNR, DEP, etc.)
• Resource utilization to develop winter activities with other programs
• Development of an accessible resource to act as a consultant for local groups
• Better developed and use of state parks
• Streamline money distribution

Group 2: Green (AM SESSION)

Priority Needs
• Develop a master plan for pedestrian links to state parks, greenway corridors, hiking, biking, recreation center, and areas
• Environmental Education to teach students and local residents an understanding of value, sense of place, conservation, and how to prevent mistakes from the past
• Partnerships by private/public agencies allowing for recreation development in areas such as state parks (rustic lodges at Prince Galitzin)

Full List of Ideas
• Educating local citizens on what we have
• Continued planning on how to further the five reservoirs of Cambria/Somerset counties
• Central clearinghouse for technical expertise, funding sources, complaints, etc.
• Lack of community (rural) recreation facilities
• Complete county Natural Heritage inventories for Blair, Somerset, Cambria, Fulton
• Funding
• More trails for hiking, biking, skateboarding, rollerblading
• Upgrade trails for year round use and handicapped accessibility
• Revitalizing existing parks in communities
• Potential conflicts on state forest and gamelands. Identify and coordinate new uses.
• Set of standards or specifications for all recreational facilities
• Entice municipalities to work together. Especially in rural areas with private organizations.
• Funding for improvements on wetlands and wetland banking to be used on state game lands
• Foster local government support of recreation issues
• DCNR needs to expand native plant sanctuaries and natural areas program
• DCNR needs to expand Gateway Gardens program
• Comprehensive plan to educate communities on urban sprawl
• Use of money between state agencies and private/local agencies
• DCNR more involved with passive open space (floodplains)
• State government needs to develop a comprehensive plan from municipality to county
• Engineer & design to reduce invasion of non-native plant species (minimal disturbance)
• Specific recreational users need a way to articulate their needs to the community
• Land Use Act 67 & 68: Emphasize cooperation between municipalities, townships and county in developing consistent land use plans.

Group 3: Blue (AM SESSION)

Priority Needs
• Need clean water
  I. -Problem with acid mine drainage and urban/agricultural runoff
     -Debate over recreational and private use
     -Need regional approach and intergovernmental / interagency cooperation
     -Need to find a new way/ vision for sustainability of solutions – will always have funding needs exceed available funds

II. Full List of Ideas
• Land use education
• Need historic preservation work; in more integrated manner; listen to needs
• Confusion over regulations and contradicting regulations
• Try to help private landowner find necessary information to do the “right thing”
• Solid waste management- need plan for garbage collection and bulk waste, ie. Tires
• Need easily accessed geographical information to inform public consensus building (database)
• Improving trail linkages
Intergovernmental cooperation; multi-government facilitation (agencies need game plan)
Education of local neighbors needed for “sense of place” and heritage
Development of floodplains; many privately owned present a challenge
Need grant funding to maintain existing facilities
Need ordinances about junkyards
Lack of areas to ride ATV’s and motorized vehicles

**Group 4: Red (AM SESSION)**

**Priority Needs**

- *Increase public awareness of Heritage sites and recreation facilities (proper use and increase public support)*
- *Address water pollution problems that impact aquatic life (acid mine drainage, sewage and non-point)*
- Preserve and maintain, extend, link existing rail trails and build new ones

**III. Full List of Ideas**

- Dumping of trash on private and public land
- Acid mine drainage remediation
- Engineering and construction of 32 miles of Ghost Town Trail
- Rural Sprawl/ Land Use
- Linking bike trails together
- Lack of participation by school districts to include regional heritage and conservation curricula into K-12
- Public awareness of heritage and reclamation sites and ethics
- More consistent and detailed inventory of recreational resources and environmental impact issues
- Develop comprehensive plans across municipal borders and coordinate supporting legislation to develop regional growth boundaries (regional cooperation)
- Bedford Springs needs funding for Old Bedford Village to develop and maintain facilities
- Increase public awareness of recreational trails (especially younger people)
- Enhance recreation potential of Quemahoning Reserve and sister reserves
- Natural resources: planning, development and conservation should be based on nature’s boundaries/ ecosystems/ watersheds
- Preservation of open space and recreation facilities
- Sustainability: balance between rural character and development
- Lack of improvement from outfitters (ie. For river clean-up)
- Stormwater protection/ planning
- Stronger enforcement of hazardous waste laws
- Preserving clean water that we have
- Work more closely with Chesapeake Bay Foundation in cleaning up problems at the West Branch Susquehanna headwaters
• Jobs and economic development
• Developing consensus of municipal officials on the importance of forming regional
  land use planning boards/commissions
• Increase partnership efforts in Heritage tourism and preservation
• Clean up and reclamation or historic preservation of former industrial sites
• Public education and support
• Vandalism of facilities
• Link all population centers and recreational facilities with a trail network
• Connect communities with surrounding landscape and its past and with other
  communities utilizing 4 E’s: Economics, Education, Environment, Ethical
  Stewardship
• More inter-governmental cooperation
• Enactment of local level land use controls
• Raise the environmental literacy rate among all of us
• Need an accessible DCNR in this area that knows all programs- fill vacant positions,
  work “out of box” if necessary
• Enforce highway littering laws
• Restore and establish natural habitat
• Loss of wildlife habitat to development (woodlands, farmland)
• Seek financial relief for those municipalities that include large tracts of state
  gamelands
• Dedicated source of funding to extend Growing Greener program
• Communication across the board
• Inform and involve local officials in recreation issues and stewardship
• Sewage pollution from on lot
• Liability issue for parks and other recreation areas

PRIORITIZING NEEDS AND IDENTIFYING STRATEGIES AND RECOMMENDATIONS

At the conclusion of the morning breakout sessions, attendees met in a general session. The objective was to rank the (12) twelve needs/issues, identified in the breakout discussions, in overall priority. First, similar priorities were consolidated, taking the list from 12 to 9. Then, attendees were given two opportunities to vote for the needs/issues they thought were most important. At that point, the decision was made to have each of the four afternoon breakout sessions deal with one of the top four priorities. The results of these afternoon discussions are presented by each of the four identified priority needs/issues and are as follows, starting with the number one priority first:
Priority 1: Brown (PM SESSION)

Need Regional Approach and Intergovernmental/Interagency Cooperation

Recommendations
- Redraw political boundaries to reduce number of units and match watershed boundaries
- Stronger county role to coordinate smaller units
- Block grants to county
- Create funding incentives for cooperation
- Fund regional projects rather than many small ones
- Get several counties to work together on transportation, recreation, zoos (like Portland, OR)
- Consolidation of local governments will save money for police, schools, etc.
- Phase changes in over time
- Regional projects may lead to some consolidation
- DCNR & DEP regions not set up to encourage county cooperation; also congressional and legislative boundaries. Match regional COG’s, existing partnerships, economic partnerships, uniform sub-state regions from early 1970’s
- Areas of concentrated growth interspersed with green areas of specific growth boundaries
- Need management of greenways that cross many government boundaries and form a cooperative group
- Incentives that pay more to cooperative set-up (ie. DEP payments higher for Sewage Enforcement Officers that served several municipalities)
- Regional government needed; although may be difficult
- Future will look bad without consolidation
- Target grants to COG units
- Legislative mandate may be needed and funding
- Different agencies/government units having different roles is confusing
- Only give grants to units that can demonstrate management capacity/ability
- Private groups exist that can help municipalities manage projects (ie. YMCA’s)
- Staff turnover makes it difficult
- Combine many approaches to get the job done
- DCNR needs to help create regional parks and recreation boards to coordinate
- Generate local support and funding

Priority 2: Blue (PM SESSION)

Need Clean Water

Capacity – Definition
- Address water pollution problems that affect aquatic life (Acid mine drainage, sewage, and non-point sources)
- Debate over recreational and private use
- Problem with acid mine drainage and urban/agricultural run-off
Recommendations

- PennDOT fund passive acid mine drainage with mitigation funds in state game lands and forests
  - Change policies at all levels of government to allow this
  - Work towards release of AML trust fund
  - Politicians, grass roots, use petitions, educate public
- Develop strong industry focus on resource recovery from acid mine drainage sites
  - Promotes maintenance of existing treatment sites by using sediments
  - Would help find alternatives for areas without enough room to treat
- Invasive Species
  - Re-establish native species that are more effective in removing pollutants
  - Invasive species limit recreational uses
- Good Samaritan Law
  - Currently applies only to oil, gas, and mining projects
  - Needs extended to all projects including agricultural
- Implementation projects
  - Move funding towards implementation rather than studies
  - “Dudley Discharge” to Shoups Run
  - Prevent Pollution by diversion, re-routing wetlands
- Invest in “biggest bang for the buck”; ecosystem, local issue prioritization
- Have more farmer participation in agricultural conservation practices
- Promotion of agency partnerships
- Promotion of manure-derived products (composting fuel pellets)
- Power plants fueled by chicken manure in Great Britain
- Urban Run-off
  - Stormwater management at all levels of government
  - Mandatory management plans for stormwater and quality of water for municipalities and local government
  - Accelerate relocation efforts out of harm’s way, ie. Buy-outs after 2 events
  - Enforcement improvements of stormwater regulations
  - State needs to increase matching funds of 75% cost for more emphasis
  - Municipal education “a hard sell” to rural townships due to lack of understanding and lack of money
  - Stronger enforcement of hazardous waste rules to prevent disposal along waterways
  - Municipal/ state solid waste management
- Mandatory waste/ refuse collection
  - Paid for in tax base
  - Reduces incentive of dumping garbage since it is already paid for
  - Household hazardous waste pick-ups (paints, etc)
  - Encourage and continue partnerships such as PA Cleanways Programs
- DEP and Act 537 Plans
  - Water is collected and piped outside immediate area (up to 10-15 miles)
  - Need to evaluate water budget to minimize impact on local ecosystems
  - Keep the water in the watershed. Decentralized waste-water treatment plants
- Combine sewage and acid mine drainage treatment to neutralize each other
- Encourage sewage treatment at all levels/ small flows/ groups, municipalities
• Accusation of river corridors, steep slopes, etc.
• Increased enforcement of illegal homeowner sewage discharges
• Use of mandatory, enforceable buffer zones along waterways; riparian protection

**Priority 3: Green (PM SESSION)**

**Connection of Trails and Develop a Master Plan for Pedestrian Links**

**Recommendations**

- PennDOT needs to be a vital link in Rail Trail, etc. planning; use Bicycle/ Pedestrian Coordinator
- Funding for a Master plan/ Regional plans
- Find out what the public wants; what they will use and sustain; via surveys, public meetings, existing use
- Plans for Rail Trails, highway trails, hiking trails
- Many local plans exist; assemble them together
- Sustainability for Rail Trails? Perhaps Bureau of Corrections for free labor
- Wider berms for bike lanes on roads; can connect mountain bike trails
- PennDOT build a “regional transportation system” as a network (not hodgepodge) of off-road trails; take responsibility with power of eminent domain and available funds
- Existing plans from Gannett-Fleming; need a commitment
- Analyze existing land use of game lands, etc.; find limitations/ what is or is not allowed
- GIS system for existing trails and goals for future
- More cooperation between small volunteer groups and administrative heads; Coordinate linkages by getting smaller groups of citizens together for support of trails
- DCNR as resource/ liaison to guide and facilitate citizens’ and grassroots groups to receive funds
- PennDOT view trails as a transportation system and support it as such; do pilot studies
- Too many state agencies involved in connecting trails; fragmented effort
- Provide more matching funds from state for local contributions
- Good inventory of what exists and what is needed to link areas; what amenities will attract people
- Get agencies together to resolve problems
- Get more support for grassroots groups so they can work together
- Float a bond issue for trail development and long-term maintenance as a steady source of funding
- Involve municipalities
- Need a clearinghouse for Master plans that are completed; one place to link to websites
- Trail liability and acquisition issues; get information out
- DCNR press releases
- Too many master plans; put into a coherent program/ plan
- Who is in charge? (One entity?)
Priority 4: Red (PM SESSION)

Increase Public Awareness of Heritage Sites and Recreation Facilities

Recommendations

- Have counties develop and publicize maps and signs to identify heritage and recreational facilities (show back roads)
- Provide guide for small local communities; use DCED
  - Identify contacts in each county
  - Provide sample press releases, etc.
- DCNR to provide technical advice on obtaining funding from local and private sources
- Work with appropriate agencies such as PHMC, County Tourist Bureaus
- Utilize websites and technology
  - Cambria County Convention and Visitors Bureau
  - Johnstown Heritage Association
  - Conservation and Recreation Authority
  - Southern Allegheny and Planning Commission
- Heritage Fair; make local people more aware of benefits through media – publicity; free admission
- Extract information from “Blacktop Roads”, scenic “Highways and Byways”; take regional information and publicize
- Get local groups together and make a statewide training event
- Have each county identify what heritage/ recreational facilities they have and compile information
- Use school districts to identify and expand knowledge (ie. Fulton Co. – 3 school districts could do as a project – Use public library)
- Publicize several events together such as Ebensburg Boro, Cresson and Gallitzin festivals in October
- Heritage Discovery Center in Johnstown
- Increase vacation time
- River sojourn brings influx of people into area
- Advertised through several sites, agencies – use state agencies
- Sustainability of projects; must obtain funding through various sources such as local business and private philanthropy, ie. Penn Foundation
- DCNR provide technical advice on how to obtain funding
- Promotional expertise; people need technical assistance
- Use free publicity ; contact radio stations and papers (must prepare release)
- Use Central PA (POWA) for training workshops; write press releases
- Provide guide for local small communities, DCED, contacts for each county; sample press releases
- Train volunteers at local information centers (ie. Raystown Lake)
- Develop relationships with local newspaper, media and use them to increase public awareness and support
CLOSING AND NEXT STEPS

Tim Keptner and Cindy Dunlap thanked the group for its input and said that there would be a follow-up meeting to begin implementation of the strategies identified in the afternoon breakout sessions.

Cindy can use additional volunteers to form a “Regional Recreation and Conservation Action Committee” to help refine strategies, identify partners and begin implementation of projects. Those who were not able to attend the meeting and would like to assist should contact Cindy at (717) 772-4382.
PURPOSE

The purpose of the meeting was fourfold:

1. To further define the top three issues defined in the preliminary survey: Linkages, Open Space and Maintenance and Facilities.
2. To identify resources and sources in the region to address the most desired issues.
3. To develop and prioritize recommendations to address the stakeholder identified most desired needs.
4. To obtain input for the statewide comprehensive recreation plan.

The meeting covered Bucks, Chester, Delaware, Montgomery and Philadelphia Counties.

WELCOME AND INTRODUCTIONS

Don Gephart, Regional Advisor welcomed the attendees and introduced Tim Keptner, Chief Regional Services Division.

Tim Keptner introduced Larry Williamson, Director Bureau of Recreation and Conservation who thanked everyone for coming and mentioned that the gathering looked like a “Who’s who of Southeastern Pennsylvania”.

Larry Williamson introduced Mark McGuigan of the Green Space Alliance who spoke briefly on the current status of park, recreation and conservation funding, the Governor’s Budget Proposal, and proposed legislation affecting this funding in Pennsylvania.
In addition, Dick Sprenkle Deputy Secretary for Conservation and Engineering was introduced and gave some welcoming remarks to the group.

Fran Rubert, Regional Advisor introduced Karen Black, Director of the Metropolitan Philadelphia Policy Center, who gave a very informative talk on the present status of the Southeast region and it’s direction for the future. Her presentation was often quoted throughout the day for its relevance to the proceedings.

Don Geiphart reviewed the stakeholder process to date, and results of the Preliminary Survey that was originally mailed to participants.

Joe Frassetta, Lead Facilitator talked about the facilitation process that would be used throughout the day. After a short break participants divided into five groups, two on linkages, two on open space, and one on maintenance and facilities. The two open space groups combined because of the small number of participants in one of the groups. The break-out groups met the remainder of the day to brainstorm the needs for each of the three topics, identified the top three priorities, listed resources and sources to meet the needs, and developed recommendations to meet the needs.

Listed below is the information produced by each of the break-out groups according to the tasks assigned to each group at the beginning of the day.

**LINKAGES SESSION – A**

**IDENTIFICATION OF KEY ISSUES/NEEDS**

Connect trail networks along Delaware River to connect East Coast Greenway

Lack of policy to coordinate open space preservation

Duplication of efforts between non-profits organizations and agencies that are doing the same work

Promote the development of statewide -“big picture”- of recreational development

Low quality of life in Philadelphia affects region necessitating a strategy to improve the quality and quantity of open space in the city

Increasing funding for open space and/or trail projects – part of open space network

Connect county parks with municipal and surrounding parks with river corridor linkages

Find land to link the parks
Balancing quality of life with increasing populations

Helping municipalities acquire land to develop a trail network to link municipalities

Increase understanding, education, and awareness of local communities

Need Stony Creek Greenway/Bike Trail to link the Schuylkill River Trail System to State Farm Park and Elmwood Park Zoo (national heritage)

Coordination, focus, prioritization, standards and building capacity – using this to define activities and get funding. Think about land around trails.

Look more at grassroots level – city to city working together and talking to each other – improve inter-municipal relations

Develop individual areas along Darby Creek watershed – eventually they will connect

Maximize and coordinate resources at all levels on a watershed basis – management, cost, and efficient point of view. Clear definition of each group and agency needed to avoid overlap

Community and economic development - more attention at neighborhood level – funding to local community development centers - technical and financial planning assistance

There needs to be consistency by state and county departments to avoid promoting urban sprawl through government subsidies.

Broaden partnerships with other disciplines such as public health to develop a more holistic approach.

Outreach to and education of local citizens to gain support and assistance in accomplishing community-wide objectives.

Educate the public about the benefits of trails to gain their acceptance of trails and greenway projects.

Best way for federal agencies to support efforts and maximize benefits

Make better use of available resources by identifying and minimizing barriers to coordination and to forming partnerships at the local level and by identifying shared priorities and concerns

Promote funding at all levels including public and private sectors. Need a lot of private funding

Increase the quality of stakeholdership at no cost by maximizing volunteer input

Legislative considerations, i.e. tort reform (good Samaritan)

DCNR prioritization of projects to stimulate economic development and slow down urban sprawl
Preserve biodiversity and educate the public about making it a priority over talking about open space preservation.

IDENTIFICATION OF TOP THREE ISSUES/NEEDS

1. Inter and Intra Cooperation at Appropriate Levels
2. Community Outreach and Education
3. Funding/Staffing/Volunteers

Other top issues included: Holistic Vision of DCNR’s Relationship to Region; Destination Connections; and, Need for Clearinghouse

IDENTIFICATION OF RESOURCES AND THEIR SOURCES

IV. Issue #1 - Inter and Intra Cooperation at Appropriate Levels

Resource - Municipal Planning Code – Act 67&68
Source- DCED, Center for Local Government

Resource- 10,000 Friends of PA Handbook
Source- 10,000 Friends of PA

Resource- Clearinghouse on Greenways
Source- DVRPC, DCNR, Greenspace Alliance, County Planning Departments

Resource- Community Character Act
Source- Pending Federal legislation

Resource- Greenspace Alliance Regional Open Space Report
Source- Greenspace Alliance

Resource- National organizations that address conflict resolution
Source- National Association of Counties
  Institute for Leadership
  National and PA League of Cities
  Canaan Valley Institute
  NRPA
  DVRPC

Resource- Public television and newspapers
Source- Media outlets, Comcast

Resource- Memorandums of Agreement/Understanding
Source- Federal Agencies
Resource- PA Greenways Plan/Recommendations
Source- DCNR, PENNDOT

**Issue #2 – Funding/Staffing/Volunteers**

Resource- Rivers and Trails Programs and Technical Assistance
Source- NPS

Resource- Corporate Funding Programs for Conservation
Source- Greenspace Alliance

Resource- Grants
Source- State

Resource- Cash Gifts
Source- Area Private Foundations

Resource- Funding for Trails
Source- SEPTA, Federal Highway Administration- CMAQ,T-21 and other discretionary funds

Resource- Municipal Bonds
Source- Counties, other local governments and municipal authorities

Resources- Dedicated Taxes
Source- State and Municipal governments

Resource- Volunteer Service
Source- Schools

Resource- Corporate Volunteers
Source- Greenspace Alliance

**Issue #3 – Community Outreach and Education**

Resource- Materials, Staff, Publications, Web Sites, Newsletters
Sources- DCED, State Legislators, Federal Agencies, DVRPC, County and Sub-regional Panning Commissions, 10,000 Friends of PA, Schuylkill Rivers Greenway Association (SRGA), recreation groups, special interest groups, Institute of Higher Learning within Schools, Temple University-Program for Sustainability and Academy of Natural Sciences
IDENTIFICATION OF RECOMMENDATIONS

Issue #1 – Inter and Intra Cooperation at Appropriate Level

1. DVRPC needs to pull a group of individuals/representatives together (grassroots level, special interest groups, non-profits, community level, neighborhood level) to provide big picture/plan. Funding will be needed to do this.

2. Provide Incentives to implement plans, i.e. consistency in linking funding to plans

3. Build capacity at lowest level - blend of workshops, incentives and identification of community champions. The Rivers and Trails program is a good model – it’s a bottoms-up process and is the best example out there.

4. Elected municipal officials need the necessary training to make better decisions on planning, zoning and policy. Incentives are needed to encourage them to get the training. Mandatory training should be considered.

Issue #2 – Funding/Staffing/Volunteers

1. Need a comprehensive plan/assessment of the status of projects within the region. This should include a mechanism to identify what’s needed to help projects move along. A funding matrix for SE PA projects is needed. Identify restrictions that put projects in difficult places.

2. Need less programmatic/categorical funding focus and more emphasis and flexibility in funding to hire staff to implement plans.

3. Need dedicated funding for open space and outdoor recreation work at every level including municipal.

4. State and counties should give higher levels of funding to those municipalities with a dedicated open space plan.

5. Build a regional volunteer base/network of organizations who provide volunteers. Volunteer efforts should be focused at the local level. Work with corporate community to build up volunteer pool/base.

Issue #3 – Community Outreach and Education

1. Identify the people in neighborhoods (constituents) that need the most effort and assistance

2. Reach out to constituents who care and aren’t connected such as people who bike who will help drive local linkages

3. Should target help to audiences with a goal – general public is too broad
4. Local people may not know resources that exist so it is important to connect people to resources

5. Reach out to other disciplines such as public health organizations that have funding to build trails. Get them on board

6. Take advantage of marketing/media opportunities to push to new level. Brochures, web sites, advertising, news reports, and all other marketing avenues should be pursued and funds provided to support these activities. Need consistent media messages. Take advantage of low cost ways to get message out like placemats, billboards, etc.

7. Convene 7pm evening community meetings to gain “wow” and support

8. Use “social marketing” methods and create catchy messages – look at what public health industry does.

9. Link value of open space and quality of life to health issues. Make it part it part of the regulatory language – outreach to others at DVRPC.

10. Need success stories to get message out

11. Open space and greenways need to be considered as part of the infrastructure and not just add-ons. Policy changes at the state level are needed to institutionalize this. Example- In Oregon you justify why no bike path is needed while in PA you justify why a bike path is needed.

**LINKAGES SESSION- B**

**IDENTIFICATION OF KEY ISSUES/NEEDS**

Water shed protection – Protection of headwaters and development of riparian buffers

How to build organizational support for linkages

Making linkages between economic development and green infrastructure development

Availability of funding sources

Better communication between stakeholders on the regional projects that are being worked on

Expand urban greenway opportunities and recreation

More publicity on current/existing open space and recreation programs
Declining budget support in spite of increased participation

More information on state plans that affect goals

Technical assistance to local municipalities, organizations on implementing linkages-
Watershed protection, riparian buffers, etc. (helping people to help themselves)

Balance economic needs with preservation needs (jobs – high wage jobs)

Making connections between greenways and trails

Demonstration project for region to focus on to accomplish urban revitalization and economic
development

Connecting information sources with accessible pool

Better multi-modal access to trail systems

**IDENTIFICATION OF TOP THREE ISSUES/NEEDS**

1. Availability of Funding Sources

2. Technical Assistance to Local Organizations on Implementing Linkages
   (watershed protection, riparian barriers, etc.)

3. Expand Urban Greenway and Recreation Opportunities

Other top issues included: Making Linkages Between Economic Development and Green Infrastructure Development; Expand Urban Greenway and Recreation Opportunities

**IDENTIFICATION OF RESOURCES AND THEIR SOURCES**

**Issue #1 – Availability of Funding Sources**

Resource – Information and Publicity
Source – Websites, libraries, non-profits, Stakeholder Meetings

Resource – Matching Funds
Source – Federal, Local, Private Dollars

Resource – Gifts
Source – Private

Resource – Foundations Investments
Source – Same
**Issue # 2 – Technical Assistance to Local Organizations on Implementing Linkages**

Resource – Information  
Source – Websites, Libraries, Non-Pros, Practitioners - Federal, State, Local, Private

**Issue # 3 – Expand Urban Greenway and Recreation Opportunities**

Resource – People  
Source – Citizens, Volunteers, Government Representatives

Resource – Events  
Source – Educational Programs, Public Events-Hikes, Etc.

Resource – Physical Resources  
Source - ?

Resource – Funding  
Source – Federal, State, Local, Private

**IDENTIFICATION OF RECOMMENDATIONS**

**Issue # 1 – Availability of Funding Sources**

1. Marketing needs of open space, trails, greenways to existing fund sources.  
2. Tip funding for open space planning  
3. Health and wellness funding  
4. Dept. of Energy  
5. Tourism  
6. Private foundations  
7. Program related investments  
8. Local bond funds  
9. Tipping fees  
10. Developer impact fees  
11. Corporate donations  
12. Transfer taxes on sale of land-Link to length of ownership  
13. Corporate grants from environment-related companies  
14. Utility easements in greenways  
15. Continuation of existing funding for transportation  
16. Creative allocation of existing funds to greenways and trails
**Issue # 2 – Technical Assistance to Local Organizations on Implementing Linkages**

1. Isolate one entity as contact and resource person for linkages:
   a. County level
   b. Regional planning agency
   c. Watershed groups
   d. Greenspace Alliance

2. Directories
   a. Trails
   b. Trails planning
   c. Directories with grants

3. Clearinghouse website—Reluctance to share trails information

4. Funded position for coordinating and implementing trails and greenways

5. Share information on how to overcome public reluctance and resistance

6. Share information on trail signage, planning, development (resource person)

7. State agencies share information when policies intertwine (example—PennDot)

8. Limit publicity and mapping to public access trails

9. Look beyond county and Pa for ideas on trailways

10. Technical assistance information should be available from grant source

11. “How To” planning workshops from grant or funding source

**Issue # 3 – Expand Urban Greenway and Recreation Opportunities**

1. Need incentive to develop open space as part of neighborhood revitalization

2. Get information on greenspace to public

3. Advocacy group for urban greenways (build constituency)

4. Have green plan for Philly

5. Reuse and reassemble and link vacant lands to create connected urban greenspace
6. Publicize economic and quality of life benefits of urban greenspace

OPEN SPACE SESSION

IDENTIFICATION OF KEY ISSUES

Municipalities need to create a vision to assist developers/private sector-Include state agencies

Step up funding in counties (Chester), broaden pool (corporations), become more creative in funding sources

In addition to municipalities, citizens need to create a vision

Interstate system of greenways needed

Tax relief to municipalities

New incentives to developers-Positive incentives to maintain open space

Continued maintenance – Funding needed (example – wildlife habitat)

Need to make open spaces marketable

Coordination prior to implementation (example- communication between agencies and municipalities)

DCNR could develop managerial culture that looks beyond existing forest and parks boundaries

Educating municipal officials on open space opportunities relating to land development-
Packaging the process for open space

MPC zoning not conducive to open space preservation

Green infrastructure planning part of municipal planning

Want more legalized motorized trails for ATV’s

Open space is enhanced to protect the environment

Lack of and timing of funding for open space

Liability issues for open space (assistance needed to educate)
Finding a balance between urban and rural open space (urban space has program needs such as brownfields)

Creative use of reclaiming developed ground

Increase breath and depth of money put towards conservation

Smaller parcels of land need to be protected

Identifying regional list of greenways and giving them priority

Preservation of existing and repairing riparian buffer zones

Educating public on need to revitalize downtown

Cooperative efforts towards maintaining parks and open space

Preservation of open space - Development encroaching upon watersheds

Balancing active and passive recreation with open space

Administration and oversight of open space (municipalities)

Establishing growth boundaries to protect open spaces, particularly natural resources

Find new and creative ways to save lots of land now

Educate municipal officials on benefits and effectiveness of easements for preservation

IDENTIFICATION OF TOP THREE ISSUES

1. Green Infrastructure Planning Part of Municipal Planning

2. Identifying Regional List of Greenways and Giving Them Priority

3. Increase Breath and Depth of Money Towards Conservation

Other top issues included: Need to Make Open Space Marketable, Find New and Creative Ways to Save Lots of Land Now, New Incentives to Developers-Positive Incentives to Maintain Open Space
IDENTIFICATION OF RESOURCES AND THEIR SOURCES

**Issue # 1 – Green Infrastructure Planning Part of Municipal Planning**

Resource – GIS
Source – Counties

Resource – Mandatory Education
Source – Counties

Resource – Environmental Advisory Councils
Source – Community

Resource – Expertise
Source – Consultants, Non-Profits

Resource – Examples (success stories of regional planning)
Source – Consultants, Non-Profits

Resource – Model Ordinances
Source – Agency

**Issue # 2 – Identifying Regional List of Greenways and Giving Them Priority**

Resource – Green Plan
Source – DVRPC

Resource – Right of Ways
Source – Utilities and Railroads

Resource – Open Space Plan
Source – Counties and Municipalities

Resource – Fostering Stewardship
Source – Conservation Districts, Municipalities, Watershed Groups

Resource – Grants
Source – State and County

**Issue # 3 – Increase Breath and Depth of Money Towards Conservation**

Resource – State
Source – Keystone Fund

Resource – New Tax Breaks at State Level for Donated Lands
Source – Federal Government
Resource – TDR’S
Source – Municipalities, Public or Private

Resource – Bonds
Source – Municipalities

Resource – Marketing
Source – Grantors, Grantees, and Non-Profits

Resource – Taxes
Source – Referendum

Resource – Reduce Property Taxes
Source – Municipalities and School Districts

Resource – T-21 Funds
Source – Federal Government

Resource – Growing Greener (tipping fees)
Source – Reallocate Funds

Resource – Pollution Credits
Source – Private Industry

Resource – Education/Lobbying
Source – Advocacy Groups/Citizens

IDENTIFICATION OF RECOMMENDATIONS

**Issue # 1 – Green Infrastructure Planning Part of Municipal Planning**

1. Mandate that counties and municipalities which get state funding must include a greenway element in open space plan
2. Cross checking process between state, county, municipalities on greenway corridors. DCNR should encourage this using MPO’S.
3. Funding should be tied to identified greenway (grants for acquisition, easements)
4. Positive and negative incentives (implementing ordinances)
5. Utilize official municipal map
6. Educate municipalities, planning commissioners, zoning boards
7. Provide incentive for creating greenway infrastructure
8. Need a statewide standard for statewide base map-GIS
9. Municipal liaison-County and State Government
10. Want DCED to prepare pamphlets and documents on zoning and municipal options to protect open space
11. Establish an open space, recreation board/commission task force on municipal level-EAC
**Issue # 2 – Identifying Regional List of Greenways and Giving Them Priority**

1. SCORP – New plan should include a specific state greenway plan (referencing cross check)

**Issue # 3 – Increase Breath and Depth of Money Towards Conservation**

1. Restore original Growing Greener and Keystone Funds
2. Reallocate surplus money from PennDot to Keystone Fund.
3. Begin process to get legislation to study tax reform on donated and easement lands
4. Need consistent technical assistance from state agency on cost development vs. costs of preserving open space (we need to talk to landowner on benefits they can receive)
5. Hotline
6. Private industry provide money for pollution credit (monies used for greenway)
7. Provide a mechanism for dedicated funding sources (local and state level)
8. DEP website should list all grants (catalog of grants available)

**MAINTENANCE AND FACILITY SESSION**

**IDENTIFICATION OF KEY ISSUES**

Dollars for brownfields and their redevelopment

Trails, building maintenance, volunteers

Maintenance dollars to upgrade parks-Major capital projects

Field space for youth, schools, adult leagues

Field space plan-County recreation needs assessment to meet the needs of a growing population

Preserve ecological integrity of existing recreation lands

Upgrade existing community parks to “today’s” standards (not field space but other areas)

Dollars for new facilities (education and partnerships)

Stormwater management plans for parks and other recreation sites
Maintenance needs addressed in planning and development

Alternatives to dollars for creation and maintenance of facilities

IDENTIFICATION OF TOP THREE ISSUES/NEEDS

1. Field Space for Youth, Schools, Adult Leagues
2. Waterway Maintenance/Depletion and Erosion Issues
3. Alternative to Dollars for Creation and Maintenance of Facilities

Other top issues include: Trails, Building Maintenance, Dollars, Volunteers; Field Space Plan-County Recreation Needs Assessment to Meet Needs of Growing Population; Maintenance Needs Addressed in Planning and Development

IDENTIFICATION OF RESOURCES AND THEIR SOURCES

Issue # 1 – Field Space for Youth, Schools, Adult Leagues

Resource – Land
Source – Abandoned Lands/Brownfields, Utilities, Private Corporations, Private Landowners, Private Schools and Universities, Reconfigured Existing Land

Resource – Planning/Assessment Organization
Source – Users

Resource – Dollars
Source – Bonds, Open Space Foundations, Profit or Non-Profit Groups, Sponsors, Regional Finance Authority, Leagues(users), Keystone Fund, Land and Water Conservation Fund, CDBG, Corporation Donations, In-Kind Support

Resource – Insurance (release of liability)
Source – In-Kind Support

Resource – Time
Source – ?

Issue # 2 – Waterway Maintenance/Depletion and Erosion Issues

Resource – Vegetation
Source – Harvest in Watershed, Nursery Donations, Delaware/Chester Farm Service Agency, Growing Greener, Urban Agriculture

Resource – Improved Design
Source – Design Professionals, Pennvest Clean Water Revolving Loan, Local Colleges and Universities, Private Property Owners, NPDES Phase 2, Municipal Ordinance, Stormwater Utility

Resource – Planning
Source – Rivers Conservation Planning Program

Resource – “Watershed” Parks Management (to address protection)
Source - ?

Issue # 3 – Alternative to Dollars for Creation and Maintenance of Facilities

Resource – Labor
Source – National Guard Reserves, Intergovernmental Personnel Assignments (IPA) Work Release, School and Community Service

Resource – Volunteers
Source – Community, Specialized User Groups, Fraternal Organizations, Service Groups, Labor Unions, Corporations, College Students, Watershed Volunteers

Resource – Maintenance Management Plans
Source – Colleges and Universities, Local Park and Recreation Departments, DCNR, Must Involve Maintenance Staff, Peer to Peer, Oglebay Park and North Carolina State, Professional Organizations

Resource – Equipment and Materials
Source – Community Contractors, Community Business, Labor Unions, Home Depot

Resource – Expertise
Source – Universities and Colleges

IDENTIFICATION OF RECOMMENDATIONS

Issue # 1 – Field Space for Youth, Schools, Adult Leagues

1. Don’t waste land on single purpose detention basins
2. Don’t waste land on single uses (encourage multi-use)
3. Maintain fields by top dressing with compost
4. Develop and circulate procedures for field maintenance and educate public
5. Use artificial turf to extend use (resting field issues)
6. Make turf permeable-Retention basins beneath
7. Sharing Resources – Need incentives among park owners/operators
8. Lighting to extend hours
9. Continuing education to parks employees and volunteers
10. Coordinated planning-Regional, multi-county, consolidated field space, need incentives, coordinate and meet needs
11. Use of brownfields as temporary recreation sites
12. Transfer development right to get larger parcels (like Game Commission)

**Issue # 2 – Waterway Maintenance/Depletion and Erosion Issues**

1. Design/convert retention ponds to free up land
2. Stormwater paradigm shift (recharge vs. piping away)
3. Use old dry ponds and floodplains for recreation
4. Handicapped access to dry basin areas (ADA funds)
5. Reuse detention basins (habitat, decreased maintenance dollars)
6. Design channels as nature does
7. Plan and design for watershed parks (low impact design)
8. Develop model zoning ordinances to create river conservation zones-
   Educate local officials, implement, enforce, monitor and document
9. Municipalities lead way and model good waterway management-Twp follow own ordinances, ID and showcase twp models
10. Educate professional communities on **Best Management Practices** (BMP’s)
11. Maintenance management must be a part of plan and design
12. Creative partnerships-Multi-uses
13. Regionalize watershed planning-County or multi-county

**Issue # 3 – Alternative to Dollars for Creation and Maintenance of Facilities**

1. Available through low interest loan
2. Pennvest-Clean water revolving loan
3. Low interest loans associated with storm water **Best Management Practices** (BMP’s)
4. Use friends groups for maintenance-Volunteer program coordinator, volunteer program, staff for community relations, tap into existing volunteer groups
5. Use PRPS as resource
6. Use PSU Cooperative Extension
7. Develop good marketing strategy for sustainable parks practices (creation, maintenance)
8. User fees for maintenance-labor, materials
9. Mid-Atlantic Federal Partnership for the Environment-13 federal agencies, in-kind services for urban areas
10. Share end of year needs with the community-incentive:tax writeoff, gift catalog
11. Better use of DCNR Advisors-Ideas, BMP’s, technical assistance direction, dollars, library ordinances, maintenance management plans), stakeholder meetings, yearly networking.
REPORTING INFORMATION FROM THE BREAK-OUT GROUPS

A representative from each break-out group summarized the information produced by each group and reported back to the group as a whole.

CLOSING AND NEXT STEPS

Don Gephart thanked the attendees for participating in the Stakeholder Meeting. He reminded everyone to fill out the evaluation forms. Volunteers who wanted to help implement the suggestions from the meeting could provide their name and other information at the bottom of the evaluation form.
DEPARTMENT OF CONSERVATION AND
NATURAL RESOURCES

Northeast Region Stakeholder Meeting Minutes

Sayre – April 25, 2002

PURPOSE

The purpose of the meeting was threefold:

1. Identify and prioritize recreation and conservation needs of the region and your agency/organization
2. Begin to develop strategies to address the needs
3. Begin to collect information for development of a statewide comprehensive outdoor recreation plan

WELCOME, INTRODUCTIONS AND OPENING REMARKS

Michele Breslin and Dennis Demara, Regional Advisors welcomed the attendees, reviewed the contents of the packets, and set the stage for the days work. On behalf of DCNR Secretary John Oliver, Tim Keptner, Chief of Regional Offices Division thanked the attendees for participating in the workshop. Kevin Abrams, Executive Director of the Northern Tier Regional Planning Commission presented the opening remarks. Kevin shared some of his experiences in the planning world over the last 22 years and emphasized the importance of partnerships and working on a regional basis to plan and implement positive change.
to benefit the residences and visitors of the Northern Tier Region.

Jennifer Handke, Lead Facilitator explained the facilitation process that would be used throughout the day. The attendees then took part in a brainstorming session that identified the three main needs that would be addressed in the break-out sessions: Environmental Issues; Planning, Funding, Coordination and Tourism. The information listed below was developed by the attendees in each break-out session. Spokespersons from each break-out group reported their findings to the large group at the end of the day.

ENVIRONMENTAL ISSUES

Priority # 1 - Define Rural Atmosphere

1. Keeping land in large parcels
2. Allowing economic activity on large parcels (timber, agriculture and silviculture-allow individuals to earn a living on the land).
3. Planning and management vs mismanagement
4. Diversity of use
5. Strong sense of community (small town atmosphere, preserve atmosphere)
6. Control development by proper planning
7. Preservation and maintenance of rural areas

Define Rural Atmosphere – Strategies and Solutions

1. Comprehensive planning on a regional level
2. Need state plan
3. More public meetings
4. Involve volunteers by forming advisory councils
5. Provide more resources to schools on planning
6. Grass root change by public-Newspaper editorials (State government needs changed)
7. Change mindset of public—Look towards future
8. Incentives for the farmer and keep them in rural areas
9. Farmland preservation
10. Purchasing farmland development and recreational, mineral/resource rights
11. Funding (speed-up process)
12. Speed up process review
13. Partner with political and county commissions/associations (PSATS, PSAB, Farm Organization, Conservation Districts)
14. Use computers, websites, e-mail
15. Utilize private sector (use environmental groups such as trout unlimited)
16. Write letters to legislators
17. Political weight
18. Marketing issue (tv commercials)
19. TV – Watershed groups
   a. Teacher workshops
   b. Grass roots

Priority # 2 Preservation and Maintenance of Rural Areas—Strategies and Solutions

1. Education on land use – Schools, media, private organizations, county organizations
2. Comprehensive community planning
3. Farmland preservation
4. More public involvement
5. Funding
6. Utilize private sector for support—Build consensus
7. Incentives for landowners, business and private sector Stewardship
8. Land Use Education
   a. Public support
   b. Environthon
   c. Forest stewardship
9. Comprehensive Planning
   a. Has many components—Form committees—Or hire consultants for counties/township
   b. Planning commission—Get involved
10. Farmland Preservation
   a. Counties provide-Agricultural Extensions, local government, agricultural security districts

11. Funding
   a. Capital campaigns
   b. Foundations-PR incentive
   c. State or federal/congressional funds
   d. Benefit for corporations-Good neighbor
   e. Regulators
   f. Tax exempt foundations
   g. Tax dollars-Assessments
   h. Bond issues at local level

12. Recycling
   a. Keep areas clean
   b. Clean-up backyard dumps
   c. Saving resources
   d. Litter-Visual
   e. Encourage purchase of recycle products
   f. Lobby for a bottle bill
   g. Education in schools
   h. Ask state legislator to introduce bill
   i. Bring items to area to recycle or dispose of at no cost
   j. Develop markets for recyclable products
      a. Legislation through local ordinances and enforcement
      b. Need cooperative magistrates

Complete List From Morning Brainstorming Session

1. Improve quality of life
2. Defining and maintaining rural atmosphere
3. Focus on preservation of rural areas
4. Protecting/preserving resources
5. Environmental concerns-Health of area and education
6. Enhance what we have-Rest areas, etc.
7. Night sky preservation
8. Re-forestation
9. Share information among groups
10. Environmental education schools
11. Environmental clean-up-Mines and Blue Fields
12. Combined sewers “chunks in creek”
13. Encourage recycling
PLANNING, FUNDING, COORDINATION

V. Priority # 1 – Matching Funds – Strategies and Solutions

1. Difficult to raise documentation of in-kind-Cash vs in-kind
2. Define what in-kind is
3. Allow agency more flexibility
4. Provide start-up funds
5. Reimbursement grants difficult
6. Coordination of grant timing, multiple grants
7. Allow flexibility in timing
8. Dedicated fund sources needed
9. Tipping fees
10. Cycle – two year vs three year
11. Development impact fees
12. Use what has worked for others

Priority # 2 – State Agency Cooperation – Strategies and Solutions

1. Summit of state agencies for coordination of grants/planning
2. Locals should prompt state agency cooperation
3. Annual watershed meeting
4. Center for local government services
5. Open cycle grants
6. State monitor local needs
7. State serve as database source

Priority # 3 – Partnerships – Strategies and Solutions

1. How to engage private sector
2. Establish database clearinghouse
3. Electronic discussion group

Priority # 4 – Land Use – Strategies and Solutions

1. Encourage local planning
2. Education of local officials
3. Send county planner to assist locals
4. Circuit rider
5. Land Conservancy
6. If local doesn’t ask, they don’t get it
Complete List From Morning Brainstorming Session

1. Land use
2. Protecting/preserving resources
3. Preserving greenspace
4. Preserve bodies of water
5. Protecting land resource
6. Coordinating recreation plans to use resources wisely
7. Preserving farmland
8. Identify and categorize natural resources
9. Need for county recreation plans
10. Find ways for various programs/agencies to partner
11. Matching fund requirements
12. Linkages-Improve connectivity
13. Timing of grants-Growing Greener has only two years left-Not enough
14. Night sky preservation
15. Regulated recreation link-Adirondack park area
16. Involve more stakeholders RR’s-Power company and private industry
17. Do not urbanize
18. Work with local officials on training and decision making
19. Coordinate surveys, inventories-Avoid duplication of efforts
20. GIS information-Same format
21. DCNR requirements make projects more expensive for townships-Davis Bacon Act and prevailing wage-Costs can increase by one third
22. State agency cooperation with counties (snowmobile club needs)
23. Match Northern Tier plan with other regions (regional planning, talk to counties)
24. Strong incentives for multi-municipal projects
25. Get private landowners involved in trails-Incentives to allow access
26. Coordinate grant sources to improve planning
27. Dedicated funding sources-Federal, state, county (legislation, bonding)
28. Structures considered in planning process
29. Standardized specifications for recreation plans (courts, playgrounds)

TOURISM

Priority # 1 – Define Recreation and Tourism

1. Recreation elements include hunting, fishing, handicapped activities, hiking, biking, bird watching, senior activities, use of natural resources, camping, water based activities, rock climbing, noise makers (ATV’s/ Snowmobiles), archeology, roller blading, skateboards.
2. Tourism includes recreation, historical/heritage, private industry, shopping/antiquing, scenic/sightseeing, solitude, geology, night sky, cultural/theater, retreat centers, natural resources

Priority # 2 – Identify/Inventory Tourism Attractions and Natural Resources – Strategies and Solutions

1. Find out what was done or being done
2. Conduct inventories (internships, class projects, community service dollars) Involve conservation districts and other agencies
3. Northern tier should consolidate inventories and coordinate grant money. (map them, identify gaps, identify needs, consider safety issues with facilities.

Priority # 3 – Support of Private Industry in Tourism – Strategies and Solutions

1. Help small businesses tap into tourism-How to market and see reality and advantages of tourism.
2. Heritage weeks
3. Chambers of commerce need to network
4. Dickins and Christmas
5. Chambers of commerce need full time marketing
6. Workshops-Pa Downtown Association
7. Cooperative advertising
8. Link on web to larger websites
9. Regional advertising on a regional theme
10. Visitor’s Bureau
   a. Advertising, but it cost
   b. Chambers free numbers
   c. Encourage small business to join visitors bureau and chambers of commerce
   d. Contests-Visitors get validated
   e. Tracking software needed to identify customers
11. Local business groups need to hype tourism
   a. Track zip codes
   b. Contests among small business
   c. Promote each others businesses
   d. Get beyond survival mode-Promotional thinking

Priority # 4 – Marketing Tourism – Strategies and Solutions

1. Education of local business and residents
2. Don’t create another urban area
3. No “Honky Tonk” places
   a. Comprehensive planning
   b. Need local regulations
4. Increases other opportunities
   a. Lodging
   b. Restaurants
c. Recreational-Boats, skateboards
d. Pollution
5. Study on Who-When-Why people come here
6. Pa. Marketing not based on Governor's agenda
   a. Lack of people
7. Funding
   a. Visitor Bureau Dues
   b. DCNR-Growing Greener Pa.
   c. State promotes tourism as #2 but need to fund it more
8. Education on respect for land and resources
   a. Recycling opportunities
   b. Spring clean-up (advertise it)
9. Township newsletter
10. Tax notice flyers
11. Advertise on cable TV

Complete List From Morning Break-out Session
1. Safety issues-Hiking trails
2. Increase water access
3. Increase outdoor activities
4. Identify tourism attractions and focus on them
5. Education of historical aspects
6. Develop a listing of all facilities and activities and a map of facilities
7. Increase “marketing” of recreation facilities
8. Define recreation-Private versus public land (four wheelers, boundaries, hunting, fishing)
9. Support of private industry/tourism

Closing and Next Steps

Michele Breslin and Dennis Demara thanked the attendees for their participation throughout the day. All those that were invited to attend the meeting would receive summary reports. Volunteers that signed the evaluation sheets would be contacted to begin implementing the recommendations identified at the meeting.
PURPOSE

The purpose of the meeting was threefold:

1. Identify and prioritize recreation and conservation needs of the region and your agency/organization
2. Begin to develop strategies to address the needs
3. Begin to collect information for development of a statewide comprehensive outdoor recreation plan

The meeting covered five counties including McKean, Potter, Elk, Cameron and Clearfield. The full day workshop started at 9:00 AM and ended at 3:00 PM with 25 attendees taking part in the facilitation process.

WELCOME, INTRODUCTIONS AND OPENING REMARKS

Mark Kulich, Regional Advisor welcomed the attendees, reviewed the contents of the packets and set the stage for the days work. On
behalf of DCNR Secretary John Oliver, Tim Keptner, Chief of the Regional Offices Division thanked the attendees for participating in the workshop and emphasized the importance of their involvement in the process. Ron Kuleck, Executive Director of the Northcentral Pa. Regional Planning and Development Commission spoke about the decreasing supply of water, the poor quality of water, the region being a dump site for the larger cities, and the importance of planning. Sandra Biedenbach, Lead Facilitator explained the facilitation process that would be used throughout the day. The attendees then took part in a brainstorming session and identified the major needs and issues facing the region. Based on the list, the items were categorized as either Resource Management or Tourism: Planning, Development and Marketing. Items in the general brainstorming session were listed under each of the two major topics. There were some items that fell under both topics. See brainstorming list at the end of each major topic titled “Complete List from Morning Brainstorming Session”. At that point the attendees were given the choice of participating in one or two break-out sessions dealing with these two major headings. The first task in each group was to prioritize the list of needs and issues. Once that was done the facilitators lead each group through the identification of strategies and recommendations. The information listed below was developed by the attendees in each break-out session. Spokespersons from each break-out group reported their findings to the large group at the end of the day.

**RESOURCE MANAGEMENT**

Priority # 1 – Improve Existing Parks – Strategies and Solutions

1. Walking trails (educational and interpretive) - Involve community groups/schools (biology teachers, students, boy scouts meet in
park, schools and groups develop partnerships with parks). Handicapped accessibility important.

2. Swimming pools (municipal resources)

3. Funding/Money – Summer charges. Problem-Potter County (50% of land not taxable, legislative changes needed to provide funding in lieu of lost taxes to support costs of infrastructure and emergency services). Inter-municipal partnerships - Law changes, consolidate resources, state assistance(DCED), referendum votes, need more encouragement from state resources

4. Establish county/regional contacts

5. Lodging facilities in parks (lodges, cabins, camping hook-ups)

6. Improve/add restroom facilities

7. Find funding - Walmart, Home Depot, non-profit foundations, web for resources, sports equipment suppliers, Elk Foundation, Pheasants Forever, private groups, county conservation districts. Problem-State grant requirements increase cost of projects - Can usually complete the project at same cost without grant

8. Adopt-A-Project - Identify groups (outreach, community clubs, correctional facilities, recreational coordinators, volunteers, let people get involved

9. Develop “recreational specialists” for local areas (conservation districts, funding, regional/small communities (cannot support by themselves)

Priority # 2 - Funds to Maintain What We Have - Strategies and Solutions

1. Problem - Maintenance is first thing to be cut in budgets. Solution - Summer help (develop groups to take over responsibility to maintain parks, develop trust funds, 503.C3 non-profit groups, district magistrates require community work instead of fines)

2. State funds - Money available to build, not to maintain dirt and gravel surfaces. Access and use of matching grants. Develop
operating and maintenance grant programs. Funding other than through competitive process. Cheaper to wait until something is “bad” enough to get a grant (recycling engineering projects for similar projects). State – Develop graduated “layers” for different types of projects.

3. Employees to set up legal trusts and address legal issues

Priority # 3 – Develop Trails (Bicycle, Motorized, Walking, Horseback) - Strategies and Solutions

1. Obtain checklist for going through grant process
2. Current process is difficult, cumbersome, no direction
3. Re-evaluate current resources assigned to trails
4. Plans – Develop early so PennDot can incorporate into their plan
5. Liability – Education about laws. Make laws stronger to limit liability. Frivolous law suit legislation - Work through state legislature
6. Open up closed roads
7. Prohibitive factors - Illegal dumping, liability, road maintenance. Resources - Stronger private enforcement, surveillance cameras, develop laws/regulations, Game Commission, county-wide trash pick-up, garbage surcharge, county-wide clean-up days, trail associations (adopt-a-trail)
8. Road maintenance – Resources – ATV/Snowmobile registration fees, education of private landowners, public/private, identify trail users (can’t have multiple uses), requirements for trail uses, location of trails and number of users, balance need with resources, have to maintain, need dollars, different maintenance needs for different uses, not enough trails for everybody to be happy, improve/connect existing system (talk to landowners, collaborate with associations)
9. Misuse of existing trails - Need signs (speed, courtesy, trail), citizens should report violators, provide signs with information on who should receive violation reports, balance use with
environmental concerns, increase penalties, confiscate equipment, larger fines, rewards for convictions
10. Restrict usage to clubs – Badge identification system, check points, bylaws/rules of conduct, clubs help with maintenance and enforcement
11. Restrict access points

Complete List From Morning Brainstorming Session

1. Visitor’s welcome center – I 80 (northern access from edge of state)
2. Development of bicycle trails
3. More support for urban forestry
4. Maintenance infrastructure issues
5. Programs for promotion of resources
6. Address playground safety in municipal parks
7. Update communications infrastructure
8. Promotion of resources through planning and conservation
9. Diversity tolerance issues
10. Enforcement of illegal dumping
11. Promote sustainable forest management
12. Promote land acquisition/land swapping
13. Funding for private forest land management
14. Help for small water systems, water quality
15. Improve and update existing parks and facilities
16. More state funds to maintain what we have
17. Transportation issues
18. Promoting planning ethic
19. Premier nature tours on east coast
20. Taxation/economic issues for local government
21. Downhill skiing in this region
22. Improvement of main streets in the region
23. Incentives for multi-municipal cooperation
24. Develop planned signage
25. Develop lodging
26. Coordination of group tours/outfitting entities
27. Tourist promotion agencies
28. Promoting wetlands/ground water issues
29. Develop a regional identification
30. Conserve historic sites
31. More cooperation with DCNR and DCED for area development
32. Better communication between communities to share information and to get assistance when needed
33. Interpretive programs at all state parks
34. Tree City program in downtown communities
35. Walking trails - More nature (danger/safety issues)
36. Motorized trails - More ATV and snowmobile
37. Connecting/linking existing trails
38. More horseback trails
39. Utilization of existing trails
40. Lodging development on public lands (cabins, lodges)
41. Lack of land development planning
42. Develop multiple recreation use areas

TOURISM, PLANNING, DEVELOPMENT, MARKETING

Priority # 1 - Visitors Welcome Center - Strategies and Solutions

1. Need internal/regionally staffed and interactive welcome centers
2. State funding
3. Tourist promotion agency funding
4. Use unstaffed kiosks
5. County funding of centers
6. Track outsiders
7. Identify resources in region
8. Serious need on northcentral border with New York State at Route 219
9. Need central regional welcome center
10. Have PennDot build a welcome center at 291, NY/Pa border
11. Partner with national forest/DCNR
12. Create a recreational authority - Partner with state/federal/local
13. Coupons as incentives to return
14. Marketexperiencepa.com
15. Kiosks in existing rest stops
16. Hotel tax for dollars for TPA’s
17. Recommend to Governor welcome center be built between Dubois and Lock Haven (Elk Study) or two centers. Rehab existing rest stops.
18. Video cameras at rest stops showing elk
19. Use shuttle buses to see elk at Kinzue Bridge
20. Elk farm - Interpretive stop
21. Include multiple options/activities
22. Driving tours available on line
23. Intermodal surface transportation
24. Partnering - Public and private
25. Local foundations
26. Utilize existing areas and facilities to promote tourism to this area

Priority # 2 – Trail Issues – Strategies and Solutions

1. Develop linkages between natural resources and communities
2. Adaptive reuse of existing corridors to create interpretive trails
3. Develop trailheads/centers
4. Link trails to communities
5. Need for a regional level plan between local and state levels
6. Incorporate multiple trail use - Recreational, historical, interpretive
7. Trail network using existing resources - Facilitate local level trail planning - Local management area large enough for resources - Coordinate uses
8. Develop map of existing trails, public and private (indicate accessibility)
9. Provide multi-municipal incentives
10. Existing trail maintenance/rehab - Done properly (sustainable)
11. Funding priority to existing trails
12. Safety liability waiver for landowners (standardized)
14. Review of regulations that impact trails across the board
15. Develop a closer connection with local media
16. Trail development needs to be compatible with resources
17. Listserve statewide to help facilitate communication and coordination.
18. Show municipalities impact from rail networks - Dollars spent
19. Reinvest ATV taxes Registrations into trail facilities
20. Technical documents to assist trails with common problems (bridges etc.) - Engineering to incorporate existing structures
21. Develop a 10 year vision of a regional trail plan (regional group) - Lumber Heritage of Pa. doing one
22. Focus on motorized trail development - State funding for motorized development, especially trails that link to a public segment
23. Be proactive on ATV trails
24. Identify human resources - Different stakeholders may be key
25. Create educational video based on trail success story
26. Start trail associations - Educate and provide technical assistance
Priority # 2 - Trail Issues - Resources

1. DCNR coordinate in one site - Problems/solutions with DEP permit requirements
2. Trailhead recommendations of facilities for specific use (bike, ATV) - Space needed for future use - Allegheny National Forest has information on site for ATV links
3. Lumber Heritage doing linkage study - Already funded
4. National Rails to Trails Association as education resource
5. Locals need state help dealing and coordinating with Allegheny National Forest
6. Mini PennDot trail - Specific course - Take out of 3-Day big transportation course
7. Use Center for Dirt and Gravel Road Resources

Priority # 3 - Lodging Development on Public and Private Lands - Strategies and Solutions

1. Lodging requires other services to support it - Infrastructure, restaurants
2. Look at Parks 2000 Plan - Tie in green bldg practices
3. Private development of/for eco-tourism
4. Promote bed and breakfast - Start-up incentives, market need for bed and breakfast
5. Marketing incentives - Packages, eco-tourism information
6. Balance lodging/demand
7. Small cabin (similar) development along Route 6 for travelers to reserve - Lodging pass with electric
8. Develop along National Forest property as opposed to reservoir - Leased concessions, etc.
9. Allegheny National Forest could be large enough to support lodging and all amenities associated with it
10. Market the need for developing lodging from a business/profit standpoint
11. Create large anchor facility that will encourage spin-offs of bed and breakfast
12. Startup incentives – SBA will underwrite some tourist/lodging development. Sell tourism as a viable economic component to banks
13. Sell stock/bonds for lodging coop - Reduces risk
14. Use Elk Terrace Lodge as a good example (luxury/economic)
15. Educate existing lodging to promote/capitalize on recreational niche - Give hospitality training by oil heritage region - They have a curriculum (also rural Pa course)
16. Bed and breakfast website - Link to eco-tourism private website
17. Train employers and employees on tourist hospitality
18. Change social perception on “sharing” the resources of the region
19. Rural Pa should develop a hospitality training course for this area
20. Overcome opposition to more lodging - Market the need for more lodging (appalachianregion.com)
21. Lumber region passport - Promote businesses
22. Discount card/credit card for tracking visitor purchases, etc.
23. Get university to develop hospitality course or Northcentral Regional Planning could do it - Use Americorp employees
24. Outline for business plan for lodging

Complete List From Morning Brainstorming Session

1. Diversity tolerance issues
2. Downhill skiing in region
3. Improve mainstreets in region
4. Develop planned signage
5. Coordination of group tours/outfitters
6. Develop regional ID
7. Conserve historic sights
8. Better communication between communities to share information
9. Interpretive programs at state parks
10. Tree city program in downtown communities
11. Transportation issues
12. Promoting planning ethic
13. Premier nature tours
14. Visitors welcome center
15. Lodging development on public lands – Cabins, lodges etc.
16. Link existing trails
17. Trail issues

Closing and Next Steps

Mark Kulich thanked the attendees for their participation throughout the day. All those that were invited to attend the meeting would receive a summary report. Volunteers that signed the evaluation sheets would be contacted to begin implementing the recommendations identified at the meeting. If you know of anyone else who would like to participate in serving on the implementation task force, have them contact Mark Kulich, Regional Advisor at (814) 871-4190.
PURPOSE

The purpose of the meeting was threefold:

1. Identify and prioritize recreation and conservation needs of the region and the agency/organization
2. Begin to develop strategies to address these needs
3. Begin to collect information for development of a statewide comprehensive outdoor recreation plan

The meeting covered eight counties including Adams, Cumberland, Dauphin, Franklin, Lebanon, Lancaster, Perry, and York. The full day workshop started at 9:00 AM with 55 attendees taking part in the facilitation process.

WELCOME, INTRODUCTIONS, AND OPENING REMARKS:

Cindy Dunlap, DCNR Regional Recreation and Parks Advisor, welcomed the attendees, introduced DCNR personnel, reviewed the purpose of the meeting, agenda, and set the stage for the day’s work. She also recognized the staff of the Southcentral Assembly for Effective Governance and thanked them for their assistance with the coordination of today’s meeting.

Dick Sprenkle, DCNR Deputy Secretary, addressed the group with additional remarks regarding the citizen involvement with our sister Bureaus of State Parks and State Forestry. He also mentioned the financial challenges facing DCNR in the next year’s budget, stressing the need to form partnerships and combine resources to overcome financial shortfalls.

Craig Zumbrun, Executive Director of the Southcentral Assembly for Effective Governance, also welcomed the attendees.

Beverly Cigler, Professor of Public Policy and Administration at Penn State University, was the guest speaker. She discussed how to successfully implement multi-municipal/regional projects. Based on her extensive research and experience, she came up with key components for success, which include the following:

- Commitment from the top
- Careful consideration of mission
• Action plan to resource commitment and explicit description of expected results
• Understanding of external and internal environments, including threats and opportunities faced and strengths and weaknesses of community/government
• Payoff guarantees that show direct measurable public return on investment in exchange for public resources
• Clearly targeted, implementable goals that build on community’s unique strengths
• Early focus on program implementation
• Designation of lead person or agency with authority and support
• Visible results on initial projects, to create the image that fosters future success

She also discussed barriers facing inter-municipal co-operative projects and how to overcome them. These are fully explained on the handouts she provided to the participants in the packet.

Sandra Biedenbach, Lead Facilitator explained the facilitation process that would be used throughout the day. The attendees took part in a brainstorming session and identified major needs and issues facing the region. Based on the list, items were categorized as Land Use, Open Space and Recreation Development. Items from the general brainstorming session were listed under each of the three major topics. There were some items that fell under all of the topics. (See brainstorming list at the end of each major topic titled “Complete List from Morning Brainstorming Session”). Attendees were given the choice of participating in one of the three breakout sessions. First, each group was to prioritize the list of needs and issues. Once that was completed, the facilitators lead each group through the identification of strategies and recommendations. The attendees developed the information listed below in each breakout session. Spokespersons from each breakout group reported their findings to the large group at the end of the day.

LAND USE

Priority # 1 – Cooperation Between Constituencies – Strategies and Solutions

Constituencies are municipalities/counties, schools, colleges, universities, water/sewer authorities, non-profits, healthcare, economic/industrial development, interest groups, general public, private industry, faith based groups, government agencies, transportation authorities

1. Identify common interests and goals
2. Identify common threats
3. Set up network/means of communication among constituents (list serve, e-mail, website)
4. Go to county planning first depending on capability, existing recreational programs
5. Another coordinator – College/university workshops
6. Publish success stories  
7. Get information to people beyond newspaper (website, forum for ongoing dialogue, electronic town hall)  
8. Look at resource availability/commitment – Use eight step process in Dr. Cigler’s presentation  
9. Institutionalize paradigm – Must broaden input and desire to educate ourselves about everyone else  
10. Establish mission/vision  
11. South Central Assembly for Effective Governance – Serve as coordinator and convener  
12. One-on-one meetings – Make the rounds  
13. Identify areas of cooperation and prioritize implementation plan (pick our battles)  
14. May need to break into smaller groups/categories  
15. Identify facilitators – i.e. Southcentral Assembly, county, PA Recreation and Park Society  
16. Create incentives and measurable outcomes in state plan that should become element of larger plan to ensure priorities are not conflicting  
17. Ensure state priorities do not conflict with available funding  
18. Hold constituents accountable for having plans before getting grants – Follow plan

Priority # 2 – Comprehensive Planning, Programming and Budgeting – Strategies and Solutions

Constituencies- see Land Use Priority #1

1. Establish a vision/mission - Tie to vision/mission developed for cooperation between constituencies  
2. Create action levels at local level with overall mission  
3. Find out what resources are available – Database (socio-economic business, types of facilities, types of land use, utilities, transportation corridors  
4. Research why existing plans being done  
5. Housing, roads, etc. now driving plans, not recreation. Recreation needs to be in a separate plan  
6. DCNR should push best models for planning (York)  
7. Project future needs linked with environmental constraints  
8. Need financial commitment for planning  
9. Once you have existing resources and needs identified, put in database and identify action items (who does what, who is responsible, prioritize and develop time line)  
10. Action items have to involve all the constituents  
11. Define-What is recreation? Share/promote definition. Think outside the box as to what is recreation (cemetery, museum, mall-places to take walks)  
12. Expand programming needs to allow for interests of shifting population  
13. Think outside the box – Identify recreational activities and include programming activities
14. Consistency between municipal, county, state planning – Create links between plans to account for elements in each
15. Legislative review to promote consistency with budgeting
16. Include community input—Allow for community demand—Get their attention—Make relevant to them
17. Allow for consumer behavior

**Priority # 3 – Education (Bring Community into Curriculum)**

**Strategies and Solutions**

1. Allow for consumer behavior
2. Need to know how individual actions affect the whole
3. Need research to demonstrate and disseminate information on inter-relationships in community
4. A larger curriculum on local government-Fundamental changes to curriculum. What is a comprehensive plan, recreation elements?
5. Same level of education is needed for local officials
6. Physical education at schools is not geared to lifelong recreation opportunities (example: take kids camping)
7. Have education through experience—Have kids be part of a recreation plan
8. Develop examples of activities for kids—Envirothon, role playing, cultivate existing activities (county development days where kids shadow government officials)
9. Focus group with kids—Need to see results
10. Need a call to action—What do you want them to do?
11. Help school districts with ways to incorporate land use concepts into mandated curriculum—Tools such as Simcity
12. Education and recreation can go hand-in-hand
13. Create educational outdoor landscapes—Competitions between classes and schools
14. Need more dialogue between DCNR, county parks, and school systems
15. Create Scholarship program—Have specific days like Agriculture Day
16. Educate teachers and kids—Leadership Lebanon Valley
17. Mandatory education for elected officials (local and state) – Utilize distance learning simulations, hands-on tools as an alternative to another meeting for local officials
18. Need to avoid “Nimby” syndrome—Resources are there, need to promote, need understanding of issues around zoning
19. Every household should get copy of plan, hold town meetings, and include pictures of present and future
20. Address misconceptions by local officials—Give case studies, develop state level template
21. DCNR should disseminate information to recreational groups on impacts of their recreation on the public (hiking, ATV, boating, camping, horseback riding)
22. Mentoring and orientation programs – Teach groups how to function (state associations can help)
Complete List of Topics From Morning Brainstorming Session

1. Maintaining industry and job opportunities
2. Education of public officials
3. Support shade tree program
4. Comprehensive planning, programming, and budgeting
5. Brownfield development
6. Partnerships with multiple stakeholders
7. Linking volunteers with public agencies
8. Limiting suburban sprawl
9. Mandates with funding
10. Transportation improvements in context with natural and cultural features
11. Preserve the farmer
12. Sharing of resources
13. Fewer municipal boundaries
14. More vital urban boundaries
15. Links between alternate modes of transportation – Encourage mass transportation
16. Accessibility
17. Air quality and pollution
18. Integration of community school systems – Share information
19. Night sky/dark sky concepts
20. Incentives to change cultural values
21. Healthy rivers and streams
22. Significant growth without losing natural and cultural resources
23. Walk to school programs
24. Farmland preservation
25. Funding and better communication
26. Linkage between areas (open space, urban, recreation facilities, economic reasons)
27. Vitality
28. Buffers between land use
29. Noise pollution reduction
30. Bring together economic development and conservation
31. Sustainable agriculture
32. Areas that look nice
33. Quality urban housing
34. Tie rental properties to greenspace and tree planting
35. More authority/responsibility for local planning
36. Not every municipality should have to plan for every category – Level of detail left to locals not in-state mandate
37. Involve community to get buy-in
38. Water and sewer infrastructure
39. Watershed protection
40. Multi-municipal recreation planning and cooperation
41. Accommodating growth in long-term comprehensive plan
42. Allow mixed use/village concept, sustainable communities
43. Make more effort to integrate across concerns/issues rather than pigeon-holing
44. Integrate social, physical, and economic factors
45. Remove municipal/borough boundaries through school systems
46. Link land use issues with health care and quality of life
47. Blanket common language between health care, school, municipal communities
48. Incentives to private industry to build parks and recreation facilities
49. Costs for facilities falling unfairly on larger, more established cities – Resource allocation for maintenance (long term economics) – Research and analysis to understand the economic issues
50. How to keep our kids (most valuable resource) in the state
51. Cooperation between constituencies
52. Review of local government structure
53. Education – Bring community into curriculum of school

OPEN SPACE

Priority # 1 – Comprehensive Planning and Budgeting – Strategies and Solutions

1. Needs to be done by local government in cooperation with other local governments
2. Public participation at the municipal level – Public meetings, target groups, go to schools, senior centers, internet
3. Municipal planning code – Revise the code to respond to citizens’ needs
4. Development of regional framework – Incorporate industry/industrial development by South Central Assembly – Transportation issues
5. Statewide planning office/dept./commission needs to be created by general assembly – Include all types of issues
6. Integration of communications on all levels – Local, state, private, non-profit
7. Municipal associations need to work together to influence legislators to change municipal planning code. Give municipalities the power to be proactive rather than reactive
8. Plans need more emphasis on implementation
9. Updates to plans need to be more frequent than every ten years
10. Need for better population and demographic projections

Priority # 2 – Natural Areas Preservation – Strategies and Solutions

1. Coordinate/partner with private groups – Such as the Audubon Society
2. Require developers to include greenspace
3. Education on value of natural areas
4. Provide options to encourage developers to conserve natural areas
5. Corporate partnerships with government and other stakeholders
6. Educate through newsletter and website for land -- what is available, at what cost, and what can they do?
7. Understanding by local officials of what landowners need – Options, incentives in order to conserve land
8. Ensure continued commitment to state greenway plan
9. Stronger support of land trusts by state, county and municipality
10. More aggressive marketing of the importance of natural areas—Use of government hired consultant

**Priority # 3 – Farmland Preservation – Strategies and Solutions**

1. Agriculture preservation zoning – By local municipalities, involve local citizens in decisions, involve growth boundary lines, partner with other levels of government, consistent definitions
2. Pursue other types/sources of funding – Government, foundations, non-profits
3. Impact fees on developing farmland based on quality of land
4. Municipalities need to advocate for impact fees through legislature
5. Develop ways to keep farms in the family – Raise tax benefit for placing conservation easement on farm and natural lands – Remove death tax
6. Evaluate clean and green program by legislature, advocating by municipalities, associations, etc.

**Priority # 4 – Natural Land and Rare Habitat Preservation – Strategies and Solutions**

1. Encourage land trusts to think broadly (multiple purposes for land use)
2. Acquire sensitive land
3. Remove zoning barriers to alternate development
4. Incorporate natural land and rare habitat into comprehensive planning documents
5. Property tax incentives for conservation easements

**Complete List of Topics From Morning Brainstorming Session**

1. Healthy forests and woodlots
2. Farmland preservation
3. Links between areas
4. Vitality
5. Limit suburban sprawl
6. Natural areas preservation
7. Creation of land conservancies
8. Education of public officials
9. Comprehensive planning and budgeting
10. Partnerships with multi-stakeholders
11. Linking volunteers and public agencies
12. Natural vegetation
13. Sharing resources
14. Areas that look nice
15. Healthy rivers and streams
16. Expanding land management of protected lands
17. Preserve unique landscapes
RECREATION DEVELOPMENT

Priority # 1 – Expanded Trail Opportunities – Strategies and Solutions

1. Greenways Plan which includes – linkages of motorized, water, walking, bike, rail to trail
2. Create DCNR Rec. Advisory Committee
3. Create Snowmobile/ATV advisory committee

Priority # 2 – Provide and Promote Accessible Recreational Services and Facilities

A) Strategies and Solutions

1. Affordable residency, geographic proximity, transportation, ADA, non-discrimination, safety
2. Incorporate a visioning process in municipalities
3. Transportation accessibility for everyone
4. Promote education and implementation of Greenways Plan
5. Investigate available tax money that can be used for recreational purposes (Act 10)
6. Educate public to what is available
7. Promote consolidation of municipalities
8. Coalition groups to address issues
9. Eliminate residency requirements
10. Educate local officials
11. GIS mapping of facilities
12. Inventory of available facilities and programs
13. Create recreation districts similar to consolidation of school districts

B) Resources/Sources

1. User fees/tipping fees into fund
2. All state agencies should receive general fund funding
3. Technical assistance for local staff people
4. PRPS
5. Websites, local newspapers
6. DCNR Circuit Rider Program
7. Pressure legislators through lobbying groups
8. Publish a map/guide to public parks (inter-municipal)
9. Distribute DCNR public use trail maps
10. County government, tech schools, community colleges for GIS information
11. Partner with local media
12. School system to disseminate information
Priority # 3 – Elected Officials Need to Understand Role of Parks and Provide Financial Support

A) Strategies and Solutions

1. Educate government decision makers (elected and appointed, board members) to the role, benefits, and what they can do to accomplish this
2. Be a part of municipal officials associations, conferences
3. Mobilize local people to be active, promote ideas, run for office
4. Invite local officials to recreation sites, projects, events
5. Develop lists of resources/organizations for grass roots support
6. Printed explanations of value of recreation, facilities, services (easy to understand and specific to PA)
7. Responses to legislators, concerns about liability, and other concerns
8. Collect fees from developers
9. The development should improve recreational opportunities
10. Outline pending problems of cities and low income areas and areas without recreation facilities and opportunities
11. Incentives for inter-municipal cooperation to get grants
12. Get legislators to buy into recreation plans early

B) Resources/Sources

1. Sample land development ordinances (DCED)
2. Study how consolidated school districts were developed (as a model)
3. Petitions
4. Attend and report on meetings
5. Ask DCNR to help convince local officials
6. Ask DCNR to provide technical assistance
7. Two-way street (DCNR needs to inform municipalities of grant problems ahead)
8. National Rec. and Park Association

Complete List of Topics From Morning Brainstorming Session

1. Expanded hunting opportunities
2. Policy to promote safety of traffic and bicycles – Multi-Use areas
3. Comprehensive planning, programming, and budgeting
4. Fishing and boating infrastructure
5. Marketing
6. Stronger partnership with multi-stakeholders
7. Linking volunteers with public agencies
8. Encourage educators and recreational partnerships
9. Community vitality that promotes recreation
10. Cultural and recreational tourism
11. Sharing of resources
12. Fish and wildlife based recreation
13. Recreation to enforce active living and produce vitality
14. Historic preservation –ethnic and cultural
15. Rivers/waterways access for recreation  
16. Recreation compatible with resources  
17. School districts open to community recreation  
18. More park and recreation services delivered on regional level  
19. Get rid of discriminating practices due to location – Affordability, access  
20. Involvement and representation at local level  
21. Regional parks and regional community centers  
22. Expanded trail opportunities  
23. Education of elected officials to understand role of parks and provide financial support  
24. Use school district boundaries to form park and recreation department  
25. Necessary resources for public officials  
26. Public support  
27. Multi-programming for all generations  

CLOSING AND NEXT STEPS

Lori Kieffer Yeich thanked the attendees for their participation throughout the day. As a follow-up to the meeting, all that were invited to attend the meeting would receive a summary report. Volunteers that signed the evaluation sheets will be contacted to begin implementing the recommendations identified at the meeting. If you know of anyone who would like to participate in serving on the implementation task force, have them contact Lori Kieffer Yeich, Regional Advisor at (717) 705-5956 or Cindy Dunlap, Regional Advisor at (717) 772-4362. Lori and Cindy will be coordinating these efforts with the staff at Southcentral Assembly for Effective Governance.
PURPOSE

The purpose of the meeting was threefold:

1. Identify and prioritize recreation and conservation needs of the region and the agency/organization
2. Begin to develop strategies to address these needs
3. Begin to collect information for development of a statewide comprehensive outdoor recreation plan

The meeting covered four counties including Lackawanna, Monroe, Pike and Wayne. The full day workshop started at 9:00 AM at the Lackawanna Heritage Valley Center with 57 attendees taking part in the facilitation process.

WELCOME, INTRODUCTIONS AND OPENING REMARKS:

Michele Breslin, DCNR Regional Advisor kicked off the meeting by welcoming over 60 participants. Michele emphasized that DCNR was here to listen and to gather input and information about the needs, visions, issues and challenges in the four county area. In addition, the group would consider solutions and implementation strategies to meet those needs. The contents of the information packets were reviewed and then the meeting was turned over to Dennis DeMara, Regional Recreation and Heritage Parks Supervisor. Dennis set the stage for the meeting and introduced Tim Keptner, Chief of the Regional Offices Division. Tim, on behalf of the department, thanked the group for attending the meeting and urged the attendees to participate fully in the intensive workshop.

Five speakers made five minute presentations on how their successful projects were developed from the initial vision to the many opportunities for partnerships. The presenters included Bud Cook, Pocono Director of the Nature Conservancy; Sally Jones, Watershed Coordinator of the Pike County Conservation District; Bernie McGurl, Executive Director of the Lackawanna River Corridor Association; Samantha Holbert, Recreation
and Park Director in Stroud Township, Monroe County and Grant Genzlinger, Project Coordinator of the Wayne County Historical Society.

Joe Frassetta, lead facilitator explained the facilitation process that would be used throughout the day. The attendees took part in a brainstorming session to identify the needs and issues facing the region. As a result, the information was grouped under three major topics: Acquisition and Protection-Open Space, Greenways and Trails; Education, Cooperation and Information Strategies; Economic Development, Environment and Growth Management. (See brainstorming list at the end of each major topic titled “Complete List from Morning Brainstorming Session”).

Attendees were given the choice of participating in one of the three breakout sessions. First, each group was to prioritize the list of needs and issues. Once that was completed, the facilitators lead each group through the identification of strategies and recommendations. The attendees developed the information listed below in each breakout session. Spokespersons from each breakout group reported their findings to the large group at the end of the day.

ACQUISITION AND PROTECTION – OPEN SPACE, GREENWAYS AND TRAILS

Priority # 1 – Property Acquisition (including rights of way, easements, leases)

1. Do it before development
2. Cultivate relationship with owner (non-profit groups can purchase quickly)
3. Options for acquiring (donations of easements, DCNR requires 50/50 match, earned income tax, legal/tax expertise, Tea-21/PennDot, bond issue, easements)
4. Educate public on importance/urgency and economic benefits of open space
5. Connect with hunting clubs and community organizations
6. Work with developers before engineering is done to incorporate open space into development
7. Outreach to developers – Building communities, not just houses
8. Land swapping with developers
9. Incentives to developers
10. Encourage planning and zoning (would improve sales)
Priority # 2 – Property Owner Protection

1. Liability issues
2. Protection of municipalities – Designated roads
3. Privacy – visual and sound
4. Enforcement (illegal use)
5. Educational materials (copy of law written by lawyers (state), PRPS and NRPA
6. Tax incentives for those who open up or donate land
7. Clubs and government entities to protect/maintain private land
8. State provide signs to mark trails (standard language, DCNR should provide wider variety)
9. Liability and insurance problems (cost, who provides it)
10. The Pennsylvania Recreation and Park Society and the National Recreation and Park Association should provide information on liability and insurance issues.

Priority # 3 – Develop Inventory of Open Spaces, Recreation Resources and Projects

1. Identify sensitive areas
2. Identify scenic areas
3. DCNR has funding for county greenway plans
4. Linking open spaces to urban areas
5. Educate municipalities to encourage inter-governmental cooperation for greenway management
6. Wish list of municipalities and their future projects (set priorities).
   County comprehensive plan may include this item

Complete List of Topics From Morning Brainstorming Session

1. Acquisition, coordination at local, state and private level
2. Link open spaces
3. Comprehensive inventory of trails and projects
4. Identify sensitive and scenic areas
5. Accommodate visitation without traffic
6. How do we administer properties (local governments partner with state agencies in managing large tracts)
7. Vistas are very important
8. Stakeholders meeting to inventory, map and identify projects
9. Enforcement for illegal dumping is needed
10. Natural areas and processes connected
11. Trail placement sensitive to private landowners property
12. Protection for private property owners (trail development, liability)
13. Patrolling/enforcement on private and public land with trails and greenways
14. Revitalizing mine areas and existing town so untouched land can be preserved
15. Easements over private property rather than buying land
16. Ridge-top development-Educate
17. Maintain and encourage access to public lands
18. Develop strategies and shared expertise in cultivating and maintaining relationships with private property owners
19. Acquire property up-front before development
20. Use of fringes of forest lands, industrial parks, PennDot right of ways
21. More, larger and safer places for the use of ATVs and other motorized vehicles

EDUCATION, COOPERATION AND INFORMATION STRATEGIES

Priority # 1 – Marketing Tools to educate on Open Space (open space areas include public and private lands, wetlands, forest areas, recreation areas, agricultural land, etc.)

1. Develop a brochure for the general public and landowners
2. Newspaper articles for the general public and landowners
3. Websites for similar organizations and schools
4. Training for local elected officials, teachers and volunteers
5. Public signage at sites
6. Public presentations to local officials and the general public
7. Municipal meetings with local officials, planning commissions, and the public
8. Municipal newsletters
9. Association magazines (community organizations, local officials, interested parties)
10. Special events targeting conservation groups
11. Sharing mailing lists
12. Need outreach to uninformed (school children, parents), focus mailings, fliers, etc.
Resources/Sources
1. Universities
2. State agencies
3. Funding - State Legislator should be aware of project
4. Children (schools, intermediate units)
5. Girl/boy scouts
6. Volunteer action centers
7. Federation of sportsmen clubs
8. Elected officials
9. Local government
10. Conservation districts

Priority # 2 – Encourage Participation in EAC’s (local environmental advisory councils) for Environmental Preservation

1. Educate municipal officials on EAC’s
2. Incentive/priority funding for municipalities that have EAS’s (from state agencies)
3. Environmental issues are not necessarily regulatory issues – Educate municipal officials on this
4. Educate municipalities about not discouraging growth, but encouraging smart growth
5. Have EAC’s and planning commissions cooperate

Resources/Sources
1. PEC
2. Funding
3. State Agencies
4. People/citizens
5. Environmental Groups
6. Non-Profits
7. Industries/businesses

Priority # 3 – More Partnering with the National Park Service and DCNR (Include Locals)

1. Communication between all entities
2. Better coordination between state agencies and move on to local level
3. Communicate with Representatives
4. Use DCNR Regional Advisors as liaisons
5. Use other state agencies and stakeholder reps as liaisons
6. Create a clearinghouse of agencies and define what they do

**Resources/Sources**
1. Funding
2. People
3. Government Officials
4. Volunteer groups/watershed groups
5. Create clearinghouse for information and agencies and what they do
6. Local Government Associations
7. Websites

**Complete List of Topics From Morning Brainstorming Session**

1. Marketing tools to educate on open space
2. Encourage participation in EAC’s (local environmental advisory councils) for environmental preservation
3. More partnering with the National Park Service (NPS) and DCNR
4. Look for resources from Township and Borough Associations
5. Water resource conservation and protection
6. Mentoring system – Involve young people in all aspects (conservation, hunting, etc.)
7. Clearinghouse to better educate local governments about land use
8. Increase public awareness of what is available (recreation areas)
9. Systematic plan on management of lands is needed (clearinghouse)
10. Partnership with DCNR, Forestry and consider local land use at the county/municipal level
11. Cooperation in all activities is key
12. Focal organizations needed in dealing with municipalities for trail development
13. Inter-municipal cooperation
14. Partnership between Game Commission and people using trails
15. Overall planning concept (state continue working with local governments)
16. How do we educate recent urban dwellers who have moved into the area
17. Improve two-way communication with school at the local and state level
18. County and municipal planning commissions need to get involved (education)
ECONOMIC DEVELOPMENT, ENVIRONMENT AND GROWTH MANAGEMENT

Priority # 1 – Incentives For Managing Growth

1. Solution isn’t just money – We need to find other solutions
2. Political courage in making decisions
3. Educating those making land use recommendations
4. Write incentives into local ordinances
5. Comprehensive planning and compensation for municipalities for value of open space
6. Transfer of development rights on a regional scale
7. Legislative initiative to allow the transfer of taxes from one municipality to another
8. Keystone Opportunity Zones for growth management purposes
9. Development of official township map, plus interaction with State should cause DCNR to pay attention to map and give priority for funding
10. DCNR or DCED funding to municipalities or counties to hire positions such as environmental planners

Priority # 2 – Economic Development Paired With Environmental Responsibility

1. Use natural resources to entice/promote tourism industry
2. Ensure compliance with existing laws/regulations
3. Use best management practices
4. Focal point and money
5. Targeting infrastructure only for certain areas
6. Changing economic models to cultivate environmental costs
7. Recruit thru chamber of commerce environmentally friendship firms

Priority # 3 – Communicating Economic Value to Elected Officials

1. Fiscal impact analysis
2. Regional workshops to explore Growing Greener concept – Partner with PSATS, PSAB, and other municipal officials
3. Workshops for developers, builders, planning community, etc.
4. Stay ahead of the real estate market by educating landowners
5. Economic impact of nature-based tourism – Heritage tourism
6. Continuous/frequent contact with legislature about issues
7. Communicating to businesses, industry the importance of being good stewards of the environment (conservation by design)
8. Modeling tool for “build-out” analysis
9. Use surveys, information sessions, public information campaign to communicate to constituents information on open space
10. Linking townships with similar issues (dialog, case studies, successes/failures)

Complete List of Topics From Morning Brainstorming Session

1. Encourage business opportunities for recreation and tourism
2. Fiscal impact analysis for municipalities to use a planning tool county wide
3. Tax incentives to redevelop already disturbed areas
4. Strategy to stay ahead of real estate marketing
5. Economic development paired with environmental responsibility
6. Find funding sources other than government
7. Economic value as organizations compete with developers and elected officials to preserve open space (communicate this idea)
8. Funding from state to award those who have done good work at the local level
9. Financial resources to support/maintain the acquired resources (open space)
10. Tax incentives for private landowners
11. How to use natural resources to entice and promote tourism
12. Make sure that lawmakers understand that conservation money is well used
13. Encourage corporate participation
14. Every township/boro should have a community park that meets their local needs

CLOSING AND NEXT STEPS

Dennis Demara and Michele Breslin thanked the attendees for their participation throughout the day. As a follow-up to the meeting, all that were invited to attend the meeting would receive a summary report. Volunteers that signed the evaluation sheets will be contacted to begin implementing the recommendations identified at the meeting. If you know of anyone who would like to participate in serving on the implementation task force, have them contact Dennis Demara or Michele Breslin at (570) 963-4157.
Appendix 3
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Appendix 4
2003 Recreation Participation Survey

1. What is the name of the COUNTY you live in?

2. What are your favorite things to do with your free time? [accept up to three responses]

3. [IF MORE THAN ONE RESPONSE IN 2] Which of these do you most enjoy doing?

4. Thinking about this past week, how many hours did you spend being physically active?

5. How many of those hours did you spend in light physical activity that did not make you sweat or breath hard?

6. And how many hours did you spend involved in heavy physical activity that made you sweat or breath hard?

7. In the past 12 months, did you participate in any kind of outdoor recreation from walking or birdwatching around your home to activities like camping, fishing, swimming, boating, hiking, off-road driving, or any other type of outdoor activity?

   [if no to Q7, skip to demographic questions]

   [if yes ask What benefits do you think you receive from participating in outdoor recreation activities?]

8. I would like you to think about the outdoor recreation activities you took part in during the past 12 months. Include any outdoor activities you did around the home, on vacations, trips, or any other time. We are interested in a wide range of outdoor activities from walking, bicycling, and birdwatching to camping, boating, skiing, and so forth.

   [NOTE: WE MAY WANT TO CONSIDER ROTATING THE ORDER OF THIS LIST]

   I am going to begin by asking about some individual sports… During the past 12 months did (you/subject)…

   A. Go swimming
   B. Play tennis
   D. Play golf
   F. Go roller blading
   G. Go skateboarding
   H. Go jogging
   I. Go walking pleasure or for fitness

   Now I'd like to ask about some group or team sports… During the past 12 months did (you/subject)…
J. Play basketball
K. Play baseball or softball (if yes find out which)
L. Play football or soccer (if yes find out which)

Now I'm going to ask about some viewing and learning activities… During the past 12 months did (you/subject)…

M. Go sightseeing or driving for pleasure
N. Go to view natural scenery
O. Go bird or wildlife watching (if yes find out which)
P. Visit natural or wilderness areas
Q. Go picnicking

The next set of activities ask about trail, road, and or street activities… During the past 12 months did (you/subject)…
(For trail activities find out where there are doing this on designated trails or elsewhere
P. Go bicycling or mountain biking (ID which)
Q. Go horseback riding
R. Go hiking
S. Go on nature walks
T. Go off-road motorcycling, four-wheel driving, or ATVing (follow up with each if yes?)

Finally, I want to ask you about some winter activities…During the past 12 months did (you/subject)…

U. Go snowmobiling
V. Go ice skating
W. Go downhill or cross-country skiing (follow up with each if yes)
X. Go sledding

I now want to ask about some outdoor activities… During the past 12 months did (you/subject)…

Y. Go boating, canoeing, or water skiing (ID which one)
Z. Go fishing
AA. Go hunting or sport shooting (if yes find out which)
BB. Go camping

[EACH ACTIVITY THAT RECEIVES A "YES" ABOVE IS ASKED THE FOLLOWING SERIES OF QUESTIONS]

9. On how many days did (you/subject) [activity] during the past 12 months?

10. On how many of those days did (you/subject) [activity] in Pennsylvania?
11. Of the activities which you DID NOT do in the past 12 months, are there any which you like to do?

12. Which ones?

[FOR SWIMMING, TENNIS, BASKETBALL, ICE SKATING]

13. Did (you/subject) [activity] indoors at all?

14. On how many different days did (you/subject) [activity] indoors?

[FOR BOATING]

15. Do (you/subject) usually go boating with a powered or non-powered boat?

[ COST ITEMS - RANDOMLY CHOOSE ONE ACTIVITY ]

16. How much did (you/subject) spend in the last 12 months on equipment to participate in [activity]?

17. How much did (you/subject) spend on other items, that is non-equipment items, to participate in [activity] in the last 12 months?

18. The last time (you/subject) [activity], how much money did you spend on that occasion?

DEMOGRAPHIC ITEMS

AGE. What was (your/subject's) age on (your/his/her) last birthday?

EDUC. What is the last grade level of schooling (you/subject) has completed?

PARKS. Do you agree or disagree with the following statement: I benefit from the public parks located in Pennsylvania.

LIFE. How satisfied are you with your life as a whole? Are you very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with your life as a whole?

RACE. Which of the following categories best describes your RACIAL background? Are you

INC. And, just for statistical purposes, we need to know if your total family income is above or below $50,000 per year?

SEX. Note gender of the respondent
Your opinions are crucial so that officials and residents can be better informed about recreation needs in Pennsylvania. Your opinions will be read and used. Confidentiality is ensured by pooling all responses for analysis. If you wish to comment on any question, or provide additional information, please use the margins or a separate sheet of paper. The questionnaire will take about twenty minutes to complete.

**Your help is greatly appreciated. Please help us serve you.**

Please use the stamped and addressed envelope to return the questionnaire to:

Dr. Chuck Strauss  
Director  
School of Forest Resources  
The Pennsylvania State University  
108 Ferguson Building  
University Park, PA 16802
In the first question, we would like to learn about your physical activity.

1. During an average week, how much time do you usually spend being physically active?
   a. Light physical activity: (Does not make you sweat or breath hard) ____times per week, for _____ minutes per week.
   b. Heavy physical activity: (Makes you sweat or breath hard)             ____times per week, for _____ minutes per week.
   c. Exercise to strengthen or tone your muscles:                ____times per week, for _____ minutes per week.

Now we would like to learn about your involvement in recreation.

2. During an average week, how many hours do you usually spend on recreational activities away from your home?
   Indoor: number of hours: ___________  Outdoor: number of hours: ___________

3a. What percentage of your recreational activities away from home take place at the following facilities?
   Local _____%   State _____%   Federal _____%   Private/Commercial _____%   Don’t Know _____

3b. When you participate in recreational activities away from home, with whom do you typically recreate?
   (please circle the correct answer)
   1. Alone  2. Groups of 1 or 2 other people  3. Groups of 3 or more people

4a. How many times have you or anyone in your household visited public recreation areas?
   In Pennsylvania   Out of State
   Last 3 months  ________  ________
   Last 12 months  ________  ________

4b. How long does it take you to travel to the recreation area in Pennsylvania you visited most often? __________ minutes.

4c. What was the other state you visited for recreation most often? ___________________________________________

5. Over the next five years, do you think your recreational activity will increase, decrease, or remain about the same?
   Increase   Decrease   About the same
   Indoor  ________  ________  ________
   Outdoor ________  ________  ________

6. The following problems often cause people not to recreate. Please check any that kept you or your family from participating in recreational activities in the past year:
   □ Facilities too far away
   □ Facilities too crowded
   □ Facilities poorly maintained
   □ Lack of facilities
   □ Areas not safe
   □ Lack of information
   □ Lack of access for disabled people
   □ Insects or animal pests
   □ Pollution problems
   □ Fees and charges
   □ Not comfortable with other users
   □ Personal health problems
   □ Not enough time
   □ Not enough money
   □ Don’t have the skills
   □ No one to recreate with
   □ Other (specify)
7. We would like to learn about how active you could be in helping public recreation in Pennsylvania. You will not be contacted. On a scale of 1 to 5 where 1 indicates Strongly Disagree and 5 indicates Strongly Agree, please circle the number that best describes your opinion.

a. I would be willing to contact government agencies to support my activities and recreation areas ................................................................. 1 2 3 4 5
b. I would be willing to contact my state senator or representative to support funding for my activities and recreation areas ........................................ 1 2 3 4 5
c. I would be willing to volunteer at local and state parks, forests, and other recreation areas ................................................................. 1 2 3 4 5
d. I would be willing to donate money to support parks, forests, and other recreation areas ................................................................. 1 2 3 4 5

Next, we would like to learn how important you think recreation is.

Please answer on a scale of 1 to 5, where 1 indicates Unimportant and 5 indicates Very Important.

8. a. How important is outdoor recreation to you? ................................................... 1 2 3 4 5
   b. How important is indoor recreation to you? ............................................ 1 2 3 4 5
c. How important are public recreation areas and opportunities to you? ............. 1 2 3 4 5
d. How important were public recreation areas and opportunities in choosing where you live or work? .................................................. 1 2 3 4 5

9. From the following list of recreational areas, please check those near where you live that you think are adequate, should be increased, or should be improved: (Skip activity if you have no opinion.)

<table>
<thead>
<tr>
<th>Trail/Street/Road Activities</th>
<th>Adequate</th>
<th>Should be Increased</th>
<th>Should be Improved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking Paths (indoor/outdoor)</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Jogging/Fitness Trails</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Hiking and Backpacking Trails</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Equestrian Trails</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Bicycle Paths</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Mountain Bike Trails</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Off-Road Motorcycling Trails</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>ATV Trails</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Four-Wheel Driving Trails</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Scenic Drives</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Greenways</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Viewing/Learning Activities</th>
<th>Adequate</th>
<th>Should be Increased</th>
<th>Should be Improved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental Education Areas</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Heritage Parks/Historical Sites</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Outdoor Performance Areas</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Wildlife Areas</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Natural Areas</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Wilderness Areas</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Group Sports</th>
<th>Adequate</th>
<th>Should be Increased</th>
<th>Should be Improved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baseball Fields</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Softball Fields</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Football Fields</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Soccer Fields</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Basketball Courts</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Volleyball Courts</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Lacrosse Fields</td>
<td>□</td>
<td>□</td>
<td>□</td>
</tr>
</tbody>
</table>
10. Please check those recreational programs which should be expanded in your area:

- [ ] Arts and Crafts/Hobbies
- [ ] Athletics/Sports (tennis, golf, soccer, basketball, etc.)
- [ ] Cultural Arts (theater, dance, music)
- [ ] Environmental Education
- [ ] Before and After School Programs
- [ ] Teen Programs
- [ ] Pre-school Programs
- [ ] Fairs/Ethnic Cultural Events
- [ ] Fitness Programs
- [ ] Adult Education
- [ ] Senior Programs
- [ ] Other (Specify) ________________________________
11. If you or someone you know is mentally or physically disabled, please list the types of recreational resources near where you live that should be provided or expanded to meet their needs.

<table>
<thead>
<tr>
<th>Facilities/Equipment</th>
<th>Activities/Programs</th>
</tr>
</thead>
<tbody>
<tr>
<td>a.</td>
<td>a.</td>
</tr>
<tr>
<td>b.</td>
<td>b.</td>
</tr>
<tr>
<td>c.</td>
<td>c.</td>
</tr>
</tbody>
</table>

12. If you or someone you know is a senior citizen, please list the types of recreational resources near where you live that should be provided or expanded to meet their needs.

<table>
<thead>
<tr>
<th>Facilities/Equipment</th>
<th>Activities/Programs</th>
</tr>
</thead>
<tbody>
<tr>
<td>a.</td>
<td>a.</td>
</tr>
<tr>
<td>b.</td>
<td>b.</td>
</tr>
<tr>
<td>c.</td>
<td>c.</td>
</tr>
</tbody>
</table>

Next, we would like to learn how satisfied you are with Pennsylvania’s recreation areas.

13a. How satisfied are you with the recreation areas and opportunities available to you in Pennsylvania?

<table>
<thead>
<tr>
<th>Facilities/Equipment</th>
<th>Very Unsatisfied</th>
<th>Very Satisfied</th>
<th>Never Visited</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipal parks and recreation areas</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>County parks and recreation areas</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>State Parks</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>State Forests</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>State Game Lands</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Federal parks, forests, and recreation areas</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Private recreation areas</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

13b. If you are unsatisfied with any of the above, please help us understand your concerns by telling us why.

1. Municipal

2. County

3. State Parks

4. State Forests

5. State Game Lands

6. Federal

7. Private
In the next set of questions, we would like to learn about your attitudes towards recreation.

Please answer on a scale of 1 to 5 where 1 indicates Strongly Disagree and 5 indicates Strongly Agree.

14. **Open Space and Greenways**

   **Open Space:** Large undeveloped areas used for walking and other recreation.
   **Greenways:** Linear corridors of open space that connect people and places.

   a. Open space near where I live is threatened by development ........................................ 1 2 3 4 5
   b. There is enough protected open space near where I live ........................................... 1 2 3 4 5
   c. Public access to open space near where I live should be increased ........................... 1 2 3 4 5
   d. Municipalities near where I live currently work together to protect and link park and open space resources ................................................................. 1 2 3 4 5
   e. It is important that greenways/trails connect neighborhoods and other elements of my community .............................................................................. 1 2 3 4 5
   f. It is important that greenways/trails connect municipalities and parks within Pennsylvania .......................................................................................... 1 2 3 4 5
   g. Streams and rivers are in good condition near where I live .......................................... 1 2 3 4 5
   h. Streams and rivers are accessible near where I live ................................................... 1 2 3 4 5

15. **Public recreation quality**

   i. Public recreation areas near where I live are well maintained ................................... 1 2 3 4 5
   j. Public recreation areas near where I live are adequately policed .............................. 1 2 3 4 5
   k. The environmental quality of public recreation areas near where I live is good ...... 1 2 3 4 5

16. **Public recreation availability**

   l. There are enough public recreation areas close to where I live ............................. 1 2 3 4 5
   m. Public recreation areas near where I live are open at times convenient for me ... 1 2 3 4 5
   n. Public recreation areas and programs near where I live are accessible to people with physical and mental disabilities ......................................................... 1 2 3 4 5
   o. Public transportation to recreation areas near where I live meets my needs ....... 1 2 3 4 5
   p. Maintaining the public recreation areas we now have is more important than adding new parks in Pennsylvania .......................................................... 1 2 3 4 5
   q. Local government should do more to increase public awareness about the availability of recreation areas and opportunities ........................................... 1 2 3 4 5
   r. The Commonwealth of Pennsylvania should do more to increase awareness of recreation opportunities at State Parks and Forests .................................. 1 2 3 4 5
   s. Municipalities in my area should join together to form a park and recreation department .................................................................................. 1 2 3 4 5
   t. The availability of local recreation programs reduces youth crime ....................... 1 2 3 4 5
   u. Parks and natural areas increase the value of nearby properties .............................. 1 2 3 4 5
   v. Greenways and trails increase the value of nearby properties .............................. 1 2 3 4 5
Next, we would like to learn about your priorities for funding recreation in Pennsylvania.

17. From the following list of priorities for funding, please rank them in order of importance 1 through 7.
   _____ a. Acquire open space.
   _____ b. Acquire additional land and water areas for developed recreation.
   _____ c. Maintain existing park and recreation areas.
   _____ d. Provide programs at park and recreation facilities.
   _____ e. Supply information on recreation opportunities.
   _____ f. Assist local government with open space and recreation plans.
   _____ g. Assist local government in creating multi-municipal recreation departments.

18. Please rate your attitude toward the following funding suggestions.

   a. My municipality should have a permanent source of funding for park and recreation opportunities based on general tax revenues .................. 1 2 3 4 5

   b. The State should increase its permanent source of funding for park and recreation opportunities based on general tax revenues .................. 1 2 3 4 5

19. Please use the space below to make any other comments about recreation issues or needs in Pennsylvania. You may want to mention any problems you have about recreation that the survey did not cover.

                                                                                                                                  
                                                                                                                                  

Finally, we need to ask some questions about you and your household. This information is strictly confidential.

20. How would you describe where you live?  □ City  □ Suburb  □ Town  □ Rural Area


22. What is your zip code? ________________________________

23. How many years have you lived in Pennsylvania? _______________

24. What is your gender?  □ Male  □ Female

25. In what year were you born? (please write in the year) ______________

26. Do you use the internet?  □ Yes  □ No

27. Do you use the internet to find information on your recreational pursuits?  □ Yes  □ No

28. Are you satisfied with the information that you find on the internet about Pennsylvania recreation?  □ Yes  □ No
29. Is there a need for a central website linking information about Pennsylvania recreation opportunities?
   □ Yes    □ No

30. Do you have any disability that limits your participation in recreation activities?
   □ Yes    □ No

31. What is your ethnic background? (check all that apply)
   □ White
   □ Black or African American
   □ American Indian or Alaskan Native
   □ Asian
   □ Native Hawaiian or Other Pacific Islander
   □ Other
   ________________________________

32. Are you Hispanic or Latino? □ Yes □ No

33. What is your marital status?
   □ Single    □ Divorced/Separated
   □ Married   □ Widowed

34. How many people living in your household are in each of the following age groups?
   0 – 4 ____ 25 – 34 ____ 65 – 74 ____
   5 – 9 ____ 35 – 44 ____ 75 – 84 ____
   10 – 14 ____ 45 – 54 ____ 85 + ____
   15 – 19 ____ 55 – 59 ____
   20 – 24 ____ 60 – 64 ____

35. What is the highest grade level of schooling you have completed?
   □ Non-high school graduate
   □ High school graduate
   □ Some college
   □ Two-year or tech degree
   □ Four-year college degree
   □ Post-graduate degree

36. What is your best estimate of total family income before taxes? (Confidentiality is guaranteed.)
   □ Less than $10,000
   □ $10,000 - $14,999
   □ $15,000 - $24,999
   □ $25,000 - $34,999
   □ $35,000 - $49,999
   □ $50,000 - $74,999
   □ $75,000 - $99,999
   □ $100,000+

Thank you.
You have now completed the survey. Thank you very much for your time and effort! If you wish to make any additional comments, please use a separate sheet of paper.
Appendix 6
SHAPING A SUSTAINABLE PENNSYLVANIA

DCNR’s Blueprint for Action

January 2004
SECRETARY’S MESSAGE

With my appointment as Secretary of the Department of Conservation and Natural Resources in January 2003 came a profound responsibility to carry forward an effort begun by great leaders and conservationists like Gifford Pinchot, Joseph Rothrock, Maurice Goddard, and Mira Lloyd Dock. These individuals possessed the foresight and wisdom to create the foundation for this agency. They pushed beyond what was expected of them at the time, and I am grateful for their example and inspiration.

I am fortunate to have inherited an agency with a strong foundation and a dedicated, talented and professional staff. My early priority was to tour the state to meet with staff and hear their ideas and concerns. I was impressed by their passion for their jobs, willingness to embrace new ideas, and commitment to the natural resources of the state. Throughout the commonwealth, I saw the important role DCNR’s lands, facilities and programs have in the lives of Pennsylvanians.

During my travels I also met with local citizens, groups, and elected leaders to hear their ideas about DCNR’s future. Many commended us for the job we do, but called for greater leadership and assistance in numerous areas.

With both staff and stakeholders, I talked about building on the department’s strong foundation, and shared my thinking about expanding our mission to become a leading advocate and steward for the state’s natural resources. I believe we have a core responsibility to our historic mission, which is to protect and enhance the resources entrusted to us. From everything I saw and heard we do that well. But we also have tremendous opportunity to broaden our mission in a way that helps improve the quality of lives of all Pennsylvanians.

The response to an expanded mission for DCNR from both inside and outside the agency was positive. How then do we do move from mission to action? This plan attempts to answer that question with priorities and challenges that extend our reach. Given our expertise in many areas and more than a century’s worth of experience in land management, we are uniquely positioned to advance and expand our service to the commonwealth. I see the new DCNR as one that reaches more people with programs and expertise; plays a greater role in the state’s economic growth; helps to create attractive and livable communities; and improves quality of life for our citizens.

We can’t expect this type of change without looking at our capacity to carry out these policy priorities. As part of this plan’s implementation, we must look at how we communicate and educate, how we manage, and how we measure and learn from our initiatives. We’ll need greater technology and science, more partnerships and interagency cooperation. We’ll need to improve our ability to generate more funding to support these initiatives.

I am committed to lead these changes over time, and to do so in partnership with our employees, other agencies, and organizations and individuals throughout the state. We can achieve great things. Just as the early conservationists stepped boldly into the future, so must we.
PLAN HIGHLIGHTS

Improve Stewardship of State Parks and Forests

Policy Priorities
1. Manage our lands based on the conservation of healthy ecosystems.
2. Expand outdoor recreation and outdoor learning opportunities.
3. Support economic development through the wise use of natural resources.
4. Improve the agency’s ability to make resource management decisions.
5. Continue to acquire lands that: protect and enhance existing state parks and forests, large forested watersheds and riparian corridors; conserve biologically important areas; and/or create connections with other public lands, open spaces, and outdoor recreation opportunities.

Promote Statewide Land Conservation

Policy Priorities
1. Help communities manage growth and reduce the loss of open space.
2. Provide information and educational programs to help protect important ecological lands, wildlife habitat, geologic features, and recreational lands.
3. Provide educational, technical and financial assistance to protect and sustain privately owned working forests.
4. Work with private landowners and others to encourage responsible stewardship on lands with significant conservation value.

Build and Maintain Sustainable and Attractive Communities

Policy Priorities
1. Empower county governments and regional planning entities to conserve natural and heritage resources and promote recreational activities through cooperative planning.
2. Make reinvestment in our older communities a priority by targeting DCNR programs and leveraging other state and federal agency program activity.
3. Advance projects and planning that demonstrate sustainable growth and green infrastructure network development and conservation.

Create Outdoor Experiences for Citizens and Visitors

Policy Priorities
1. Increase citizens’ and visitors’ ability to experience the outdoors.
2. Increase citizens’ awareness and knowledge of natural resources to inform their decisions on important conservation issues and create inspiring experiences in the outdoors.
3. Bring our stewardship expertise and educational programs to urban and suburban communities.
AN EXPANDED MISSION FOR DCNR

With its two core bureaus - State Parks and Forestry – dating back more than 100 years, DCNR’s predecessors historically have been defined as land management agencies entrusted with the stewardship of public lands. Since its establishment in 1995, DCNR maintained this core responsibility, and began reaching beyond its borders and into communities with the addition of community recreation and conservation assistance and geological expertise. The agency mission as expressed in its enabling legislation is:

*The primary mission of the Department of Conservation and Natural Resources is to maintain, improve and preserve state parks; to manage state forest lands to assure their long-term health, sustainability and economic use; to provide information on Pennsylvania’s ecological and geologic resources; and to administer grant and technical assistance programs that will benefit rivers conservation, trails and greenways, local recreation, regional heritage conservation and environmental education programs across Pennsylvania.*

This “core mission” of protecting and enhancing Pennsylvania’s natural resources remains a cornerstone of DCNR’s service. Today we see additional need for advocacy and leadership on broad environmental issues around land and water. DCNR is uniquely qualified to contribute leadership, knowledge and resources in support of Pennsylvania’s citizens and their environment.

This plan lays out a new future for the agency, one in which DCNR is viewed as a leading steward and advocate for the natural resources of the state, an expansion of its mandated mission. Within this expanded mission, we will work to improve stewardship of state parks and forests; promote land conservation beyond our borders; create outdoor connections for citizens and visitors; and help to build sustainable and attractive communities.
THE PLANNING PROCESS

The foundation for success and change in any arena – business, government, personal relationships - is communication. Defining new roles and expanding a core mission for DCNR required open, honest communication from all levels, both inside and outside the agency. By the time an action plan was drafted for staff review, a year of interaction was completed that included feedback from some 1,500 people.

Shortly after his appointment, DCNR Secretary Michael DiBerardinis began his travels throughout the state to meet DCNR staff, learn about the agency’s facilities, and reach out to staff and stakeholder groups to build priorities for DCNR’s future. A three-month tour in the spring and summer provided an open forum to hear from inside and outside DCNR about what we do well and what could be improved in the agency, identify opportunities for the future, and discuss the concept of expanding DCNR’s mission.

During his tour, the Secretary traveled to 20 state parks, seven forest districts and several heritage areas, and held more than 10 formal stakeholder meetings and numerous informal meetings to gather feedback. About 800 individuals took advantage of a written or online feedback form to provide the Secretary with thoughts and suggestions on improving the agency. That input was entered into a database in order to identify key emerging themes and priorities for the agency.

The Secretary continued his travels to DCNR facilities in the fall, and participated in more than 13 formal meetings with county and local officials and interest groups to discuss the priorities as they took shape. With this feedback and data from the summer tour as a foundation, writing teams in the agency developed informal discussion papers addressing these priorities. During the fall, DCNR held a number of facilitated sessions with 175 staff and interested outside individuals to discuss these papers.

Feedback from these sessions helped the writing team develop expanded, more formal documents or “white papers” on the topics: Conservation Science and Biodiversity; Counties, Cities and Towns; Economic Development: Tourism and Forest Products; Environmental Education and Stewardship; Greenways and Trails; Land Conservation; Management of Our Lands; Outdoor Recreation; and Private Forestlands Stewardship.

In late fall, more than 140 staff and interested individuals participated in one of three day-long planning sessions to share insight on the white papers and explore their overlapping strategies and goals. The white papers form the basis of this draft action plan, which has combined the issues and options from the nine topics into four general themes – Improve Stewardship of State Parks and Forests, Promote Statewide Land Conservation, Create Outdoor Experiences for Citizens and Visitors, and Build and Maintain Sustainable and Attractive Communities. These themes are the framework of our expanded mission.

In the end, people from inside and outside the agency helped to chart the future of DCNR. This open communication served to confirm the department’s core mission of protecting and enhancing Pennsylvania’s natural resources. It also reinforced the belief that DCNR can reach beyond its borders and use its programs and expertise to help improve the quality of lives of all residents.
EXECUTIVE SUMMARY

Contained within this plan are the broad directions and targeted actions that more fully define DCNR’s expanded mission as a leading advocate and steward of the state’s natural resources. The plan is a culmination of nearly a year of input and communication with people from both inside and outside DCNR. More than 1,500 people participated in the development of the plan by attending meetings and planning sessions, providing written or online feedback, or helping to write or review emerging priority papers.

These emerging priorities serve as the foundation for four themes that provide the framework for the agency’s new mission:

**Improve Stewardship of State Parks and Forests.** DCNR manages nearly 2.4 million acres of state park and forest lands. These lands provide tremendous economic, recreational, ecological, geological, and aesthetic values to the Commonwealth. In order to sustain the many uses of these lands for generations to come and promote healthy ecosystems, we must build our capacity to use the best science and technology to guide our management. We must look for ways to support economic development through the wise use of natural resources and increased tourism opportunities. And we must continue to acquire lands that protect or enhance the existing system, or provide other ecological or recreation values.

**Promote Statewide Land Conservation.** DCNR owns only a small percentage of Pennsylvania’s lands and waters. The long-term sustainability of our natural resources is in the hands of local communities, sister state agencies, non-profit conservation organizations, and private landowners. With its resources and expertise, DCNR can provide the necessary guidance to help people make informed decisions. DCNR must help communities manage their growth, protect special lands, and reduce the loss of open space. We can also assist the hundreds of thousands of individual landowners understand the conservation values of their properties, and help those with forests develop tools that will produce sustainable results.

**Build and Maintain Sustainable and Attractive Communities.** The natural, heritage and recreational resources within a community contribute to quality of life for its citizens. Lack of planning and intergovernmental coordination threatens these resources and contributes to the decline of the older urban areas of the state. Using its financial resources and technical assistance, DCNR must help foster regional and county-level planning that conserves natural and heritage resources and promotes recreation. DCNR should target its assistance to projects that invest in older communities, build green infrastructure and greenways connections, and encourage new outdoor recreation- and heritage-based business development.

**Create Outdoor Experiences for Citizens and Visitors.** Citizens with an appreciation of the outdoors and an understanding of our natural resources are more likely to make choices that will protect these resources. DCNR can create recreational connections with the outdoors by improving visitor experiences and increasing awareness of what is available. We must also expand and target educational messages to help people make lifestyle decisions that will enhance and protect natural resources. Since most Pennsylvanians live within suburban and urban communities, DCNR must create learning opportunities within these areas.
Policy priorities outlined in each of these areas are accompanied by identified key action items. Yearly implementation plans will set specific goals and timelines to carry out these action items. A learning and measurement system will help to determine what programs and initiatives are most effective.

To support the implementation of the plan and advance the new mission of the agency, DCNR must build its internal capacity. While new programs and services might require more people and bigger budgets, we must first work on building solid communication channels and feedback mechanisms within the agency. Our employees need better training to help guide them in their jobs. We need to use the latest technology and science to make our decisions and help others make theirs. Better partnerships with outside organizations and real collaboration with other state agencies to build common policy directions and practices will improve our effectiveness as leaders.

A consistent message heard throughout the development of this plan was the need to develop an open, honest dialogue with our constituents. Communication with the people we serve will continue to be a top priority as we develop ways to implement this plan. The interested public played an important role in shaping the future of DCNR; they will play an equally important role in how the future unfolds.
IMPROVE STEWARDSHIP OF
STATE PARKS AND FORESTS

More than 100 years ago, a conservation movement emerged from decimated forests, sediment-choked streams and uncontrolled fires. It began with the purchase in 1893 of 250 acres for the first state park at Valley Forge and followed a few years later with 7,500 acres of forestland in Clinton County. These two purchases marked the beginning of land stewardship by Pennsylvania’s government for its citizens, and the birth of our state forest and park systems.

Today that land protection foresight has grown into nearly 2.4 million acres. Our state forests cover 12 percent of the Commonwealth, or 2.1 million acres, and the 290,000 acres of our 116 state parks provide recreation and scenic beauty within a short drive of every Pennsylvanian. Our modern-day state parks and state forests are keystones in the state’s economy and quality of life.

Although the missions of the state forest and state park systems differ, both provide recreational opportunities, outdoor classrooms and other amenities and uses while protecting and sustaining their natural ecosystems. Our extensive state forests retain a wild character 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. With more developed visitor facilities, our state parks supply opportunities for enjoying healthful outdoor recreation and serve as outdoor learning settings for environmental education.

Aside from the obvious aesthetic and ecological values of these lands, our state parks and forests provide significant economic benefits to the Commonwealth and to local communities. Annual harvest and sale of timber from state forests supplies the timber industry with valuable hardwoods and about $30 million to the Commonwealth’s coffers. The value of natural gas production and storage on DCNR state forest and park lands has exceeded $1 billion since 1955, generating more than $130 million in state revenues for conservation purposes. And Pennsylvania’s parks and forests provide the backbone for outdoor recreation travel in the state, which accounts for one fifth of all leisure travel, with direct expenditures of over $4.03 billion, according to the most recent study done in 1997.

Over the years, the bureaus of State Parks and Forestry have added lands, improved facilities and adapted management principles in order to protect the lands entrusted to them and improve visitor services. However, stresses and limiting factors in recent years are affecting our ability to manage these lands for all their uses.

Threats such as deer overpopulation, invasive species, acid rain, acid mine drainage, adjacent land pressures, too much or inappropriate recreational use, and pollution from upstream sources impact the biological diversity of our lands and survival of species native to our state. Some pressures are so great – such as the overabundance of deer and exotic plant species – that regeneration of our forests is in danger.

The biological and geological complexity of our lands requires increased knowledge, data and technology to guide ecosystem management decisions. DCNR must invest in these tools so managers are equipped to make decisions based on ecological consequences.
Because the health of the state parks and forests is inextricably linked with other lands and actions, proper stewardship will require partnerships with other public agencies, local governments, organizations and landowners. A large-scale look at the surrounding landscapes will help guide actions within our borders. At times, opportunities will arise to acquire lands around our parks and forests that will help to protect and enhance the existing systems. Because funding for land acquisition is limited, DCNR must develop a strategy to prioritize based on goals and local support.

As stewards of our natural resources, DCNR works to ensure resources are protected while providing quality recreation experiences for visitors. As the demand for outdoor recreation programs and services on state parks and forests increases, managers must make sure the activities do not compromise the ability to protect and sustain the resource. At times, recreational demands on the parks and forests become too great or are incompatible with the other intended uses of those lands. Some areas in parks and forests are overused when visitors amass in known or advertised areas with facilities and at particular times and seasons. We need a better understanding of the impacts of these pressures.

While much has been done to improve facilities, more can be done to improve the quality of the visitor experience. Improved recreational and interpretive programming, services and information could encourage more connections with our parks and forests. A coordinated marketing program could raise awareness and encourage visitation at non-peak times.

All indications point to a greater role for our state parks and forests in the future economic and social well-being of the Commonwealth. Citizens will continue to turn to our lands for recreation, education and enjoyment, and local communities will continue to rely on parks and forests for their economic values. DCNR must look for ways to build its capacity to support increasing demands and improved visitor services, while maintaining its primary mission as stewards of these lands.

Building on our proud tradition as dedicated stewards, we have the opportunity to continue to advance conservation science and serve as a model for stewardship of our natural resources, while providing top-quality visitor experiences.

Policy Priorities

1. Manage our lands based on the conservation of healthy ecosystems.

One of the most critical issues facing our state parks and forests is ensuring healthy and productive ecosystems. In order to protect and manage the lands entrusted to us, DCNR must use the best science, technology and information available to guide its decision-making. DCNR land managers should constantly develop and use exemplary stewardship practices, such as the use of green technology and ecosystem management encompassing all species. The long-term sustainable use of our lands will require an aggressive response to the most serious threats to our lands, such as deer overpopulation, invasive species and pollution.
Key Actions

- Aggressively strive to reduce the deer herd to address the primary threat to healthy ecosystems in our forests.

- Involve other agencies, local and county governments, and conservation organizations in planning efforts that manage resources based on the entire biological and physical landscape of a region.

- Develop an adjoining lands strategy for DCNR lands that includes working with adjacent landowners and local and county governments on protection measures.

- Develop exemplary stewardship practices for resource management on our state park and state forest lands by expanding staff expertise and resources, inventorying and increasing monitoring of biological resources, understanding geological processes and coordinating among bureaus and agencies.

- Work with academic and conservation partners to research the effects of environmental factors, such as invasive species and acid rain, on the health of the lands and waters.

- Develop a plan to aid in the detection, prevention, and management of and education about, invasive species.

2. Expand outdoor recreation and outdoor learning opportunities.

Recreation is a core service of DCNR’s lands. In order to meet growing demand and changing demographics and provide increased recreational opportunities, DCNR should examine ways to build recreational capacity on its lands in a way that does not jeopardize the quality of our natural resources. Making it easy for people to engage in recreational activities will increase interest and awareness of our lands, promote stewardship ethics, and lead to economic benefits for the parks, forests and surrounding communities. Expanding recreation experiences on state park and forest lands will require capacity building and resources to support planning and management.

Key Actions

- Develop an outdoor recreation plan for state parks and forests which includes an inventory of currently available services as well as an assessment of the demand for new types of recreational services and activities.

- Link expanded recreational programming to expanded revenue generation through user fees.

- Offer more recreational programming in pilot or demonstration areas throughout the park and forest system.
• Partner with small businesses, private outfitters and service providers, tourist promotion agencies and conservation groups to provide additional support for and management of recreational activities.

• Identify facility development needs, such as parking and signage, and marketing opportunities to provide more access to dispersed recreation opportunities for visitors and to relieve pressure on overused areas.

• Work with the PA Tourism Office to deliver informative, attractive and comprehensive outdoor recreation information, through the Internet and other means, to visitors and residents of the state to support the growth of the outdoor recreation tourism industry.

3. Support economic development through the wise use of natural resources.

Timber, natural gas, ground water, coal and other resources extracted from Pennsylvania’s parks and forests must continue to serve their strong role in local economies. Since the availability and use of these resources is tied to a healthy environment, DCNR will manage their use based on the best scientific data and information available. Management decisions on their use will balance economic opportunity with the ecological consequences of those actions. DCNR must remain committed to properly managing resources to assure they are conserved for future generations.

**Key Actions**

• Develop better baseline information to support agency decisions on its mineral, stone, coal, natural gas, ground water, surface water and other natural resources that represent significant public economic assets.

• Include an economic analysis component as an additional element in the Forest Resource Management Plan.

• Maintain the planned timber harvest levels to support local and regional needs, yet consider adjustments within the overall harvesting goals to help meet market-driven fluctuations in the supply needs of the forest products industry.

4. Improve the agency’s ability to make resource management decisions.

More science-based information and expertise is needed to address complex management issues such as ecosystem health, invasive species, sustainable forestry, and water and air quality. DCNR must look to new technologies, training and partnerships that will expand its knowledge and expertise and improve its ability to properly manage its lands. Improving our capacity to manage will depend on our ability to generate additional revenues from uses of and services on state park and state forest lands.
**Key Actions**

- Take full advantage of PAMAP data and analytical capabilities of GIS as well as other technologies to inventory and analyze data to support agency resource management decisions.

- Contract for specific expertise with universities, conservancies, museums, and others and develop formal cooperative programs with these experts.

- Explore training opportunities and staff sharing across program areas in order to better use internal expertise and resources.

- Use DCNR lands as educational classrooms and scientific research centers to promote sound stewardship for future generations.

- Conduct a comprehensive analysis of options available to generate revenue from user fees and other services, such as hosting municipal water supply wells, rights-of-way, leased campsites, special use agreements, concessions on state parks and forests.

5. **Continue to acquire lands that: protect and enhance existing state parks and forests, large forested watersheds and riparian corridors; conserve biologically important areas; and/or create connections with other public lands, open spaces, and outdoor recreation opportunities.**

Over the last 100 years, acquisition of special lands has helped to build and protect some of the most valuable lands in the Commonwealth—our state park and forest systems. Today these lands face growing demands for their use and increasing pressures from adjacent development and use. These factors and the long-term prospects of constrained budgets require the acquisition of new state park and forest land to be guided by a more focused and coordinated strategy. This strategy should assure that future acquisitions contribute to conserving our natural resources, strengthening Pennsylvania’s economy and improving the quality of life for all citizens.

**Key Actions**

- Identify and protect key areas around parks and forests to protect scenic, recreational, geological, and ecological values of the DCNR-managed lands, and include development of adjoining lands strategy in state park and forest comprehensive planning.

- Use GIS, PAMAP data and an improved species inventory to target and analyze critical species locations and habitat.

- Identify and protect lands that create greenways links between DCNR lands and communities.
• Target land acquisition efforts that connect with larger green infrastructure networks and are exemplary from a stewardship/resource perspective.

• Identify land acquisition opportunities that will protect working forests, enhance outdoor recreation tourism in local communities, provide outdoor recreation in underserved areas, or improve the attractiveness and marketability of cities and towns.

• Provide grant assistance to help other entities acquire lands for recreational activities not suited for public-owned lands.

• Work with the Department of Environmental Protection to coordinate land conservation investments, identify where forested buffers can significantly improve water quality, and leverage acid mine drainage cleanups with outdoor tourism and recreation investments.
PROMOTE STATEWIDE LAND CONSERVATION

Settlers to Pennsylvania were greeted with a landscape dramatically different than today’s. Uninterrupted forests covered 90 percent of the state; rivers teemed with fish; diverse wildlife ruled from mountaintop to valley. But within a century of settlement, all that changed. Feverish clearing and burning of the forests lead to the decline of wildlife and the pollution of the waterways. Later, early commercial industry added toxins to the air and water. But in the late 1800s, a conservation movement took hold that has spanned the decades, and has helped to return much of what was lost.

Today, Pennsylvania’s forests and fields support recreation and timber industries and provide important scenic and ecological values. From once-decimated forests, Pennsylvania has risen to be the largest hardwood lumber producer in the United States. Nearly 17 million acres of public and private forests support a forest products industry that accounts for 10 percent of the state’s manufacturing workforce.

These same forests provide habitat to more than 40 percent of the state’s endangered and threatened species, and support a wildlife and outdoor recreation industry that generates billions each year for Pennsylvania’s economy. They also provide life-sustaining environmental benefits such as cleaner air, water quality improvements and groundwater recharge critical to providing adequate and safe drinking water in many parts of the state.

But it isn’t all good news. While the state has recovered from the early exploitation of resources, powerful new threats in the last two decades – sprawl, deer overpopulation, acid rain, exotic forest pests, invasive species, acid mine drainage – are permanently changing the face of landscapes and wildlife habitat across Pennsylvania.

According to the 2003 report Pennsylvania’s Wildlife and Wild Places: Our Outdoor Heritage in Peril, development consumes 350 acres of Pennsylvania’s open space every day. The report suggests that lands lost to development are three times greater than lands being conserved - known commonly in the conservation community as the “green gap.” Pennsylvania loses an estimated 120,000 acres each year, even though population growth is relatively flat. At this pace, 20 percent or more of the Commonwealth’s unprotected forests, fields and open space lands will disappear in the next 20 years. With these go the vital economic, ecological, geological, and quality of life values and benefits these lands and special places provide.

Land is being developed as people shift their homes and work places from the cities to the suburbs. During the last decade about 65 percent of cities and boroughs have lost population while 75 percent of the state’s “second-class” townships – the suburbs - grew. With movement to the suburbs comes the decline of our cities and need for infrastructure development of undisturbed lands. Forests and fields are being converted to sewer and water systems, roads, schools and shopping malls.

In addition to uncontrolled growth, other factors are threatening the long-term survival of our lands. Pennsylvania has more than 500,000 private forest landowners who own about 75 percent of the Commonwealth’s forestland. The state’s ability to supply high-quality hardwoods, protect plant and animal species, and to maintain or improve water quality is dependent upon these landowners. Even though nearly 25 percent of these forest landowners own more than 20 acres, only a small...
percentage has a developed plan for managing their property. With such factors as deer over-abundance and invasive species, poor management - or no management at all as in many cases - will affect the forests’ ability to regenerate.

Lack of regeneration will greatly impact the quality and amount of timber harvested from these lands. With declining markets for lower quality wood, the economic well being of many rural communities depends on the ability of privately held forests to continue their yield of high-quality timber.

With the thousands of landowners each managing their properties separately, our forests are becoming more segmented and cut into parcels, leaving few large, unbroken segments, or core forests. Nearly three-quarters of what remains is found in patches that are less than 5,000 acres. Because of declining acreage of core forests, farmlands and grasslands, as well as pollution of Pennsylvania’s waterways, species that depend on these habitats are being adversely affected.

As we were more than a century ago, Pennsylvania’s natural resources are in crisis. Our quality of life depends on our ability to protect and manage our natural heritage. The challenge is to encourage growth and prosperity without sacrificing our wildlife or our landscapes. If we fail, we have more to lose than just number of acres or species.

Pennsylvanians are showing an increased willingness to support land conservation measures. Of the 14 land conservation ballot measures introduced in 2003, 10 passed. In addition to Montgomery County’s $150 million bond, Pennsylvania voters approved more than $27 million for protection of open space. DCNR and its conservation partners need to capitalize on this support. Adequate funding and technical assistance are needed to close the “green gap.” Currently, DCNR is the Commonwealth’s sole source of grant funding for conservation planning and the acquisition of land for local parks, greenways, open space preservation and natural areas protection. In the past nine years, DCNR has provided nearly $70 million to enable the acquisition of around 83,000 acres of land for conservation, but the need is far greater.

DCNR is in a position to take the lead on developing statewide strategies to identify conservation priorities and additional funding sources. Success will be dependant upon our ability to work cooperatively with partners to build green infrastructure networks in communities.

Protection of our forests and fields also will require enhanced communication and tools to help communities and individuals make informed decisions. DCNR's service foresters, local government outreach geologists, and community conservation specialists have the experience and expertise to help inform and guide private landowners and community leaders on stewardship practices. Outreach and technical services must expand if we are to be successful in the long-term protection of our resources.
Policy Priorities

1. Help communities manage growth and reduce the loss of open space.

As communities continue to grow, forests and fields continue to disappear. While growth can create economic opportunity, it also can destroy scenic beauty, species habitat and recreation that contribute to quality of life if carried out in an unplanned, sprawling manner. With the proper tools and information, development and growth within a community can be accomplished without sacrificing natural resources. DCNR should be a leader in promoting ways to address sprawl by targeting its grant funding and technical assistance to support the quality of life in older communities.

Key Actions

- Use the Conservation by Design program, aided by DCNR grants and other conservation funding, to manage growth and conserve valuable open space and greenway connections.

- Target and provide incentives to urban areas for community and economic revitalization and outdoor recreation development.

- Provide scientific data, incentives and financial assistance to local governments to encourage them to amend and adopt conservation subdivision and land development plans that reflect sound stewardship practices.

- Provide local governments with the technical assistance needed to change zoning ordinances to protect open spaces and special areas of concern.

- Provide a model of voluntary “smart” development practices and standards to communities, developers and builders.

- Use DCNR grants to help communities plan for and acquire lands to interconnect green spaces for recreation, ecological, geological, and economic purposes.

- Increase strategic investment in existing boroughs, cities and towns to enhance quality of life for residents and promote sustainable growth.

- Create a formal mechanism, or “government assistance program” to involve lands trusts and other non-profits in statewide land acquisition, conservation and habitat protection efforts.

2. Provide information and educational programs to help protect important ecological lands, wildlife habitat, geologic features, and recreational lands.
The state must work toward establishing a green infrastructure network that identifies and connects green spaces in communities throughout the Commonwealth. This strategic framework can create a common conservation vision for the state. In order to make wise conservation decisions, regions, counties, communities and individuals must know the value of their natural resources and understand their connection to this larger conservation vision. DCNR must work with other partners to develop information and models based on scientific data that will help guide local and individual decision-making.

**Key Actions**

- Work with conservation organizations, academia and others to develop a multi-criteria land conservation decision-making model.

- Work with land conservation partners to develop a strategic plan to identify, inventory, fund and manage conservation areas of statewide significance.

- Create a system to honor private landowners, developers and communities that practice land stewardship ethics.

- Establish a mechanism for land trusts and other non-profit conservation organizations in Pennsylvania to define their roles in contributing to DCNR’s green infrastructure strategy.

- Use technology, including GIS mapping capabilities and PAMAP data, to aid in regional and county planning and conservation efforts.

3. **Provide educational, technical and financial assistance to protect and sustain privately owned working forests.**

The long-term health of Pennsylvania’s forests is in the hands of private forest landowners. These privately held forests support the timber industry and provide ecological value to the Commonwealth. Poor or lack of management can cause severe economic and ecologic consequences. Proper management will require landowners to have the tools to make decisions that produce sustainable results. DCNR must work cooperatively with the timber industry and other forest partners to provide information and incentives that encourage wise management.

**Key Actions**

- Work with the timber industry and other partners to improve educational outreach to private landowners on forest sustainability, including the use of timber management plans.

- Develop a model for tax incentives to encourage landowners to keep their working forests.
• Work with the timber industry and PA Hardwood Development Council to expand the market for lower quality Pennsylvania wood products.

• Use existing state and federal programs, including easements, to protect sustainable timber production in Pennsylvania.

• Create working DCNR models that demonstrate sustainable forest management and best practices.

• Explore the potential of combining the Forest Legacy program with regional approaches and easements.

• Explore a potential DCNR role in attracting “value-added” wood product operations by partnering with the hardwoods industry and the state departments of Agriculture and Community and Economic Development.

4. Work with private landowners and others to encourage responsible stewardship on lands with significant conservation value.

Private landowners hold title to millions of acres of land with significant conservation value. These lands protect watersheds and ecological communities, provide habitat for threatened and endangered species, and enhance the aesthetic value of our state. Like pieces to an overall puzzle, these parcels fit into a larger conservation picture for the Commonwealth. DCNR must use its expertise to help private landowners understand the values of these special lands and how their actions can affect change beyond their borders. DCNR and its partners should develop materials supported by scientific data to build a stewardship information program.

Key Actions

• Establish science-based guidelines to ensure the continued well-being of ecosystems for public health and habitat sustainability.

• Focus the efforts of service foresters on larger, contiguous portions of land to in order to minimize DCNR administrative expenses and increase ecological effectiveness.

• Increase education and marketing of private land stewardship grants and programs.

• Inform landowners of techniques to promote healthy forest regeneration through control of invasive species and deer.

• Offer incentives to existing private lands conservation programs in targeted areas of ecological importance or concern.

• Create a web-based information clearinghouse on private lands stewardship for landowners, state agencies and local government planners.
BUILD AND MAINTAIN SUSTAINABLE AND ATTRACTIVE COMMUNITIES

The way we live has changed dramatically during the last several decades. More of us now live and work in the suburbs and spend more time commuting. We shop in mega stores that anchor strip malls. We drive to most destinations, and fewer than 10 percent of our children walk or bike to school. While modern conveniences and enhancements have improved how we live, many would argue some of the choices we are making today are threatening the sustainability of our communities and the quality of our lives.

According to the 2003 report issued by the Brookings Institution, Back to Prosperity, how our state is growing is problematic. “Older urban” Pennsylvania has experienced a population decline since 1960, while suburban and rural areas have seen population explosions. Statewide, 65 percent of Pennsylvania’s cities and boroughs lost population during the last decade, while 75 percent of second-class townships, or suburbs, grew during the same time span. And while Pennsylvania’s overall population growth only increased 3.4 percent in the 1990s, we developed land twice as fast as in the previous decade.

The Brookings report cites our municipal government system as a key factor affecting how the state is growing and changing. With the nation’s most fragmented system of government – 2,567 municipalities – Pennsylvania’s decentralized approach to governance is shown to exacerbate sprawl. Many municipal entities aren’t looking beyond their borders, yet their decisions are dramatically affecting their region and the state. Local responsibility for land use planning and zoning makes it difficult to foster county and multi-municipal planning approaches.

Pennsylvania’s population shift from cities and boroughs to suburbia, coupled with haphazard land-use planning, has had significant negative impacts on our communities and natural resources. This flight to the suburbs has contributed to financial stress and erosion of the revenue base in our older communities, and led to increased fragmentation of forestland, species loss and destruction of open spaces.

To address some of the negative trends affecting our communities and natural resources, we must consider the relationships among land use planning, natural resource conservation, economic prosperity and quality of life. Just as communities need to upgrade and expand their gray infrastructure – roads, sewers, schools, utilities – they also need to upgrade and expand green infrastructure. Green infrastructure is defined as the network of greenways, open space, woodlands, wildlife habitat, parks and other natural areas which sustain clean air, water, and other natural resources and enrich citizens’ quality of life.

Building and maintaining sustainable and attractive communities is dependent upon thoughtful natural resource planning that is integrated into land use planning activities at all levels across the state. Natural resource planning involves inventorying the natural resources of a particular area - wetlands and aquifer recharge zones, special protection watersheds, woodlands, steep slopes, prime agricultural land, flood plains, unique natural areas and plant and animal species. When this work is done prior to land use development, communities are able to put a plan in place that minimizes the impacts of development on the natural resources and makes green infrastructure an integral part of
sustainable community design. A green infrastructure network directly benefits communities by buffering incompatible land uses; reducing public costs for stormwater management and natural geologic hazards, flood control, transportation and other forms of built infrastructure; and establishing linear greenway corridors that provide public recreation opportunities and non-motorized transportation opportunities.

Unfortunately in Pennsylvania, planning in most communities has focused mostly on the gray infrastructure with green infrastructure planning as an after-thought. Advancing initiatives like green infrastructure and network planning will require considerable technical assistance to over 20,000 local elected officials who make land-use decisions and impact funding for open space conservation and local recreation and park opportunities for Pennsylvania’s 2,700 municipalities.

County governments and regional planning agencies are logical partners in creating a more collaborative approach to this planning. However, little planning implementation authority is now vested with county government. A lack of staff, expertise and financial capacity within many counties inhibits meaningful planning programs and the ability to deliver specific park, recreation and conservation services.

By recognizing the worth of natural, heritage and recreational resources and planning, communities elevate their economic value. Not only are they creating places where people want to live and businesses want to locate, they are creating the potential for nature- and heritage-based tourism. In Pennsylvania, this segment of the tourism market is fast growing. Tourism pays economic dividends particularly when travelers stay overnight for multiple days and spend money on accommodations, food, services and other goods in the community.

Pennsylvania is at a crossroads. Our future depends on our ability to protect our land and water resources. We must choose more efficient growth to conserve our important natural resources and invigorate our urban areas. Improving the quality of life in our developed communities with established recreation and conservation initiatives is directly tied to addressing Pennsylvania’s growth patterns and governance structure. With financial assistance and technical expertise in conservation, recreation and tourism planning, DCNR stands poised to be able to assist in building and maintaining attractive communities. DCNR’s challenge is to maximize access to our resources such as staff expertise, grant funding, and public lands to strategically make a difference in the more populous communities.

**Policy Priorities**

1. **Empower county governments and regional planning entities to conserve natural and heritage resources and promote recreational activities through cooperative planning.**

DCNR must take the lead in fostering recreation and conservation planning in communities. Through its funding and technical assistance capabilities, DCNR has the ability to guide and instruct local governments on planning that will ensure the protection of natural resources and enhancement of recreation services. Given the number of municipalities and their varying levels of expertise, DCNR should encourage county or regional planning and should provide
incentives for action taken at those levels. Multi-municipal or county-level coordination will ensure efficient use and leveraging of limited funding and technical assistance resources.

**Key Actions**

- Provide support for the completion of natural area inventories in remaining counties.
- Develop green infrastructure planning principles to help guide county comprehensive planning efforts.
- Use regional, floating staff - the circuit-rider concept - to build regional capacity for delivering recreation and parks services, green infrastructure, and natural resource conservation.
- Strengthen grant criteria to provide incentives for municipal partnerships, and add a block grant component for counties or regional entities to foster a multi-municipal approach to natural resource, geologic hazard, open space, recreation and greenway network planning.

2. **Make reinvestment in our older communities a priority by targeting DCNR programs and leveraging other state and federal agency program activity.**

The Rendell Administration is committed to the revitalization of older communities. DCNR should partner with other the Department of Community and Economic Development and other state agencies to ensure natural, heritage and recreational resources are used to attract and retain citizens and businesses. Parks, greenways, rivers, open spaces and recreational facilities added to other economic development programs can enhance the livability of older communities. Encouraging the use of natural, heritage and recreation resources as new forms of business development will create new economic opportunities for communities struggling to attract more conventional businesses.

**Key Actions**

- Allocate funding to invest in and maintain green infrastructure and recreation facilities in older communities, including specific opportunities that may exist on brownfield or riverfront redevelopment sites.
- Work with other state and federal agencies to identify opportunities for project collaboration so financial investments are coordinated to maximize impact.
- Develop a statewide technical assistance and funding program that assists communities with economic revitalization strategies along major greenway corridors and heritage areas, such as “trail towns,” “gateway towns,” and “market towns” initiatives.
• Help small rural townships adjacent to state park and forest lands position themselves as “gateway communities” and capture new economic opportunities for small businesses based upon the demand for nature, heritage and recreation experiences and services.

• Develop a plan to include all counties in Pennsylvania within the heritage park framework and support and promote programs and initiatives that help communities develop their heritage products.

• Annually track and geographically illustrate agency investments in facilities and green infrastructure across the state.

• Develop a consistent methodology to study and measure the economic impact of the “green” revitalization strategies will ensure successes throughout the Commonwealth.

3. Advance projects and planning that demonstrate sustainable growth and green infrastructure network development and conservation.

Expansion of recreation and conservation initiatives throughout the Commonwealth will depend on having successful examples of how parks, greenways, open spaces and recreation facilities can improve quality of life in communities. Building those examples will require DCNR to prioritize funding and technical assistance for projects that promote green infrastructure network identification, development and conservation. Communities can use information from county natural area inventories, county greenway and open space plans, and proven open space planning programs to incorporate new ideas and design principles into their local area. Special emphasis should be placed on making connections among communities, building greenway corridors that support physical activities close to home, and protection of special lands.

Key Actions

• Work with conservation partners to undertake a state GIS-based green infrastructure assessment to serve as a foundation for eco-region planning and other county and regional planning efforts.

• Target grant funding and technical assistance for projects consistent with planning based upon green infrastructure assessment principles.

• Work with sister agencies and other partners, such as the PA Advocates for Nutrition and Activity, to establish a statewide “healthy communities” initiative to build public and institutional support for community design policies and projects that increase opportunities for physical activity close to home.
CREATE OUTDOOR EXPERIENCES FOR CITIZENS AND VISITORS

An appreciation of and interest in the outdoors begins with a direct experience: a childhood summer camp, an extraordinary science teacher, family outings to the mountains, a park cleanup, a fishing trip with Grandpa. For many Pennsylvanians, the outdoors is an important part of their lives. But for some that connection to the outdoors is broken or was never established.

To help people make the outdoors a greater part of their lives, we must first consider the state’s demographics: one of the largest older populations in the country, rapidly growing minority populations, and a 4-to-1 concentration of citizens in the suburban and urban areas over the rural regions of the state, where most of the public lands are located.

With its 116 state parks, conservation areas, 2.1 million acres of forestland, 11 heritage areas and scores of community conservation and recreation partnerships, DCNR is positioned to spark enthusiasm for nature, provide life-long conservation learning, and generate stewardship activities throughout the Commonwealth. But to be effective, we must bridge the geographic and societal gap that serves as a barrier between millions of Pennsylvanians and the great outdoors.

During the past eight years, DCNR has spent more than $400 million on upgrades and maintenance of state park and forest infrastructures, greatly improving the quality of the visitors’ experiences. Yet we have invested almost nothing to advertise and promote the experiences these enhanced facilities and services offer.

The economic development potential of nature, recreation and heritage-based tourism has been overlooked in the Commonwealth. In 2000, domestic and international travelers spent an estimated $21.4 billion in Pennsylvania. This spending supported about 386,590 full and part-time jobs for Pennsylvanians, making it the third largest employment sector in the state’s economy. Nearly one-fourth engaged in heritage tourism travel, while one-fifth of those travelers participated in outdoor activities. Sixty percent of all leisure travelers in Pennsylvania make outdoor activity part of their experience.

DCNR facilities are major attractions, but to achieve real economic benefits, travelers must be drawn to communities where they spend money on accommodations, goods and services. DCNR is in a position to team up with state and local tourism partners to promote camping, hiking, biking, wildlife watching, horseback riding and other forms of “soft adventure” travel. Elk, bald eagles, spring wildflowers, bird migrations, and river experiences present new opportunities to market during winter and spring to encourage a more sustainable tourism base.

Travel packages that market outdoor experiences could spark small business development that service these travelers such as outfitters, restaurants and overnight accommodations.

Travelers are increasingly seeking authentic experiences and a better understanding of the outdoors and culture of the places they visit. DCNR can capitalize on this trend by investing more in recreational programming and guided services in its parks and forests and continuing investment in
the state’s heritage parks system. These activities or trips can educate participants about proper recreational techniques, while teaching stewardship principles. Educational programs or messages woven into these trips can provide for a richer outdoor and heritage learning experience.

To participate in outdoor recreation and heritage tourism, people need to be aware of the opportunities that exist. In today’s world, many people use the Internet to find information about destinations or to make travel plans. A comprehensive and easy-to-use web site can be a valuable tool in marketing Pennsylvania’s outdoor recreation and heritage experiences. Investment in advertising messages, promotional materials, signage, maps, brochures, and other visitor information, will help increase awareness and encourage travel.

Not everybody has the capacity or desire to travel distances to experience the outdoors. With most people living in urban and suburban areas of the state, trails and greenways, heritage areas, lakes and rivers, and county and local parks offer close-to-home potential for outdoor enjoyment in the Commonwealth. Through grants and technical assistance, DCNR supports these areas and facilities, which also serve to take pressure off the state park and forest system.

Efforts to promote greenway development in communities are helping to link citizens of all ages to the outdoors. Not only do greenways provide a recreational outlet, they can serve as transportation networks among communities and outdoor classrooms for schools. Initiatives that use greenways and trails to promote healthy lifestyles create outdoor connections for harder to reach audiences.

Providing learning experiences about our natural resources is another way to foster an understanding and appreciation of our outdoors. The challenge is how to reach the majority of Pennsylvanians – especially those who live in urban and suburban areas – with relevant and focused messages on such topics as forest stewardship, land conservation, watershed protection, invasive species, and deer.

With nearly 150 environmental education specialists, interpreters and service foresters, DCNR is uniquely situated to educate Pennsylvanians about natural resources issues and encourage responsible stewardship of our lands. But current efforts are focused in and near the lands we manage, reaching students and teachers in more rural areas of the state with educational programs and workshops such as Watershed Education, Pennsylvania Songbirds, Pennsylvania Land Choices, and Envirothon.

Reaching diverse audiences and locations will require innovative partnerships with local governments, other state agencies, conservation organizations, and education providers.

DCNR’s staff, lands and information can serve as the vital link between millions of Pennsylvanians, the outdoors, and rich heritage. Through partnerships, communication, and increased capacity within DCNR, we can help to facilitate a lifelong appreciation and interest in our natural and heritage resources.
Policy Priorities

1. Increase citizens’ and visitors’ ability to experience the outdoors.

Within a short drive of every Pennsylvanian is an opportunity to experience the outdoors, yet many people are unaware of the vast public resources available to them. To increase awareness of outdoor opportunities and encourage responsible visitation, DCNR must team up with tourism partners to promote the state’s parks, forests, trails, rivers, greenways and heritage areas to Pennsylvanians and visitors. Enhanced web sites, advertising, events, promotions and printed materials will entice potential visitors and make it easier for them to locate destinations of interest. Improved signage, access and parking, and guided programming services at the destinations will improve the visitors experience and encourage repeat visitation, leading to economic benefits for the surrounding communities.

Key Actions

- Upgrade the quality and consistency of “passive visitor management infrastructure” such as interpretive and directional signing, written information on activities, maps, trail access and parking at DCNR facilities, and information on resource management practices, particularly on state forests.

- Create marketing packages with the Department of Community and Economic Development and tourist promotion agencies that link outdoor and heritage experiences with other destinations within a region.

- Upgrade DCNR web site to include on-line reservations and comprehensive information on outdoor recreation and heritage opportunities as well as easy access to visitpa.com and its extensive information on other attractions and travel services.

- Increase the awareness of state parks, state forests, greenways, and trails within local and regional markets through promotions and media sponsored events.

- Work with the Department of Community and Economic Development to target a portion of state economic development and loan programs to encourage the growth of small businesses that service nature and heritage travelers with accommodations, food, and guiding services.

- Create partnerships with businesses and non-profit organizations to provide a wide variety of guiding and outfitting services, in cooperation with resource managers at state parks and state forests.

- Expand the State Park’s Enterprise Program throughout DCNR to provide incentives for park and forest land managers while creating additional tourism-related opportunities on public lands.
2. Increase citizens’ awareness and knowledge of natural resources to inform their decisions on important conservation issues and create inspiring experiences in the outdoors.

Our ability to protect our natural resources is dependant upon others. Citizens with an awareness and appreciation for our land, water, air, plants, animals and minerals are better suited to making lifestyle decisions that protect and enhance these resources. With its staff, expertise and facilities, DCNR is in a position to reach citizens at all life stages to engender a lifelong learning process. For the greatest impact, DCNR must align its staff to focus education efforts based on pressing environmental issues affecting the state and form consistent messages among our educational and interpretive programs and materials. In order to affect change beyond our borders, DCNR’s educational efforts must be supported by enhanced web sites, printed materials and other tools to reach diverse populations and audiences. DCNR will need to form alliances with a variety of partners to expand its outreach and educational services throughout all areas of the Commonwealth.

**Key Actions**

- Prioritize topics for a coordinated, department-wide educational effort on such issues as land use and sustainable communities, greenways and green infrastructure planning, private land stewardship, deer/forestry issues or invasive species.

- Use DCNR conservation projects and resource management techniques as “classroom models” for all ages and levels of expertise.

- Develop new tools, including web-based information, to deliver Pennsylvania’s conservation and stewardship message to the widest possible audience.

- Expand partnerships by conducting a strategic assessment of potential opportunities with our traditional partners, as well as other non-profits, local governments, conservation districts and other organizations.

3. Bring our stewardship expertise and educational programs to urban and suburban communities.

Most of DCNR’s resources are not where Pennsylvanians live nor are they available to communities with the greatest needs. In order to protect and enhance the natural resources of the entire state, DCNR must use its expertise to help others become better stewards within their communities. Increased partnerships and expanded outreach will be needed to improve our ability to connect with the diverse populations and geographical areas not currently served. We must also do a better job at making it easier for people from diverse populations and geographic areas to connect with the outdoors – whether it is in their backyards or in the wilderness.

**Key Actions**

- Develop a diverse environmental education program for diverse populations.
• Strengthen DCNR’s urban forestry program and establish new programs for use in vacant urban lots and community gardens and parks.

• Expand the use regional, floating staff, or “circuit riders,” to help others deliver programs in both urban and suburban areas and to provide assistance to underserved populations.

• Connect students and teachers with DCNR facilities and staff through stronger collaboration with the Pennsylvania Department of Education and support of statewide academic standards related to DCNR areas of expertise.

• Explore the feasibility of creating partnership education centers in the major metropolitan areas that are a composite of the variety of educational services offered by DCNR and operated in partnership with other organizations.

• Expand programming to adult audiences through continuing education, adult learning series, or partnerships with community colleges.
FRAMING THE FOUNDATION FOR SUCCESS

The success of this plan depends on the determination and capacity to carry out its priority actions. In the discussions that helped to build this plan we heard calls for more people and more money. While obtaining greater financial and human resources will no doubt help to achieve many goals and can be integral to many of the plan’s recommendations, they cannot be the sole foundation for a plan. To succeed in implementation, DCNR must build its capacity to expand its mission in a number of other ways:

Enhance management and leadership skills within the department. The workforce of DCNR is one of the most dedicated and qualified in the Commonwealth. The average years of service for a DCNR employee is 17 years. Employees consistently show a willingness and desire to build a better agency. The department must continue and enhance training for managers that will advance their leadership skills to empower the changes called for by the plan. Managers and employees will need to work together to set goals to meet annual implementation plans in support of the action plan.

Build stronger communications and input structures within the department. With its geographic diversity and long-standing tradition of working within specific bureaus, DCNR has been plagued with communication issues. To succeed in our expanded mission, DCNR must view itself as one team entrusted with accomplishing important goals that cut across bureau lines. This plan’s priority actions call for unity and cross communication among programs and work locations. DCNR must develop a communications system that supports two-way information and input flow both up and down the "chain of command." Top-level managers must set examples for open communications, and consistent messages must be communicated throughout the agency.

Build capacity through partnerships. Within DCNR is a wealth of expertise. But much of this knowledge and energy is already spread thin. Partnerships with individuals, organizations, government entities, businesses, local governments, and academia will be a critical element toward accomplishing the goals of this plan. DCNR must set a priority to develop real collaboration among sister agencies and commissions. By combining resources with partners, DCNR can leverage its educational reach, technical assistance, scientific knowledge, revenue generation, recreational opportunities and so much more. Nearly every DCNR program and service can become stronger and more influential with the support and cooperation of partners.

Improve marketing, education and communication. The success of much of what DCNR does depends on our ability to communicate messages to the appropriate audiences. Citizens would be better served knowing the value of recreation and open spaces in their communities. Tourists would enhance local economies if they were aware of all of the recreation and heritage tourism opportunities available in state parks, forests and heritage areas. Individuals would be able to make informed choices if they were more aware of biodiversity and natural resource protection. DCNR must direct staffing and resources in ways that support plan implementation. DCNR must develop a communication strategy to support the implementation of this action plan.

Use science and technology as a foundation for decisions. Better science and technology are needed to improve the management of our lands and help others become more knowledgeable in their decision-making. This starts with a better understanding of how the Commonwealth’s complex
geology impacts all systems. “Looking under the grass” needs to be integrated with the life sciences. DCNR should hire more botanists, geologists and biologists, or partner with others who can increase our scientific knowledge base. New GIS mapping (PAMAP) can supply data needed to make informed decisions and analyze data. Investment in the latest technology and research can position DCNR as a leader in conservation science.

**Measure and learn from the outcomes of our work.** A plan that sits on a shelf will yield no results. DCNR must build a system that enables the department to evaluate initiatives and programs over time to learn what approaches are the most effective to achieving the desired results. This data should be used to inform policy and practice, creating continuous learning that supports good decisions and accountability.

This action plan was built through solid communication with and input from all levels inside and outside the agency. Employees and partners helped to build the plan; a strong supportive structure that uses communication, partnerships, training, technology and evaluation, will help to determine its success.
**THE NEXT STEPS**

This action plan has grown out of a substantial democratic planning process that taught us much about how we see ourselves and how others see us. DCNR will best meet the broad goals we have set for ourselves in this plan if we, through these goals, examine the value that we bring to the people we serve, and increase and leverage that value. What does this mean? Organizations that provide social, economic and political value attract resources. More resources are needed to serve both the agency’s core mission of protecting our natural resources, and the expanded mission put forth in this plan.

Our significant task is defining with some immediacy - and thereafter with regularity - how will we accomplish what we’ve set out to do.

We will greatly improve our chances of success if we pay attention to building our internal capacity as an organization. Upon completion of this plan, we will begin a series of internal capacity-building processes that support its implementation:

1. **Leadership and Management Training:** building strong supervision, leadership, meeting and facilitation skills.

2. **Communications and Input Structures:** establishing a department-wide communications and information process to move important information, questions and ideas quickly to all staff and to also gather data and responses in the process.

3. **Learning and Measurement System:** building a learning system that enables the department to make smarter decisions in service to the mission, and to measure impact of its work in order to improve quality of practice and accountability to the public.

Another key element for success will be the development of annual implementation plans that set attainable yearly goals to accomplish the priority actions. These annual plans will enable evaluation, adjustment, and accountability.

And, we need to make wise, early investments in pilot initiatives that start us down the road that we have defined in this plan. The Secretary has identified early investments, some of which are beginning as this plan is released, in land acquisition; environmental education; conservation science; marketing and tourism; metropolitan outreach initiatives; private lands stewardship; outdoor recreation; greenways; park and forest special projects; and employee innovation projects.

DCNR operates within the fiscal constraints that affect our colleagues throughout state government and our many partners. But even with such constraints, if we wisely direct resources and build our internal capacities, we can make our mission and our programs relevant to the day-to-day lives of the citizens of Pennsylvania and the future of the state.

Lastly, effective and transparent communication with DCNR staff and stakeholders, with governmental agencies and local governments, and with the broad citizenry of the commonwealth, must be the cornerstone of any success. We look forward with excitement to the years ahead and to the expanded mission of DCNR.
Appendix 7
Shaping DCNR's Future – White Papers

The following white papers address emerging issues facing DCNR:

- **Conservation Science and Biodiversity** ([.pdf-197k](#))
  Addresses the fragile nature of Pennsylvania’s biodiversity; the need for better coordination, research, leadership and understanding of species; and the opportunities to use technology, science, and partnerships to implement exemplary conservation science practices.

- **Counties, Cities and Towns** ([.pdf-219k](#))
  Provides a narrative on how DCNR can use its expertise in natural resource and park planning, mapping, and grant funding to help urban and suburban communities improve their citizens’ quality of life.

- **Environmental Education and Stewardship** ([.pdf-225k](#))
  Examines the wide range of environmental and stewardship education in DCNR and recommends options for expanding outreach and partnerships.

- **Greenways and Trails** ([.pdf-240k](#))
  Examines the role of greenways and trails in resource conservation and improved quality of life, and how coordinated development, data sharing, planning and education will help to meet the state’s greenway goals.

- **Land Conservation** ([.pdf-174k](#))
  Discusses the pressing land conservation issues and needs faced by many communities, and how DCNR grant and technical assistance programs and conservation initiatives are addressing these needs.

- **Private Forestlands Stewardship** ([.pdf-173k](#))
  Examines the importance of landowners’ decisions on forest health, and how DCNR can provide the tools to private landowners to make land-use decisions that yield sustainable forests.

- **Management of Our Lands** ([.pdf-210k](#))
  Addresses resource conservation, visitor services, and funding for DCNR’s state park and state forestlands.

- **Outdoor Recreation** ([pdf-213k](#))
  Discusses how DCNR can be a leader in outdoor recreation programming and services through partnerships, packaging, marketing and facility development.

- **Economic Development: Tourism and Forest Products** ([.pdf-222k](#))
  Discusses how DCNR’s programs, services, and lands are the foundation for the eco-tourism and forest products industries and how increased partnerships, incentives, planning and packaging can continue to boost local economies.
DCNR

WHITE PAPER ON
CONSERVATION SCIENCE AND
BIODIVERSITY

An informal narrative on the current state of conservation science and biodiversity, key issues and challenges, and options for the future. This white paper will serve as the starting point for forming DCNR strategies, goals and action items relating to conservation science and biodiversity.

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NOVEMBER 2003

Michael DiBerardinis, Secretary
**BACKGROUND**

Biodiversity is simply the total variety of life on earth. As the collection of all species, their genetic variation, and the communities and ecosystems in which they live, biodiversity is essential to the health of our natural environment and to sustaining the benefits humans derive from nature. (*A Heritage for the 21st Century: Conserving Pennsylvania’s Native Biological Diversity*, Thorne, Kim and Steiner, 1995). Biodiversity is essential for agricultural products, manufactured goods, outdoor recreation and tourism, and our health, our well-being, indeed our very survival. In addition, we have an ethical responsibility to conserve Pennsylvania’s rich diversity of life for the good of future generations.

Conservation science provides the essential information necessary to make informed decisions to maintain a healthy environment and therefore promote biological diversity. Decision-makers at all levels of government as well as in industry are realizing that more science-based information is essential to address complex issues such as urban sprawl, ecosystem health, invasive species, sustainable forestry, water and air quality, and quality of life issues. At the same time, the natural resources of Pennsylvania are necessary for sustainable growth. Non-renewable resources such as oil, gas, coal and building stone must be carefully used. The availability of renewable resources is tied to a healthy environment. In balancing these concerns, use of the best available scientific understanding is crucial.

Biodiversity conservation and related natural resource issues have come to the fore at the national level, and are on the agenda of various federal agencies and non-governmental organizations. Several recent statewide efforts have also sought to address these issues. One of these, the Pennsylvania 21st Century Environment Commission Report, offers several recommendations for “our ethical responsibility to future generations to maintain the ecological service and products upon which all life depends.” Among these recommendations is that the DCNR should serve as the coordinating agency for natural diversity and natural resources in Pennsylvania.

DCNR is in a unique position to further advance the conservation of natural resources in the Commonwealth. Building on its proud tradition as dedicated stewards of nearly 2.4 million acres, including many of the most intact ecosystems in the state, the Department has a great opportunity to continue to advance resource stewardship and conservation science. Additionally, various program area activities such as conservation and land trust grants, greenways, stewardship forestry, the natural heritage program, the native plant program, and environmental education have a tremendous proven potential to contribute to the conservation of the state’s resources. DCNR also is responsible for mapping Pennsylvania’s geology and National Spatial Data Infrastructure layers statewide (PAMAP).

DCNR offers unparalleled potential resources in the form of scientific information, technical knowledge, and environmental education expertise. These resources can be invaluable in enabling the implementation of exemplary conservation science practices both by DCNR and others in the state.

**ISSUES AND CHALLENGES**

Pennsylvania’s biodiversity is being threatened on a number of fronts. The leading causes of biodiversity loss in Pennsylvania are loss and degradation/fragmentation of habitat, non-native invasive species, pollution, and the imbalance in native species such as the overabundance of white-
tailed deer. Many of these issues were outlined in a recent study commissioned by DCNR and other resource partners: *Pennsylvania’s Wildlife and Wild Places, Our Outdoor Heritage in Peril.*

In addressing these threats and exploring opportunities to advance biodiversity conservation, DCNR should consider several specific issues and challenges:

- **Lack of public understanding regarding:**
  - basic principles of ecology
  - effects of biodiversity on people’s own lives
  - impacts of life choices on the integrity of the ecosystems that support all life and the quality of that life
  - wise use of non-renewable resources
  - natural hazards

- **Regional diversity within Pennsylvania**
  - There are different environmental issues and priorities in different areas of the state (e.g. acid mine drainage in some areas, sprawl in others).
  - There are different economic and cultural contexts for conservation in different areas of the state, which suggests different priorities, partnerships and approaches.

- **Information needs – planners and other decision makers**
  - Land-use planners, local government, business, conservation organizations and others need and are asking for reliable and accessible information regarding the natural resources of the Commonwealth.
  - Although DCNR, other agencies and various non-governmental organizations gather a great deal of environmental data at great expense, needed information is often not available in a useable format. There is an urgent need for greater coordination of information and strategic planning to meet conservation information needs both within DCNR and beyond. This will require the development of strategically designed tools to render information understandable and useable by those who need it.
  - Currently biodiversity information is housed in hundreds of locations in many different formats, most not accessible. This complicates the pursuit of a more comprehensive understanding of biodiversity.

- **Pennsylvania needs a better understanding of our resources and how to best manage them.**
  - In Pennsylvania we do not know what species we have in the state, let alone where they are, how they are doing, or what they need to survive and thrive.
  - Managers and decision makers need key analysis tools such as a comprehensive Geographic Information System (GIS) base map, remotely-sensed data such as satellite imagery, and vegetation and geologic maps.
  - Resource managers need the ability to answer key management questions. Too often land managers and decision makers are forced to make important decisions without sufficient information regarding the likely ecological consequences. Ensuring that DCNR makes decisions based on sound conservation science will require both the promotion and advancement of conservation science and its strategic use.
• **Internal coordination and expertise/personnel needs**
  o DCNR’s conservation activities currently lack comprehensive coordination. Program staffs are frequently unaware of other related work being done elsewhere in the organization. Opportunities for cross-collaboration are therefore often missed.
  o There is a pressing need for additional staff/expertise within the Department, especially in the field of conservation science and its related disciplines (e.g. soil science, wildlife biology, weed science, botany, aquatic ecology, landscape biology, hydrogeology, ecology, geography). There also is a lack of Civil Service classifications to address these specialized skill sets.

• **Statewide need for improved communication and cooperation among conservation interests**
  ▪ The Pennsylvania Biodiversity Partnership has recently been making some progress in this area, but there is an ongoing need for conservation organizations to work more closely together and remain aware of each other’s efforts.

• **Fragmented jurisdictional responsibility**
  o Policies and practices of the various resource management agencies in Pennsylvania are sometimes not well aligned. A higher level of coordination and connection among state agencies, private landowners and nongovernmental organizations regarding these issues needs to be established. An excellent example of this need is the issue of white-tailed deer overabundance, which constitutes an enormous threat to Pennsylvania’s biodiversity.
  o Responsibility for the management of Pennsylvania’s biological diversity is divided among three agencies: the Fish and Boat Commission, Game Commission and DCNR. Unfortunately under this arrangement, there are several groups of organisms for which no agency has explicit responsibility. These organisms, referred to as “orphan taxa,” include terrestrial invertebrate species - such as beetles, butterflies, and land snails - nonvascular plants, fungi, and a variety of microorganisms. These groups, representing the vast majority of the state’s diversity, have no legal protection or mandated conservation. Clearly, partnership strategies will be especially crucial to the effective conservation of biodiversity in Pennsylvania.

**OPTIONS**

As greater demands are imposed on our natural resources and land resources, decision-makers at various levels of government as well as private industry and conservation organizations are seeking better science-based information for informed answers to today’s complex problems. DCNR is ready to take the next step forward as a leader in biodiversity conservation and the application of conservation science. Improved coordination and joint planning, making better use of existing information resources, and better integrating and focusing the Department’s work related to biodiversity can significantly move the Department ahead in its effective conservation of the state’s biodiversity and the strategic utilization of conservation science.

Specifically, by working closely with our various partners, the Department can:
• **Maximize agency effectiveness through improved communication and joint planning.** Many issues, such as invasive species management, deer issues, environmental
education, management of special concern resources and energy require coordination and consistency.

- The Department should develop agency-wide management plans and ongoing coordination teams to address these crosscutting issues to realize maximum conservation impact and agency effectiveness.
- Explore training opportunities across program areas in order to better use staff expertise and resources.

- **Set the standard for exemplary management practices.** DCNR, in partnership with others, should develop exemplary stewardship practices for resource management on our state park and state forestlands. Through application of science-based ecosystem management, DCNR land managers should be moving from best management practices, which usually represent a minimum standard necessary, to exemplary stewardship practices. Examples might include the use of green technology/building methods, wildlife habitat improvements based on the best available science and encompassing all species (not just game species) and exemplary forest practices. Standards such as these, proven effective and achievable on our lands, could then be provided to private landowners as a guide for land stewardship. DCNR should develop these standards into a format the public can easily access and understand.

- **Champion the conservation of “orphan species.”** Over 70 percent of Pennsylvania’s species are not under the responsibility of any agency. We depend on these creatures for our very existence; they build the soil in which we grow our food, they break down waste, and form the base of most food webs. There is a need to advance our understanding and promote the sound management of these critical but under-appreciated resources. DCNR should pursue the necessary resources and legal mandate to address the conservation needs of the majority of Pennsylvania’s biodiversity. DCNR should partner with the academic, resource agency, and conservation communities to improve our understanding of these species status and conservation needs and to develop and implement plans for their conservation.

- **Tackle important management questions through applied research.** Land managers and other decision makers need answers to critical management questions and a better understanding of the resources for which they are responsible. Long-term research, monitoring, and analysis are required to address these needs. Access to specific applied research is needed to help managers make sound science-based decisions. An acceleration of inventory and research programs related to biodiversity conservation also is needed. Partnerships will be critical to the success of these efforts. One of the more immediate strategic applications of this work would be to address the enormous threat posed by invasive exotic species on lands and waters throughout the state. Another key need is the identification of indicators of environmental integrity or degradation. We need to better understand and track the condition of ecosystems we manage.

- **Build trust and cooperation among the Commonwealth’s various resource management administrators.** One way to do this would be to recreate the Natural Resources Workgroup to develop an implementation plan for the biodiversity vision. DCNR can also encourage and facilitate interagency coordination at all levels through cooperative
projects. In addition, trust and collaboration is essential among various public and private organizations to further understanding and mutual goals.

- **Inspire the public with an appreciation of Pennsylvania’s rich natural heritage.** DCNR needs to expand environmental education strategy for reaching key audiences by working with partners such as the Pennsylvania Center for Environmental Education, the Pa. Department of Education and the Pennsylvania Biodiversity Partnership, tapping internal capacity, and seeking broader opportunities. This strategy should ensure that messages conveyed are chosen for maximum conservation impact, address key audiences using the most effective means, and explore a regional approach to content and delivery. Environmental education efforts should help people understand their connection to natural resources and in particular, biodiversity, and strive to rekindle the stewardship ethic inherent in Pennsylvania’s culture and inspire the next generation of environmental leaders.

- **Access, apply and provide knowledge for informed decisions statewide.** Decisions having environmental implications are too often made without adequate information. In some cases the information needed already exists but is not readily available. DCNR could have an enormous impact by providing science-based information in a useable format to promote good decision-making that supports economic development while assuring environmental stewardship. For example, DCNR can assist planning professionals and local government by providing geological and biological input and information, reviewing ordinances, using PAMAP data, and tailoring Heritage GIS, and other tools to meet their needs. In cases where the information does not yet exist, DCNR can work with others to identify, prioritize and seek ways to fill critical information needs.

- **Strategically examine alignment of resources and mission.** To meet the challenges we face, DCNR will need to evaluate current staffing allocations with an eye to these issues and hire or contract in areas where needs are greatest. The Department will also need to advocate and explore new sources of funding needed to advance conservation. DCNR needs to better capture the scientific research conducted with the support of public funds through grants and contracts for conservation and research. Greater efforts towards securing federal dollars could augment conservation science projects this important research. In addition, reassigning Growing Greener funds to support development of essential research, monitoring and analysis will move conservation efforts forward tremendously.

- **Make use of data now scattered throughout the agency and beyond.** Recent technological advances make it possible to consolidate data. By taking full advantage of GIS technologies along with, for example, hyper spectral and radar imaging, DCNR can enable levels of analysis and collective understanding previously unimagined. This type of analytical power depends on specific, consistent and reliable data. Important data/tools include improved species inventories, a statewide vegetation map and a base map of the state (PAMAP) for use in GIS analyses. Projects such as the Heritage GIS can also be expanded upon and better integrated into the work of other program areas.
An informal narrative on the current state of DCNR’s relationships with counties, cities and towns; key issues and challenges; and options for the future. This white paper will serve as the starting point for forming DCNR strategies, goals and action items relating to counties, cities and towns.

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Michael DiBerardinis, Secretary
BACKGROUND

According to the Governor’s Center for Local Government Service’s 2002 Annual Report on Land Use, Pennsylvania is at a crossroads. Our future depends on our ability to protect our land and water resources. Land - one of our most valuable resources - is threatened by urban flight, loss of open space to development, and population shifts. We have two choices. Do nothing and people will continue to relocate from our urban areas to suburban and rural areas resulting in continued loss of farm and forestlands to new development. Or, we can choose more efficient growth patterns to both conserve our important natural resources and re-invigorate our urban areas. Improving the quality of life in our developed communities often with established recreation and park systems is directly tied to addressing Pennsylvania’s growth patterns and governance structure. DCNR’s challenge is to maximize access to our resources to strategically make a difference in the more populous communities. Our resources include staff with expertise in natural resource and park planning, mapping, grant funding, and extensive public lands.

Through recent stakeholder meetings, DCNR has heard the need to bring our services, primarily located in rural areas, to where most people live. In 2003, the Center for Rural Pennsylvania adopted a definition of rural and urban municipalities based on population density. Generally, a county and a municipality are considered urban when the number of persons per square mile is more than 274. When applying this definition, 72 percent of Pennsylvania’s 12.3 million residents are living in 19 urban counties. Thirteen urban counties are clustered in central and southeast Pennsylvania with other urban clusters including Luzerne and Lackawanna counties; Beaver, Allegheny and Westmoreland counties; and Erie County. Thirty-six percent, or 911 municipalities, are considered urban. Most are located in urban counties but some are scattered across Pennsylvania in rural counties.

For this white paper, DCNR is focusing on Pennsylvania’s counties, cities and towns. County government is viewed as the practical means to communicate to all local governments particularly rural municipalities that often have limited administrative staff. Cities include not only Philadelphia and Pittsburgh but also Pennsylvania’s 53 third-class cities. DCNR is using “towns” as a general description referring to boroughs and urban townships. Pennsylvania has only one official town. Pennsylvania has 961 boroughs, many with populations under 2,500 residents and in rural counties. There are however, at least 20 boroughs with populations similar to many Pennsylvania third class cities (10,000-38,000). The Governor’s Office of Housing and Community Revitalization, is using “core communities” as another term to describe Pennsylvania’s smaller cities and towns.

Pennsylvania cities and towns are under significant financial stress. Over the past 20 years, there has been a considerable flight from cities and boroughs. People living in these areas have decreased from 56 percent to 26 percent. This flight has increased fragmentation of urban areas and the erosion of the revenue base for these communities. In a 2002 survey by the National League of Cities, with current economic downturns, fiscal conditions in America’s cities are also declining. For the first time in 10 years, the majority of officials across the country reported they are worse off financially than in the previous fiscal year. Pennsylvania cities are experiencing similar trends. Revenues are down and expenditures for services like public safety are rising. Historically, providing affordable recreation programs and enhancing the urban environment are the first city services to be negatively impacted by tough economic times.

Small cities and boroughs are Pennsylvania’s traditional neighborhoods - the kinds of places where children can walk or ride their bikes to school, the library and the corner store. They have historic character and a sense of community. Many of these places are losing population, which is negatively impacting their ability to maintain thriving communities. Statewide, 65 percent of Pennsylvania’s cities and boroughs lost population over the last decade while 75 percent of second-class townships grew over the same time span. In Revitalizing Our Small Cities and Boroughs, 10,000 Friends of Pennsylvania advocates that older communities could provide an alternative to sprawl if they could be revitalized and made attractive for both residential and commercial developments.
DCNR recognizes it will take a significant statewide initiative, across all state agencies, to make a difference in Pennsylvania’s cities and towns. Since the Governor’s Land Use Executive Order #1999-1, creating the Governor’s Center for Local Government Services, DCNR has supported and partnered with the Center to promote good conservation planning and partnerships. Key DCNR accomplishments include:

- adopting of Pennsylvania Greenways: Creating Connections, assuming the lead agency role for implementation, and engaging 18 counties in greenway planning;
- initiating DCNR’s Metropolitan Partners Program - DCNR’s first attempt to bring our resources to urban communities resulted in opening lines of communication with urban stakeholders;
- recognizing the importance of state parks in urban setting, like Benjamin Rush State Park, and giving these parks additional priority for capital improvements;
- hiring local government outreach coordinators to assist counties on geologically sound planning and digital mapping, such as Geographic Information System needs, and increasing communication and collaborative projects so far in 52 of Pennsylvania’s 67 counties;
- repackaging DCNR’s grant program to fund projects that emphasize partnerships and advance multi-municipal planning, for example, funding six regional recreation and open space plans for Monroe County’s 20 municipalities;
- creating DCNR’s Community Involvement Task Force (CITF) designed to encourage involvement in community activities by all bureaus; and
- supporting and promoting Growing Greener: Conservation by Design - a land conservation planning process in which at least 11 municipalities have amended subdivision ordinances to foster greater conservation of local natural resources.

DCNR has a unique opportunity to reach out more cohesively to our cities and towns. DCNR is the primary state agency that devotes resources to serving the recreation, park, greenway, mapping and natural resource needs of all Pennsylvania communities. Many state parks are recognized as significant community and county assets. Over the past several years, DCNR has begun new efforts to reach out to communities through initiatives like eco-tourism, metropolitan partnerships, PAMAP program, and stakeholder meetings. The next challenge for DCNR is to consider stakeholder input and be more pro-active with outreach programs that target population centers.

ISSUES AND CHALLENGES

DCNR should consider these issues when enhancing its outreach to citizens living in or near urban areas:

- **Pennsylvania’s fragmented local government structure, with considerable diversity across its 2,566 municipalities, makes advancing any statewide initiative challenging.** As the Pennsylvania Economy League describes, “the numbers are mind-boggling. Over 2,500 municipalities and 67 counties with annual expenditures exceeding $14 billion. Over 2,000 quasi-governmental authorities that spend billions more.” In addition, there are countless non-governmental organizations like youth athletic associations and watershed organizations that compete for local and state funding. These organizations don’t always keep local governing bodies informed about their projects and increased competition for scarce resources results.

- **To advance DCNR initiatives and become a full partner within the above complex local government structure will require its well respected but independent bureaus to embrace common priorities, improve communication between central and regional offices, and coordinate more with other state agencies.** While DCNR’s Community Involvement Task Force has improved communication across the bureaus, this action planning process reinforced the need for additional efforts. Many DCNR staff (in different bureaus) working with similar partners are still unaware of each other’s roles and responsibilities. Regional and/or field staff often know their communities better than central office staff and understanding regional differences is critical to
advancing DCNR initiatives. However, field staff closest to communities may not have the skills and/or resources to implement DCNR priorities relevant to their regions. Lastly, the Interagency Land Use Task Force and regional committees lost momentum with the administration transition and communication across state agencies has decreased. State agencies are interpreting state policies differently, like the Pennsylvania Municipalities Planning Code, and in turn providing inconsistent advice to local officials.

- **Many local and county officials do not know what DCNR does and how DCNR field staff could assist them beyond grant funding.** DCNR as a separate agency has only existed for eight years and is still a young department. Many officials are unaware of DCNR’s services and the extent our department-wide resources can assist in community development. Marketing DCNR’s bureaus and their respective services is a complex task. Since the separation of the former Department of Environmental Resources (DER), DCNR has no single person/office responsible for coordination with local governments and state associations and directly marketing our resources. The office of Local Government Affairs as part of DER was responsible for this and was absorbed solely by the Department of Environmental Protection.

- **Advancing initiatives like greenways or smart growth requires considerable technical assistance to over 20,000 local elected officials who make land-use decisions and impact funding for local recreation and park opportunities.** DCNR’s technical assistance efforts are often fragmented and generally not focused on urban areas. Within most DCNR bureaus, it is a lower priority and not given the same attention as core missions (managing facilities, awarding grants, etc.). The inconsistencies in the definitions across state agencies on concepts such as smart growth and greenways compound the situation. Also, many local officials are volunteers and are often overwhelmed by the tasks of providing daily services let alone becoming more knowledgeable about new statewide initiatives.

- **County governments and regional planning agencies are key partners that could communicate DCNR's message to local officials if that partnership is strengthened.** The first challenge is the lack of staff and financial capacity with many counties. Only one in three counties has a recreation and park department with full-time staff. County planners are few in number in rural counties and environmental, geology, recreation and park issues may not be a priority. Second, there is a lack of ongoing comprehensive planning, which can provide forums for the state to communicate new concepts. Thirty-six percent of county comprehensive plans are over 10 years old and at least five counties have never completed one. Lack of a strong partnership with counties makes it difficult to know if DCNR’s programs are effective and if initiatives match with county needs. Even with a strengthened DCNR/county partnership, there can be a lack of trust and communication between counties and their local municipalities. Since Pennsylvania’s county governments have limited power and influence over local land-use decisions, trust between county and local governments is essential for counties to serve as a conduit for state initiatives.

- **DCNR manages nearly 2.4 million acres of lands mostly in rural areas, whereas 72 percent of Pennsylvanians live in urban areas.** Most of our resources are not where Pennsylvanians live and available to communities with the greatest needs. This geographic issue is further compounded by two major cultural diversity challenges. This first challenge is the cultural difference between our field staff that primarily come from rural backgrounds, while a large portion of visitors to DCNR lands are residents from urban and suburban areas. The differing perspectives are something that our staff needs to be aware of and prepared to address. Not everyone values the same things. The second challenge is Pennsylvania’s changing demographics as our population ages and young professionals leave for other states. Many of our state and local parks were based on 1960s recreation trends and don’t address the needs of our growing minority and aging populations.

*Counties, Cities and Towns White Paper* 3
• Cities and towns have more complex needs and often less fiscal capacity than affluent suburbs. 10,000 Friends of Pennsylvania found in a study of southeastern small cities and boroughs, these municipalities suffer disproportionately from urban ills (vacant houses, increased poverty, higher crime) compared to neighboring townships. Generally, cities and towns have few financial resources to provide services and manage problems. These older communities benefited from considerable federal and state funding in the 1960s and struggle to maintain existing facilities. Communities can apply for DCNR grants to upgrade these facilities but there is no state funding available to help cover ongoing maintenance costs.

OPTIONS

To address the issues above will require a strategic approach. Recommended options include:

• Continue to target counties as the conduit to building staff and financial capacity at the local level, communicate Pennsylvania’s smart growth and greenway strategies, and educate local officials on environmental, geology, recreation and park issues. DCNR should seek to build relationships with county commissioners and staff as the first approach but also recognize the limitations of some counties. When appropriate, regional agencies like regional planning commissions and councils of governments should be included in this approach. Below is a list of targeted outreach options:
  1. Continue priority funding for county natural areas inventories, greenway and open space network plans, and recreation and park plans.
  2. Train DCNR field staff to participate in the development of county plans and serve on county advisory boards like ones for recreation and parks, tourism, and economic development.
  3. Fund county circuit riders who would work with municipalities and advance DCNR priorities.
  4. Provide grant incentives and award programs to recognize counties that partner with DCNR to promote scientifically sound land conservation and increase intergovernmental cooperation.
  5. Consider block grants to counties/regional agencies for grants to smaller cities and towns for multi-municipal planning and small renovation projects like playgrounds.

• Increase DCNR’s visibility and recognition as an agency through targeted marketing strategies. DCNR should explore partnership opportunities with schools, nonprofits, universities, and city providers to bring DCNR resources to urban areas and help develop a stewardship ethic. Marketing and advertising of these resources and upgrading local facilities to meet the needs of urban residents would better inform large population centers on natural resources issues. A more proactive approach to marketing would enable DCNR to become better known as an agency with resources that can benefit the quality of life of Pennsylvania residents.

• Review the work of DCNR’s metropolitan partners committee, incorporate this Administration’s approach, and distribute to urban partners. DCNR’s metropolitan partners committee was created to further explore the needs of Pennsylvania’s urban areas and audiences. The committee produced a report, *DCNR’s Metropolitan Partners: Expanding our Reach*, which contains good recommendations to enhance DCNR’s presence in metropolitan areas, provide educational guidance to educators, and share the agency’s expertise particularly in urban forestry and community development. DCNR is in the early stages of a collaborative capacity building project around tree cover loss in southeastern Pennsylvania that is an example of a metropolitan approach. Partnerships thrive with follow-through, accountability, and when small projects provide early success stories. Focusing more on these techniques would improve the report and possibly lead to more effective implementation.
• **Evaluate DCNR’s grant programs to place a greater emphasis on urban areas.** Over the past three years, DCNR’s Community Conservation Partnerships Program has provided about $18.7 million in annual grants to county and local governments. DCNR’s 2003-2004 funding for community recreation applicants has been reduced to about $13 million. Stakeholders have reminded DCNR there is already limited state funding for unlimited needs. Providing more funding to urban areas is supported, but a new urban oriented funding source is preferred over shifting funds from present sources already in high demand. Other states like New Jersey are recognizing that revitalizing cities and towns is a critical component in statewide smart growth strategies. DCNR should review New Jersey’s new urban funding priorities and other states with similar initiatives for applicability to its grant programs. DCNR should work with appropriate state agencies to better understand the needs of cities and towns and how DCNR funding can be most effective in these communities. The assessment should include determining the amount of grant funds presently directed to urban areas, programs to improve maintenance of existing facilities, adding a population density ranking criteria, level of regional planning, and impact of the required 50 percent local match.

• **Increase collaboration with other state and federal agencies to collectively focus on communities with the most needs, advance smart growth strategies, and improve technical assistance to local municipalities.** Revitalizing cities and towns requires an integrated approach. A city may need to focus on basic needs like housing and community policing in a neighborhood first before the playground is rehabilitated or it may be vandalized. A key partner is the Governor’s Center for Local Government Services. Key state agency staff should pool resources and expertise for targeted communities and counties like the Lebanon County Comprehensive Plan (currently being funded by several state agencies). Examine each agency’s grant funding schedules and requirements and explore ways to better coordinate and make it easier for communities to leverage state funding. State agencies should communicate similar messages and seek out communities that are receptive to collaborative efforts and willing to bring some resources to the table. Publish collaborative projects in bi-annual reports to help promote success stories and show the benefits of increased community involvement and partnerships.

• **Expand DCNR’s resources relating to local government affairs.** Staff could be dedicated to communicating all DCNR programs and services and finding the common bonds that draw DCNR and field staff together in targeted communities. A second key role could be to strengthen DCNR’s relationship with local government associations to insure DCNR’s educational messages are communicated at their annual conferences. Included in this would be strengthening relationships with county conservation districts and state commissions (game, fish and boat, etc.) A third role could be to hold regional roundtable meetings for managers across bureaus with participation from county and local officials and seek to link DCNR’s education and stewardship initiatives to communities in general.

• **Provide more environmental education and outdoor recreation classes in urban settings.** State parks could partner with city/county recreation and park departments to encourage more urban residents to see, learn, and experience Pennsylvania’s natural resources, both in urban and rural settings. Learning how to kayak at a local downtown pool and then experiencing it at a state park may increase appreciation for natural and water resources. Providing the education locally will not only allow for increased need and use of local parks and open spaces but also help increase awareness of the resources the state has to offer for recreation in our rural areas. Partnering with counties, cities and towns is a holistic approach that can ensure ongoing mutual benefits to every Pennsylvania resident.
DCNR

WHITE PAPER ON
ENVIRONMENTAL EDUCATION AND STEWARDSHIP

An informal narrative on the current state of environmental education and stewardship outreach in Pennsylvania as it relates to DCNR, key issues and challenges, and options for the future. This white paper will serve as the starting point for forming DCNR strategies, goals and action items relating to environmental education and stewardship.

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Michael DiBerardinis, Secretary
DCNR is in a unique position to expand its mission as the stewards and advocates for the natural resources of Pennsylvania. With 116 state parks, 2.1 million acres of forestland, 11 heritage areas and myriad conservation and recreation partnerships, DCNR is positioned to spark enthusiasm for nature, provide life-long conservation learning opportunities for Pennsylvania’s citizens, and generate stewardship activities throughout the Commonwealth. DCNR’s cadre of staff involved in education and stewardship includes nearly 100 environmental education specialists and interpreters providing services and programs at 59 of the 116 state parks and environmental education centers; 42 service foresters who focus on private forest land stewardship; parks and recreation advisers who assist partners and local governments in projects; geologists who focus on outreach to local governments; and many more.

DCNR’s educational and stewardship efforts can be divided into four categories – environmental education, interpretation, stewardship education and conservation information.

- **Environmental Education** is a lifelong learning process that helps people become literate about environmental stewardship issues. It prepares people, through awareness, knowledge and problem-solving skills, to think through difficult decisions and to work together to improve – and try to solve – environmental stewardship issues. Education programs usually follow sequential learning strategies, and often deal with captive audiences, such as school students and teachers. DCNR’s environmental education program dovetails with the Department of Education’s academic standards. The Bureau of State Parks has the strongest environmental education program, reaching 700,000 people per year. Nearly 100 educators develop and offer preschool through high school programs and accredited pre-service and in-service workshops for teachers in Watershed Education, Pennsylvania Songbirds, and Pennsylvania Land Choices, as well as numerous national programs/curricula. Forestry’s largest educational program is the Envirothon, reaching 10,000 students/year.

- **Interpretation** describes communication activities designed to improve understanding at parks, museums, nature centers and historic sites and is generally grounded in a recreation experience and based on a specific natural or cultural resource. It is a communication process that forges emotional and intellectual connections between the interests of the audience and the inherent meanings in the resource. Guided hikes, visits to heritage park cultural sites and wayside exhibits, geology tours, and campfire programs are considered interpretive programs. They deal with non-captive audiences, often on a solitary basis with no sequential information offered. State parks offer interpretive programs such as pontoon boat tours, early morning bird walks, owl prowls, programs with costumed historic characters, canoe tours, and gristmill tours.

- **Stewardship Education** assists landowners, local governments, and partners in conservation planning and implementation activities on the land. The Bureau of Forestry’s Stewardship Program works to provide Pennsylvania’s more than 500,000 private forest landowners with necessary knowledge to manage their forest sustainably and to inform the state’s citizenry of the importance of forest resources to their quality of life and Pennsylvania’s economy. For example, service foresters organize annual meetings, tours and information updates on land practices for forest landowners. Service foresters also advise municipalities on urban and community forestry programs. Geologists from DCNR’s Topographic and Geologic Survey conduct local government education and provide geologic data in order to improve stewardship practices in areas such as land-use decision-making, sustainable groundwater sources, geologic hazards and others. DCNR is a major sponsor of annual river sojourns designed to familiarize participants with a river and its watershed.

- **Conservation Information** in DCNR is either used to support the above three categories, or can be passive and be made available to those who request it or look on DCNR’s web site. An example would be a landowner looking up information on woolly adelgid on the web site. Information is disseminated through written publications, DCNR web site, displays, videos, public speaking and interpretive programs. Target audiences include teachers, landowners, students, private industry, researchers and many more. Examples from throughout DCNR include an interactive geology CD, a booklet entitled The Geology of PA’s Groundwater, and “tree trunks” consisting of forest resource materials for teachers. Some DCNR functions, such as forest pest management, depend on a web-based approach to provide needed public information. The Bureau of Recreation and Conservation provides key stewardship information for local governments to promote sound land-use planning.
Partnerships play a critical role in the success of many DCNR education and stewardship efforts. DCNR’s grants program – the Community Conservation Partnerships Program – facilitates environmental education and stewardship efforts through grants ranging from large-landscape stewardship projects such as the Kittatinny Ridge or the Susquehanna River, to direct support for nature centers including the Montour County Preserve, Benjamin Olewine Nature Center, and Millbrook Marsh Environmental Center. Greenways, trails, and heritage areas provide a matrix on which interpretation, education and information can be offered by DCNR and its partners. Collaboration with local schools, intermediate units, conservation districts and other state agencies such as Pa. Department of Education (PDE), Pa. Center for Environmental Education (PCEE), Game Commission (PGC) and Fish and Boat Commission (PFBC) are critical to the success of many DCNR programs.

ISSUES AND CHALLENGES

I. Education and Stewardship Issues

**Educational areas of focus:** DCNR’s current education vision statement is that DCNR will be a leader in educating and informing citizens so they will participate in the conservation of our natural resources. The program areas have been implementing this vision, but each in its own way and somewhat independently of one another. The result has been a fragmented and sometimes duplicative effort. Although there have been several successful intra-departmental cooperative efforts, there has been no concerted effort to identify priority areas of focus and then follow through with specific program area assignments to work toward a common message or area of focus.

**Marketing of existing programs:** There is a general lack of public awareness of the educational services that DCNR does currently offer. Marketing is badly needed – marketing toward landowners, township planners, teachers, industry, school community, and the general public.

**Expanded role in forest management:** As the jurisdictional agency for plants in Pennsylvania and the largest forest landowner with over 100 years of experience, it is appropriate for DCNR to lead in building public support for sustainable forest management on all forested lands. While DCNR manages 2.4 million acres of state forest and parklands, the majority of forestland – 75 percent – is in private ownership. To have a significant impact on forestland, it is imperative to deliver high-quality information and education to private forest landowners about sustainable and ecologically-based forest management.

**Stewardship challenges:** DCNR faces significant challenges in stewardship. For example, the two greatest challenges to Pennsylvania’s forests today – deer overabundance and sprawl development – are not within DCNR’s jurisdictional responsibility. Both of these stewardship challenges can be approached through education and partnerships with non-profits and other agencies, but not solved by these means alone. DCNR’s 42 service foresters can play a major role, but education is only part of their responsibility. The challenge of improving stewardship education in general in Pennsylvania is huge. A recent survey conducted by the Pa. Center for Environmental Education indicated that while Pennsylvanians have positive attitudes towards the environment, they have a poor grasp of environmental knowledge and issues.

**Geo-database/mapping as a tool:** DCNR collects data in many different areas – geology, forest pests, forest types, trails, roads, native species and more – but it’s been compartmentalized. The Bureau of Information Technology is leading an effort to connect all information so that it’s easily accessible by DCNR staff and the public. The Bureau of Topographic and Geologic Survey is creating county-level GIS maps that will be a critical tool for planning and providing baseline topographic and geologic information for sustainable urban development and groundwater considerations. The production of these maps is expensive, and it will be some time before this stewardship tool is available to all counties.

II. Expanding Outreach

**Urban/Suburban Education:** Nearly 80 percent of Pennsylvania’s citizens live in urban or suburban areas. A significant challenge to increasing our programmatic reach and relevance to urban/suburban audiences is DCNR’s weak field presence in these areas. DCNR’s staff does not reflect the diversity commonly found in the
population of urban communities. This may affect the accessibility of outreach and education in these
communities. Additionally, DCNR has two urban foresters in its headquarters office, but urban forestry is
considered a lower emphasis in the bureau. There are service foresters near urban areas, but our foresters
generally are not well trained to work in urban environments. The vast majority of state parks staff is not
working in parks near urban areas. Traffic congestion, lack of public transportation, and lack of strong DCNR
outreach in urban areas make visitation to a state park or state forest unlikely for many urban residents.

**Adult audiences:** DCNR needs to do a better job of educating adults – homeowners, forest landowners,
general public. According to the Pennsylvania Environmental Readiness for the 21st Century Report, adult environmental
learning in Pennsylvania is sporadic and limited. The Bureau of State Parks reaches this audience through its
interpretive program in parks, but there is a definite need for expansion of targeted messages for this group.
This can be accomplished through continuing education, adult learning series and partnering with community
colleges. The Forest Lands Beautification advertising campaign was a good effort to get the message out about
forest dumping and could serve as a model for expansion to other topic areas. The land choices teacher
workshop being developed by State Parks would be a great adult education program for those interested in
becoming more involved in land-use decisions in their community.

### III. DCNR Internal Challenges

**Segmented functions:** A major barrier to a coordinated approach to environmental education and stewardship
is the practice of operating as bureaus, rather than as a department. This can be attributed to relative newness of
the agency and the long history of bureaus operating independently within larger departments (Forests and
Waters and Environmental Resources). DCNR delivers significant education and stewardship activities
throughout the field and in headquarters, but these efforts could be more effective and efficient with better
coordination. There are limited department-wide resources dedicated to education and outreach activities such
as publications, graphics, exhibits, photography, and educator training.

**Staffing:** DCNR devotes a relatively low level of staffing to environmental education and stewardship outreach
functions. Despite an on-going approach in the Bureau of State Parks of re-directing some vacancies to
environmental education positions, the staff is still two-thirds seasonal – of the 59 parks that have programs,
only 17 sites are staffed year-round. Other bureaus have not dedicated a significant number of staff trained in
and devoted solely to education, but instead rely on adding educational duties to existing responsibilities of
various technical staff. This approach has had limited success – education falls low in priority compared to other
job duties, and technical staff often lack adequate preparation to develop educational programs.

### OPTIONS

#### I. Education and Stewardship

**Focused educational messages:** DCNR should prioritize topic areas for education and then ensure that all
bureaus and program areas are working as a cohesive unit in the delivery of these messages. Focus areas should
be determined as soon as possible, although some have risen to the top through the action planning process –
land use, private land stewardship, deer/forest issues and invasive species are a few. Identification of priority
topics should be followed by decisions about target audiences, message delivery systems and program area
responsibilities.

**DCNR-managed lands as a model:** DCNR should demonstrate best practices on our land and expand its
conservation and stewardship message. DCNR lands can serve as educational classrooms and scientific
research centers for achieving healthy ecosystems and biological diversity, and to communicate information on
issues such as mining, oil, forestry, deer, land use, stormwater management and groundwater.

**DCNR-partner projects as a model:** DCNR should publicize and educate the public about opportunities and
model projects. Some examples include nature centers funded by DCNR such as Montour Preserve and
Millbrook Marsh. Other examples include model land management practices in place at many land trust sites.

**Local government outreach:** To increase DCNR’s influence with local governments, DCNR should speed up
the production of county-level GIS maps; distribute baseline topographic and geologic information; develop
more departmental exhibits focused on stewardship, biodiversity and land use; provide training for municipal
officials and volunteer community leaders in land use, sustainable forestry, greenways and watersheds; and
promote the Forest Stewardship and the Community Trees/Urban Forestry programs. DCNR’s grants can provide a fulcrum for encouraging smart growth techniques.

**Enhance the historical, geological and cultural portal for learning:** DCNR’s assets include a significant number of historical, geological and cultural resources. The 11 heritage areas expand the land base of DCNR’s program and create unique portals to DCNR stewardship messages. These programs can communicate the significance of regional resources to develop an understanding that connects those resources to today’s world.

**Increase communication activity about stewardship:** DCNR should consider the development of new tools to disseminate information on available programs and services including a comprehensive web site and a brochure highlighting educational materials and resources offered by DCNR. Internally, DCNR could develop an inventory of skills, experience and current programs to enable staff to communicate effectively about what the agency has to offer. Programs such as *Hike for Health* could be expanded to other topics and developed into a media campaign. DCNR could make better use of trade and partnership organizations’ publications, and make it easier to find information via a searchable database.

## II. Expanding Outreach

**Partnerships:** DCNR can expand education in urban areas by developing programs that can be offered in partnership with other providers. DCNR’s grants program is underutilized for education and training, and can assist partners in using programs designed by DCNR at community environmental education centers, or to leverage local environmental education efforts by rewarding local governments for supporting environmental education programming. Through stronger collaboration with County Conservation Districts and PDE, DCNR can augment its assistance to local schools in addressing the environment and ecology academic standards, through curriculum support and teacher training. A major finding of the *Pa. Environmental Readiness for the 21st Century Survey* supports the need for the continuation of an organized and cooperative approach to environmental literacy/stewardship for Pennsylvania citizens.

**Programs offered in cities:** DCNR could work to meet the growing demand for assistance in helping schools address the environment and ecology standards in urban areas. State Parks’ program is designed to meet these standards, and the primary focus of the current program is reaching school students and teachers through in-service training. It may not be conceivable to design custom programs with a large number of schools, however DCNR can provide teacher training and quality student programs to assist schools or our partners in meeting this growing demand. To be fully effective in urban areas, DCNR should aggressively seek employees who are reflective of the community it serves. Since most DCNR land is not close to the urban and suburban public, a focus on transportable programs, such as *Watershed Education* and bird ecology activity trunks should be increased. New programs could be developed for use in vacant urban lots, and community gardens and parks. Programs that offer nature education opportunities in urban areas through a partnership with urban nature centers and parks departments could be initiated, such as one offered by the Michigan Department of Natural Resources. Michigan’s *Urban Adventure Program* brings state park programs into local city parks, schools and community centers as a means of introducing urban residents to the natural resources and recreational opportunities available in the state parks.

**Circuit riders:** Another approach is to use the concept of “circuit riders,” such as those used by the Bureau of Recreation and Conservation. Circuit riders would be “on loan” environmental educators to work on a given project for a defined length of time to establish a program and build the capacity of the partner to deliver the program on a long-term basis.

**DCNR residential site-based:** Currently, many of our environmental education programs bring students and teachers to DCNR facilities. A notable extension of this approach is the Environmental Careers Outdoors Camp (ECO Camp), which provides a high-quality, one-week summer experience to high school students and includes outreach to kids from urban areas. Besides education, a major purpose of the program is to introduce students to DCNR in hopes of attracting them as future employees. One way to expand on-site programming to a residential style program is to engage in the *Nurture through Nature* partnership with PDE in order to get urban schools out to parks.

**Partnership education centers in metropolitan areas:** Explore the feasibility of creating partnership education centers in the major metropolitan areas that are a composite of the variety of educational services offered by DCNR and operated in partnership with other organizations. The new Tom Ridge Center at Presque
Isle is a model that could be explored for expansion to other areas. The Center will house several state, federal and private conservation organizations and offices, as well as several colleges and universities, all working together to offer and broad range of environmental education services. One potential goal to consider would be that DCNR, through partnerships and support, would assist in a goal of having at least one environmental education center for every county.

**Adult audiences:** Expansion to adult audiences can be accomplished through continuing education, adult learning series or partnerships with community colleges. The Forest Lands Beautification advertising campaign was a high-quality effort to convey messages about forest dumping and could serve as a model for expansion to other topic areas. The land choices teacher workshop being developed by State Parks would be a great adult education program for those interested in becoming more involved in land-use decisions in their community.

### III. Addressing DCNR’s Structural/Functional Challenges

**DCNR niche:** DCNR is uniquely situated to educate about Pennsylvania’s natural resources and issues, such as the value of open space/natural areas, old growth forests or the stewardship and responsible management of land. DCNR should further define its niche, both in terms of audience and educational content. It will be important to assess: current and future audiences and needs; potential overlap with private providers; current participation, both in numbers and real impact for all program areas; and opportunities to link education, recreation, and the full breadth of possibilities available to us through our broad program reach – from geology, to land use, to biodiversity education, to the more traditional environmental education. DCNR has the opportunity to engage people of all ages through life-long contact and to serve as a significant support to the educational community. No other government agency in Pennsylvania has the number of field educators focused on environmental education.

**Expansion of education programs:** DCNR should conduct a strategic assessment of our educational audiences, consider expansion of current programs, develop better coordination and communications about existing education programs, and create greater central educational support. Additional state park sites should be identified for expansion from seasonal to year round. With the wave of recent retirements, a unique opportunity exists to evaluate staffing structure and identified needs. DCNR should explore the possibility of information/education units within each bureau and/or a central unit to serve all bureaus. Staff that play a role in education and stewardship include educators, marketing specialists, GIS specialists, project coordinators and outreach functions. The impact of current programs can be enhanced through the greater use of media and electronic communications.

**Legislative mandate:** DCNR should explore the need for a specific legislative mandate for a DCNR environmental education program to maintain continuity and funding through administrative changes. It should work to ensure uniformity in bureau charges or mission statements in education and dedicate sustained funding to education.

**Expand partnerships:** DCNR should conduct a strategic examination of current and potential partnership opportunities with sister agencies such as PDE, PGC, PFBC, PENNDOT, DEP and DCED to offer educational and informational services. DCNR’s partnerships with non-profits such as land trusts and education providers are key to meeting our expanded mission. Partnerships with corporations and private business also should be developed.

**Special projects:** Engaging staff from different bureaus on DCNR-wide or regional projects can be an effective way to bring the full range of education and stewardship elements within DCNR to bear on an issue or project. Education staff from all bureaus should work together to define the messages DCNR wants to convey and then to develop and implement comprehensive programs around those messages, such as the southeast Pennsylvania forest canopy project (currently under development) and biodiversity education. An example where a department-wide approach may be needed is the issue of deer management, where the Bureau of Forestry provides the science and information, State Parks develops education and outreach, and Recreation and Conservation engages partner non-profits and local governments through forums and grants.

**Enhance internal communications:** Internal communications need to be increased in order to better communicate and coordinate DCNR’s myriad educational and stewardship activities. Increased efficiencies will be found if bureaus coordinate their efforts more. This can be facilitated through workgroups, committees, electronic communication, cross training and education.
An informal narrative on the current state of greenways and trails in Pennsylvania as it relates to DCNR, key issues and challenges, and options for the future. This white paper will serve as the starting point for forming DCNR strategies, goals and action items relating greenways and trails.

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Michael DiBerardinis, Secretary
BACKGROUND

In 2001, DCNR was designated the lead agency to implement a statewide greenways program. The program grew out of the work of the Pennsylvania Greenways Partnership Commission and its Pennsylvania Greenways: An Action Plan for Creating Connections (“The Plan”). The Plan lays out a 20-year implementation strategy that is guided by the following greenway vision for the state: “Pennsylvania and its many partners will develop an outstanding network of greenways across the Commonwealth, creating an asset highly valued by Pennsylvanians and enhancing the quality of life for all. This network of greenways will connect Pennsylvania’s open space, natural landscape features, scenic, cultural, historic and recreational sites, and urban and rural communities. Greenways will become one of the Commonwealth’s most powerful tools to achieve sustainable growth and livable communities.” An overarching measure of success for the Plan is “by 2020, the Commonwealth should have a distinguishable greenways network across the state, similar to the Interstate Highway System that is today the backbone of Pennsylvania’s system of roadways.” The Plan also is specifically referenced in the Governor’s Executive Order 1999-1 on Land Use Planning identifying greenways as a component of achieving environmentally sensitive growth strategies in the Commonwealth.

The Plan was a product of more than a year of research that included a review of state government policies, regional workshops with stakeholders, and surveys that confirmed Pennsylvanians have a history of developing greenways locally, often with volunteer and non-profit organizations partnering with local governments. Survey results revealed that more than 80 percent of those surveyed said they have used a greenway and 93 percent supported providing more greenways in their communities.

Within the current program, the term “greenway” is defined very broadly as linear corridors of public or private land that serve a variety of functions. They can take many forms: recreational trails that provide public access for both motorized and non-motorized vehicles, as well as linear corridors of open space such as a riparian buffer not specifically established for public use but conserved primarily for ecological and environmental reasons. Essentially what makes greenways so valuable is their ability to link things together to create an interconnected system of green space within and between communities. The elements being connected can be people-oriented like schools, playgrounds and town centers; natural resource-based like important bird or wildlife habitats or a last remaining block of forest land; or places that represent a combination of both attributes such as a state park. In short, what all greenways have in common is that they provide connections across the landscape that conserve natural resources and improve the quality of life in our communities – two key factors for achieving sustainable growth in a vibrant Pennsylvania economy.

In the current update of Pennsylvania’s Recreation Plan, new survey data continues to confirm the public’s interest in greenways. Specifically, survey data revealed that trail-oriented greenways including bicycle paths (63 percent of respondents), hiking and backpacking trails (57 percent of respondents) and walking paths (53 percent of respondents) were most often identified as needing to be improved or increased in the Commonwealth. There was also strong agreement that greenways should link neighborhoods, parks and communities throughout the state. Survey results also indicated that there is a growing recognition by our citizens (66 percent of respondents) that greenways can have a positive affect on property values.

Florida and Maryland have well-developed greenways programs. Both states’ programs have more emphasis on the science around identifying conservation/ecological greenways on a statewide basis using a “green infrastructure” assessment methodology. Florida in particular has invested heavily in a GIS-based system to establish priorities for acquisition and other investments in their conservation-based greenway program. Both states also employ more full-time staff resources to implement their overall programs.

Historically, DCNR efforts relative to greenways have been primarily trail-oriented programs including rail trails, recreational trails on state forest and park lands, and programs to assist communities in park and trail planning.
and development. Efforts to address the issue of establishing greenways for ecological or conservation purposes have been more limited and are still evolving in the agency.

The agency’s key accomplishments under the greenways program to date include:

• Secured Transportation Enhancements Program funding for Plan implementation;
• Established Greenways Interagency Coordination Team to support state agency cooperation for Plan implementation;
• Created Secretary’s Greenway Program Advisory Group to guide program implementation;
• Launched county greenways and open space network planning program and DCED partnership to link to county comprehensive plans to greenway planning. More than 18 counties are actively engaged in this new planning program;
• Identified and mapped major greenways corridors statewide;
• Created the PA greenways clearinghouse web site to provide an educational resource on greenways and to support the greenways development community;
• Established health/greenways partnership with “Hike for Health Program” and through participation in PA Advocates for Nutrition and Activity (PANA) coalition;
• Supported through grants the Trail Towns and Market Towns initiatives to revitalize communities along two major greenway corridors in the state; and
• Since 2001, provided more than $11 million dollars in grant funding for planning and development of a broad array of greenway projects across the state.

**ISSUES AND CHALLENGES** *(numbering links corresponding Issues/Challenges with proposed Options)*

1. **More emphasis on education and marketing initiatives is needed to communicate the greenways concept.** The broad definition of the term “greenway” has caused confusion and program implementation challenges. The term is not well understood by the public to include both recreational trails and conservation/ecological components. The agency also has struggled with this internally. By definition, all trails are greenways but not all greenways are trails. The conservation/ecological side of greenways – how and when open space is considered a greenway if it does not involve a public access/trail component and the science behind making these decisions – needs to be better fleshed out and integrated into the program. To many, conservation greenways that may not include a public access component seem very different in purpose, and perhaps incompatible with greenways that include trails or paths used for recreation. The program could do a better job of promoting the idea that greenways can be working lands so private landowners are not as hesitant to set land aside in fear of being locked out of any management options.

2. **Different areas of the state (rural, urban and suburban) and different populations representing diverse ethnic and socio-economic groups may view greenways and trails differently.** This makes program delivery more complex. Like the land-use issue, the degree to which the public supports the benefits of greenways and greenways/open space planning often correlates with how much development pressure there is in an area. Some benefits are valued differently by different audiences. For example, using greenways to address loss of open space or address storm water management and water quality issues is most meaningful in urban or suburban settings. In rural areas, trail-oriented greenways may primarily be valued as an opportunity for community revitalization, nature tourism and economic development. In addition, the program does not specifically respond to the broad spectrum and cultural diversity of Pennsylvania’s citizenry including addressing the needs of older Pennsylvanians who comprise close to 20 percent of the state’s population.

3. **Interagency and intra-agency coordination is critical.**

**Interagency Coordination:** Plan implementation requires active participation from 17 different state agencies. The Interagency Coordination Team formed to support the program lost momentum during the transition of
administration. There is an ongoing need to continually involve other state agencies and to develop a meaningful framework to hold agencies accountable for their commitments under the Plan and to track agency progress.

Intra-agency Coordination: Greenways is a topic crossing DCNR bureau lines, but integrating the pieces of the program internally has been challenging. This has been evident in a lack of coordination among bureaus in providing technical assistance to the public and in difficulty experienced in the creation of a greenways geographic information system (GIS) to identify and map the many greenways data layers that involve several different program areas. Some of this might be attributed to the broad scope of the program, its dual recreation/conservation goals and/or a basic lack of understanding of how these goals fit together in the context of other DCNR programs.

4. Measuring the impact of the program using economic and other quality of life indicators is important.

The economic potential of greenways and trails can be better demonstrated. The state could benefit from more widespread data on the impact of greenways and trails to local economics and community revitalization initiatives. The program also currently does not collect this kind of data as a potential measure of the success of state-funded projects. This data is particularly valuable when making the case for future investments in greenway and trail programs.

Specific indicators linked to other quality of life issues are not specifically tracked to measure program impact: The benefits of greenways in terms of increasing the general quality of life for Pennsylvanians must be well articulated. Very often information about benefits is anecdotal and not well tracked or reported on to demonstrate the value of greenway investments. One example where this is beginning to change is the connection between greenways/trails, physical activity and health improvement, which is becoming increasingly well documented by the Centers for Disease Control and other health prevention, advocates.

5. There is a need to better internally manage geographic information and other data related to greenways program implementation. Since greenways are so broadly defined, there potentially are a variety of different data layers that would comprise a greenways Geographic Information System (GIS). DCNR currently lacks a coordinated effort to manage such data layers in a consistent fashion. There also is limited capacity within the agency to use GIS software and mapping products to support program needs. At present, three or four entities in the agency manage different segments of trail-based greenway location and contact information resulting in an inefficient and inconsistent approach. In addition, the department funds the inventory and assembly of a large amount of geographic data as part of planning, design and acquisition projects through the Community Conservation Partnerships Program. Much of this information sits on the shelf and is not used in a meaningful way. There is no process or staff capacity to take GIS data received and put it in a form that it can help inform future agency decision-making and priority setting.

6. Information on the recreational opportunities and amenities in the state needs to be delivered in a more efficient and coordinated manner. Because data and information about recreational resources in the state is now managed in a rather piecemeal fashion, providing information for the public in a more direct and efficient manner has not been accomplished to date. At present, users must consult various sources to get complete listings of recreational opportunities. Despite its comprehensive information, even DCNR's web site does not do a good job of sorting by activity.

7. The current program primarily emphasizes a county-by-county planning approach. This approach has some limitations for the program. Establishing a statewide system of greenways requires making connections across county boundaries. Currently the program does not have a strong mechanism for ensuring cross-county connections. Also, the County Greenways and Open Space Network Planning Program requires that counties adopt plans as part of the county's overall county comprehensive plan thus integrating it into the overall land use vision for the county. However, state law does not require implementation of comprehensive plans. This fact
may limit the degree to which counties will actually implement the actions identified in County Greenways and Open Space Network Plans. Local and regional greenway efforts are also important to a statewide greenways system but the program should outline how these fit into the overall program.

8. DCNR must address different and sometimes conflicting issues from a variety of different trail user groups. The issue most often raised deals with providing recreational opportunities for both motorized and non-motorized use. The growing demand, yet lack of infrastructure, for motorized trail use is a major challenge, especially the liability issues associated with redirecting the demand for new motorized trail facilities to private land. Assistance in securing permanent protection of heavily used trail corridors, particularly in areas facing development pressure, also has been identified as a need.

9. The Plan is very comprehensive yet the capacity within DCNR to manage its implementation has not increased commensurate with the task. One full-time staff person is dedicated to coordinating statewide Plan implementation, which is inadequate to address the expectations and targets identified in the current Plan. Capacity for greenways planning and implementation is also an issue at the county and local levels.

OPTIONS

1&2. Take a more strategic approach to implementation by establishing a more robust and targeted education strategy for the program and presenting this within the context of Rendell Administration priorities.

Revisit current Plan goals and targets: Revisit the Plan to strategically prioritize goals and targets and elevate those that resonate with other administration initiatives like community revitalization, nature tourism and sustainable development. This initial task is important to help focus limited funding and staff resources more wisely. An example of priority setting might include proceeding with statewide implementation of the “trail towns” concept currently being piloted in western Pennsylvania to promote community revitalization and economic development in small towns along the greenway corridor.

Prepare education and marketing strategy: Work with DCNR’s new Office of Education, Communications and Partnerships on an education and marketing strategy that will increase understanding of and support for greenways in communities, whether they are in rural, suburban or urban settings, and recognize age and cultural differences of diverse population groups. The strategy should strive to communicate the various functions and multiple benefits of greenways with particular emphasis on the unifying theme of improving quality of life for all of our citizens. There also should be a component of the education strategy dealing with incorporating the concept into K-12 lesson plans and curricula. Any strategy should articulate more clearly the definition of the terms greenway and this could include altering the name of the program to “Greenways and Trails.” It could also incorporate the term “green infrastructure” more fully and strategically into the program to help frame a science-based methodology needed to assess where opportunities for conservation-oriented greenways and open space protection exist in the state (e.g. first order stream corridors, biodiversity rich areas, etc). In addition, DCNR should promote the idea that one good way to establish greenways and to keep open space open is to allow it to be managed for multiple benefits, including harvesting trees and crops as long as it is not being developed. Support this with programs that help landowners manage the natural resources on their land; without this technical assistance landowners may be more likely to convert the land to another use such as development.

Develop and expand training opportunities: This could include working with stakeholders and other partners like the Governor’s Center for Local Government Services to develop training opportunities for targeted groups like local government officials and other state agency decision makers. Training DCNR staff in particular (e.g. park managers, foresters, environmental education staff) could greatly expand the reach of the program through existing staff.
3. Strengthen both interagency and intraagency cooperation.

**Interagency Coordination:** Re-energize the Interagency Coordination Team by communicating directly to agency heads about their commitments under the Plan and calling upon each agency to complete an implementation strategy to identify and track agency commitments more directly. Greenway program activity from each agency should be captured as part of a regular reporting system that feeds into the development of an annual progress report outlining program achievements and measures of success. It is also important to be clear about how involvement in the program by an agency can help meet their core agency mission. For example, for the Department of Environmental Protection, if they chose to do so, encouraging the design of greenways into land development projects could be viewed as a best management practice in response to new federal storm water regulations.

**Intra-agency Coordination:** Each DCNR bureau should appoint staff to the Interagency Coordination Team to be the point of contact for the program and to assist with program implementation issues as they relate to their bureau. Each bureau should also develop an implementation strategy that outlines their roles and responsibilities as it relates to the greenways plan/program. Each year, accomplishments related to this should also be included in the annual progress report.

4. Develop a variety of indicators to measure program impact.

**Develop a statewide approach to collecting consistent economic impact data:** Support the development of a consistent methodology for assessing the economic impact of greenway and trail projects in the state and establish a program to collect data for some of the major greenway/trail corridors. Build upon any existing economic data that has already been completed especially lessons learned and work undertaken by the Allegheny Trail Alliance in their assessment of the Great Allegheny Passage corridor that estimated receipts from trail visitors at $7.9 million dollars annually. This kind of analysis could be replicated in some of the other major greenway corridors in the state.

**Establish other “quality of life” indicators and include in overall measurement program:** Identify several quality of life indicators. Research any existing data in the state with regard to these indicators and greenways. Set up a program to document and track these indicators in several pilot greenways/trail project locations across the state. Quality of life indicators could include such things as improvements in air and water quality; increased accessibility to safe off-road transportation options; less traffic congestion; better storm water management and flood control; increased connectivity between destinations in local communities; and a healthier population as a result of increased physical activity and a decrease in obesity-related diseases.

5. Create a common vision for a Geographic Information System (GIS) in the agency that coordinates data layer development and management and supports a partnership with counties to access greenways-related spatial data. **Strategically, GIS is one of the best tools to help the agency analyze and map data, evaluate different natural resource planning approaches and ultimately make informed decisions about land management and conservation issues and competing priorities. DCNR should develop an agency-wide vision and strategy for GIS that can be understood and embraced by staff involved from either a technical user or policy perspective. In addition, it could provide a framework for DCNR staff to share and more fully use spatial data received from grant-funded projects as well as strengthen DCNR’s partnership with county governments to encourage data sharing.**

6. Establish a holistic agency vision and delivery strategy for all recreation information. **DCNR’s Office of Education, Communications and Partnerships should take the lead in outlining one agency-wide vision and implementation strategy for providing recreation information across the state. This should build upon the work started to create an interactive Discovery Map, an Internet-based application that could more efficiently and effectively present a complete inventory of outdoor recreational opportunities in the Commonwealth. This information should also include county and local data to the greatest extent possible. A first step to achieving this**
could be the updating and digitizing of an existing database of information on recreation areas and facilities in the state that has not been updated since 1994.

7. Increase opportunities for fostering regional greenway and open space planning, provide incentives for implementation, and more clearly define specific roles for state, regional, county and local entities.

Communicate roles and responsibilities in greenways planning and implementation: As part of the planning and education components of the greenways program, DCNR should communicate clearly the different roles and responsibilities of different entities. Proposed roles: the state takes responsibility for ensuring the integrity of major greenway corridors identified by DCNR as having an important role in forming the backbone of a statewide greenways system; regional planning agencies proactively participate in county and multi-county greenway planning and implementation to help promote inter-county greenway connections; counties develop county greenway plans that fit within the context of a county’s comprehensive land use plan, and municipalities or groups of municipalities use the county greenway network framework that they helped to craft as partners in the county planning process to create more local greenway connections between neighborhoods, schools and other local destinations.

State should continue to lead by example: Several major trail-based greenway projects in the state, such as the Great Allegheny Passage and the Delaware and Lehigh Trail, evolved well beyond initial investments on state-owned land (e.g. Youghiogheny River Trail in Ohiopyle State Park, Lehigh Gorge Trail in Lehigh Gorge State Park). Building partnerships with private landowners and local jurisdictions, DCNR should proactively look at areas adjacent to state-owned lands and pursue opportunities that exist to make more greenway and trail connections. Resources should be directed to such investments. Issues related to the state’s role in long-term oversight, support and/or management of major greenway corridors, especially those that currently exist and transverse multiple counties or regions, should be examined carefully so that these corridors remain intact and pay long-term dividends as part of statewide nature tourism and economic development strategies. DCNR should also lead by example and support the development and use of a common science-based methodology (e.g. NLT’s Smart Conservation, Maryland’s Green Infrastructure Assessment, etc.) to assist in identifying conservation-based greenways, to help guide conservation planning initiatives involving large landscapes (e.g. Kittatinny Ridge) and to aid agency decision making when prioritizing land acquisition opportunities at the state level as well as grant funding requests.

Promote a regional approach to planning: In addition to supporting county-level planning, DCNR should continue to seek out regional partners (e.g. metropolitan planning organizations, heritage regions, etc.) to work on integrating greenway and open space planning efforts on a multi-county basis and to work regionally on implementation strategies. Strongly support counties who pursue greenway and open space planning and implementation projects with their neighbors. The creation of guidelines for greenways and trails development might also be helpful to support potential greenway connections from one region of the state to another.

Plan Implementation: DCNR should provide incentives for planning by linking DCNR-funded greenways and open space network planning to actual project implementation. Projects identified by counties in their plans would receive priority for funding, elevating the importance of this kind of green infrastructure planning in the state. This could be taken a step further: counties having done this planning could also receive extra points when competing for project funding from other agencies. Another incentive might be changing the current grant program funding cycle so funding is available more than once a year for implementation projects that have been identified in a previously funded planning process.

8. Engage all user groups and citizen users and identify needs specific to different groups.

DCNR should make sure greenway planning efforts cover issues associated with all trail user groups including both the non-motorized and motorized use communities. The agency should continue to work with the Snowmobile / ATV Advisory Committee (SAAC) to advance motorized use opportunities. Use the Pennsylvania Recreational Trails Advisory Board (PARTAB) and the Recreation Advisory Council (RAC) to help identify
specific needs of all user groups. Provide technical assistance materials and education programs to help mitigate user conflicts.

9. Build more capacity in the program. Strategically look at options for dedicating more staff resources to implementing the Plan. This does not necessarily mean new staff resources. DCNR already has a number of staff working on various greenway initiatives, but they are spread throughout the agency. Reorganizing existing resources may adequately address the capacity issue. Capacity can also be strengthened by strong partnerships with other state agencies and non-profit groups representing a variety of different sectors.

Seek more, perhaps non-traditional, partners to help promote greenways and trails: One of the biggest issues in the greenways and trails movement is the link between trails and health concerns. DCNR should work closely with PA Advocates for Nutrition and Activity (PANA) to establish a broad-based “active communities” initiative that builds public support for community design that includes trails and greenways as a way to increase cost effective opportunities for physical activity close to home. This would involve reaching out to local health partners, schools and local officials to bring the greenways message to families, children, community leaders and school policy-decision makers. DCNR should also establish a partnership with the development and real estate communities to enlist the help of another sector in promoting greenways as part of smart growth strategies that also provide an economic return on investment. Case studies showcasing greenways as part of innovative commercial and residential development and redevelopment projects should be developed and integrated into the education and marketing program. The Growing Greener Conservation By Design program promoted by DCNR should be continued and opportunities for program expansion into commercial and brownfield redevelopment opportunities should be seriously considered.

Volunteers and Interns: DCNR should also explore ways to use conservation volunteers or interns in program implementation.
An informal narrative on the current state of land conservation, key issues and challenges, and options for the future. This white paper will serve as the starting point for forming DCNR strategies, goals and action items relating to land conservation.

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BACKGROUND

DCNR has made great strides in land conservation in its relatively short-tenure as a state agency. In passing the legislation (Act 1995-18) that created the Department in 1995, the General Assembly declared, “Pennsylvania’s public natural resources are to be conserved and maintained for the use and benefit of all its citizens as guaranteed by section 27 of Article I of the Constitution of Pennsylvania.” DCNR was established as the cabinet-level advocate for conservation and natural resources protection. The Department’s strategy for land conservation has been twofold: protection of natural resources on public state parks and forests lands; and delivery of conservation services and grant assistance to private land owners, non-profit organizations and local governments. The protection of natural resources on DCNR’s parks and forests and adjacent lands is covered in a white paper dealing with Management of Our Lands. The Department’s outreach to private forest land owners is addressed in a white paper on Private Lands Stewardship. This paper deals with other land conservation issues and options, the great majority of which are contained within DCNR’s Community Conservation Partnerships Program.

Community Conservation Partnerships Program (C2P2) – C2P2 is the Commonwealth’s sole source of grant funding to counties, communities, and non-profit organizations for conservation planning and the acquisition of land for local parks, greenways, open space preservation and natural areas protection. The primary source of funding for land conservation is the Keystone Recreation, Park and Conservation Fund (Key 93). The Key 93 legislation dedicates annual funding ($4.5 million to $5.5 million in recent years) for conservation organizations to undertake projects for the planning and acquisition of critical natural areas and open space. The Key 93 legislation also enables counties, cities and other local governments to obtain funding (averaging $3.5 million to $4 million per year) for conservation planning and acquisition of land for parks and conservation uses. Supplemental funding for C2P2 is provided from the Growing Greener fund and the federal Land and Water Conservation Fund (LWCF). DCNR provides about $1 million to $2 million per year of Growing Greener funds for land acquisitions by conservation groups. Very little Growing Greener money is provided for community land acquisition projects. About $.5 million to $1 million per year is provided to communities for land acquisition from the LWCF program. Around $1 million to $1.5 million is annually provided to non-profit conservation organizations from the Growing Greener program to undertake conservation planning, education and technical assistance projects that are statewide or regional in scope.

In the past nine years, DCNR has provided close to $70 million in grant funding to enable the acquisition of around 83,000 acres of land for conservation. Of this amount, approximately 70,000 acres were acquired by non-profit conservancies and 13,000 acres were acquired by counties and communities. Approximately 28,000 of the 70,000 acres were transferred to DCNR’s Bureau of Forestry and approximately 14,000 acres transferred to the Pennsylvania Game Commission.

The success of C2P2 is directly influenced by the ability to establish partnerships with a variety of stakeholders, primarily with the non-profit conservation community and conservation-minded counties and local governments. Stakeholders have differing views on partnership, as evidenced in their responses to DCNR’s Secretary during his travels in the spring of 2003. Stakeholders communicated that they see DCNR doing a good job of developing partnerships, that we can improve, and that partnerships are both a challenge and an opportunity for the future. Stakeholders also communicated that DCNR is doing a good job of preserving open space and natural areas, but identified adjacent lands management and managing sprawl as challenges for the future.
ISSUES AND CHALLENGES

Even though DCNR and its partners have taken great strides in the land conservation race, we are losing the marathon and being outpaced by unplanned and haphazard land development... sprawl. According to the recent report: Pennsylvania’s Wildlife and Wild Places – Our Outdoor Heritage in Peril, development consumes 350 acres of Pennsylvania’s open space every day. This rate of land development outpaces the rate of land conservation by an average ratio of nearly three acres to one, what a coalition of 60 conservation organizations calls the “green gap.” At this pace, 20 percent or more of the Commonwealth’s unprotected forests, fields and open space lands will disappear in the next 20 years, and we will lose the vital economic, ecological, community and quality of life values and benefits of these lands and special places. Of prime concern is the impact this loss of land will have on Pennsylvania’s landscapes and wildlife habitat. The challenge is to encourage growth without sacrificing wildlife and wild places. If we fail in this challenge there is more to lose than numbers of acres. Sprawl threatens our outdoor traditions and limits urban residents’ access to outdoor and nature-based experience. Unchecked, sprawl may compromise our rural communities’ hopes for sustainable, resource-based economies such as forestry, wildlife-watching, outdoor recreation and tourism. In unplanned development, we risk the fragmentation of unique and vibrant landscapes that lead to the decline of forest birds and other wildlife that depend upon Pennsylvania’s forests, fields and streams.

From surveys, poll results and voting patterns, it is evident that Pennsylvania’s citizens want these lands and places protected. Conservation referenda were held in two counties and 11 local municipalities in Pennsylvania during 2002. All 13 conservation measures passed with an average of 70 percent of voters voting in favor. In 2003, the Tarrance Group surveyed registered likely voters in Montgomery County. When people were asked to consider various issues, 95 percent found “preserving open space and natural land areas” to be important. Significantly, 80 percent found this issue to be extremely or very important. In comparison, 47 percent found “attracting new businesses to the area” to have this level of importance. Public support for conservation in Pennsylvania is remarkably strong and consistent regardless of party registration and geographic region. It is also strong and consistent with urban, suburban and rural dwellers alike. Pennsylvania voters track well with the national voting pattern. In November 2002, voters across the U.S. approved ballot measures that contained $3 billion for conserving open space. The 94 successful measures were among 111 considered on state and local ballots – a passage rate of 85 percent.

The primary challenge facing DCNR as we work to harness this land conservation passion and close the “green gap” is our ability to provide adequate resources – especially funding – to our land conservation partners. Together, strong foundations have been built for several key land conservation and land use initiatives that need additional financial resources in order to grow and become much more effective in narrowing the gap. The status quo is not sufficient to encourage the desired growth of this program and these initiatives.

- Acquisition Grants – 50 percent matching grants are available from C2P2 to acquire fee simple title and conservation easements to protect critical natural areas, preserve open space and establish greenways and community parks. In the past four years, the average annual total grant funds requested for land acquisition projects from communities and non-profit conservancies is $23 million. (This figure understates actual demand, because applicants self-regulate, knowing DCNR can only fund a limited number of projects per applicant and many...
times fund less than the amount of the funds requested.) Average annual funding has been $11 million. C2P2 is able to meet less than one half of requests and perhaps one quarter of the actual demand.

- **Conservation By Design** – DCNR’s flagship land use initiative achieves land conservation through community visioning, zoning and subdivision design. It also has a brownfields to greenways component. Conservation by Design offers Pennsylvania municipalities a legally-defensible system that works within existing land-use regulations to conserve land as development occurs. Since the majority of open space in any community is zoned for single-family homes on large lots, shifting residential development onto half or less of the parcel preserves private property rights and generates open space. At its most basic level, these municipalities can preserve approximately half of all remaining developable land in an interconnected open space network. This open space network provides recreation lands for new residents, preserves the scenic views that long-term residents cherish, manages stormwater and reduces flooding, preserves ecological habitats, and enhances property values. Conservation by Design is no substitute for land and easement purchase, but it is a critical complementary conservation tool. By institutionalizing land conservation in the development process, Conservation by Design enables communities to manage growth and conserve land at very low public cost and high public benefit. The concept started in the southeastern part of the state, but needs much more funding and attention to strengthen this educational component and expand the outreach statewide.

- **County Natural Areas Inventories** – All but 17 counties are currently involved. These inventories are a key part of the base planning upon which all other county planning and community development decisions should be structured. They provide the primary input into the PA Natural Diversity Inventory (PNDI) database and map the locations of critical habitat and natural areas for counties, communities, developers and consultants to assist them with planning and development decisions. CNAIs are an integral part of the PA Natural Heritage Program. A surge of additional dollars is needed to complete this project and better situate natural resource protection and land conservation in land use planning across the Commonwealth.

- **County Greenway and Open Space Network Plans** – This is a relatively new initiative that evolved from the Statewide Greenways Plan, which calls for all 67 counties to complete and adopt greenway and open space network plans by 2007. These plans will become an integral part of county comprehensive planning, encouraging counties to link greenway and open space networks with county and community initiatives dealing with land use, community revitalization, tourism promotion, land conservation, outdoor recreation and wildlife protection. Currently, 18 counties are participating, but additional fiscal and staff resources are necessary to proactively pursue the other 49 counties in an accelerated manner.

- **Smart Conservation** – This is an ongoing research and education program with the Natural Lands Trust to develop a multi-criteria land conservation decision-making model for the identification, evaluation and prioritization of resources on a large landscape scale. It is another southeastern demonstration project that is at a crossroads for funding to expand statewide. This is one of the few science-based GIS models for analyzing and prioritizing conservation sites and landscapes for protection.
• **Statewide and Regional Planning Grants** – This component of C2P2 allows DCNR to provide funding and establish partnerships with stakeholders to accomplish planning, research, education, training, technical assistance and outreach on land conservation and land use issues, problems and projects. In the past two years, demand for these funds has exceeded $3 million annually. Grants given in each of these two years were just over $1 million.

• **Grant Program Guidelines** – It is also apparent from stakeholders’ input and comments that the acquisition and conservation planning guidelines of the grant program need to be again evaluated to deal with common themes and creative tensions that were identified. For example, conservation education and outreach needs to be reinforced and strengthened; strategic conservation acquisition should be encouraged while recognizing that unexpected opportunities have historically been and will continue to be important; the once-a-year application deadline of the grant program is not conducive to opportunities that fall outside the application cycle timeframe; matching fund requirements should be changed to reflect priorities and unique projects; DCNR needs to be proactive in interacting with other state agencies, foundations and the corporate sector to leverage other funding and partnerships; DCNR needs to coordinate with other state agencies to prevent conflicting incentives for land use; should the grant dollar be more focused or open to all; the grant program needs to account for regional differences and priorities; land acquisition and land management need to be integrated; and prevention of fragmentation of large conservation landscapes needs to be given more attention in the grant program priorities and process.

**OPTIONS**

Most of the issues and challenges for land conservation center around the need for additional resources, especially funding. However, other challenges require the focusing of existing resources or the changing of existing programs, therefore, many of the following options must be employed in concert if a significant positive impact is to be made on the conservation of open space and natural areas.

**Funding** – A coalition of partner land conservation groups recommends that $500 million ($50M/year for 10 years) in new funding – above and beyond existing program funding - be allocated for acquisition of land and conservation easements to protect farm and forestland, critical natural habitats and community open space. DCNR should be the primary agency responsible for spending this additional funding, using the Community Conservation Partnerships Program as the mechanism to convey portions of it to our conservation partners:

• working with land conservation partners to formulate guidelines for spending new money and to evaluate the land acquisition and conservation planning components of C2P2 for improvements and changes even if no new money becomes available. Issues and areas to evaluate are primarily those identified under the Grant Program Guidelines set forth above.
• working with the Governor’s Office and General Assembly to address the need for new funding for land and easement acquisition as well as for conservation planning, education and technical assistance.
• working with the Federal Forest Legacy Program, which may provide additional funding for conservation easements on working forests threatened by development.
Land Conservation and Habitat Protection Strategy – DCNR will work with land conservation partners to develop a statewide strategy for spending new money, developing a strategic plan to identify conservation areas of statewide significance for preservation, developing goals and a process for large tract (2,000 + acres) protection and continue to work with other state agencies to elevate the importance of land conservation in the Commonwealth’s land-use strategy. The “strategic” actions and activities will have to take into consideration the Issues and Challenges set forth in the preceding section, paying particular attention to the recommendations that are set forth in the Pennsylvania’s Wildlife and Wild Places – Our Outdoor Heritage in Peril report.

Green Infrastructure – DCNR should explore the feasibility of elevating the green infrastructure concept into a policy framework and educational strategy for conservation planning, protection and outreach. The idea and concept needs to be analyzed and evaluated to determine if it should be used to anchor the statewide vision and strategy driving land conservation and habitat protection decisions in the future.
An informal narrative on the current state of private forestlands stewardship, key issues and challenges, and options for the future. This white paper will serve as the starting point for forming DCNR strategies, goals and action items relating to private forestlands stewardship.

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Michael DiBerardinis, Secretary
BACKGROUND

Pennsylvania has more than 500,000 private forest landowners who own 12.5 million acres or approximately 75 percent of the Commonwealth’s forestland. Included in that landowner number are approximately 130,000 landowners who own forestland of 20 acres or more. This resource is of critical importance to the well being of the Commonwealth due to its contribution to biological diversity, clean water, wildlife habitat, clean air, mineral resources, recreation, and the state’s $5 billion dollar timber industry. The landowners themselves represent a startling demographic diversity including size of holdings, occupation, income, and most importantly, objectives for their forestland.

DCNR provides vital technical assistance and educational opportunities for private forest landowners. DCNR has also created partnerships with members of the forest community, such as Penn State University, the Sustainable Forestry Initiative, conservation districts, and private forest firms. In the past seven years, DCNR service foresters provided technical assistance and information to the equivalent of approximately 79,000 people and provided 5,700 educational programs and/or workshops to private landowners and other members of the general public. Virginia, West Virginia, and New York have similar landowner outreach programs.

In order to provide technical assistance to private forest landowners, Congress passed the Cooperative Forest Management Act in 1950. In essence, the federal government took the lead in establishing and financing programs through the USDA Forest Service. Most states looked to the federal government for leadership in these programs, Pennsylvania among them. The funding and substance for many of our current forest management programs comes from the federal government. However, the Forest Service relies on DCNR to implement these programs in Pennsylvania.

The success of these forest stewardship programs is directly influenced by the ability to establish partnerships with a variety of stakeholders. The private lands stewardship initiative goes nowhere without the participation of private landowners and other stakeholders. Stakeholders have communicated that they see DCNR doing a good job of developing partnerships, that we can improve our partnerships, and that partnerships are both a challenge and an opportunity for the future.

ISSUES AND CHALLENGES

The lack of sustainable forest management is linked to a suite of reasons, including poor management decisions and no management decisions at all. Studies have shown that only a small percentage of landowners harvesting timber on their property use a forester, or any resource professional, for advice and management. Around five percent of landowners have developed a written plan for managing their forested property, although these landowners represent approximately 29 percent of the land. Many forest properties are harvested on a diameter-limit basis, which takes the largest trees and leaves the smaller ones. This harvesting approach is particularly problematic with even-aged stands that are typical in Pennsylvania. This type of harvest leads to a genetically impoverished forest that becomes less resilient and less sustainable. In addition, diameter-limit harvests can radically change species composition of the forest as well as significantly reduce future management options. Moreover, some well-meaning but misinformed local government entities have passed ordinances preventing timber harvesting and other management activities.

Even the decision to invoke a “hands-off” management approach can lead to an unsustainable outcome. Many elements in the woods prevent forests from regenerating, including white-tailed deer and invasive species as well as insect pests and wildfire. Of these hazards, the current over-population of white-tailed deer is the most pervasive threat to the sustainability of the forest resource.

In fact, the afore-mentioned hazards complicate sustainability on all of the forested lands in the Commonwealth, not just private lands. Regeneration failures tied to overabundant white-tailed deer and competing vegetation are
probably the greatest threat to forest sustainability in the Commonwealth. Currently, there are limited options with regard to white-tailed deer. The protection of young seedlings and saplings from deer depredation are greatly complicated by the combination of a limited hunting season, and the expense of deer deterrent fencing. Moreover, the success of some competing vegetation has been linked to the overabundance of white-tailed deer.

Outreach and technical assistance to private forests landowners has traditionally been the responsibility of the Bureau of Forestry’s service foresters and the extension unit of the Penn State School of Forest Resources. The model of technical assistance that has evolved through the years has been one in which the service foresters have provided assistance to forest landowners on a one-to-one basis. This also has led the service foresters to adopt a role as advocate for the private forest landowners, as opposed to a role as advocate for the forest resource. While there is considerable overlap between these two roles, the focus on the landowner has created some resistance to the development of a more beneficial partnership with other professional foresters from forest industry and forest consultants. Effective technical assistance and outreach to private forest landowners can only be achieved with the cooperation of the entire professional forestry community.

Furthermore, the tenure of ownership for privately held forested land in the Commonwealth is relatively short. Some studies have suggested that forested land changes ownership approximately every seven to 15 years. Some evidence suggests that the rate of ownership turnover is somewhat slower on larger acreages. This relatively rapid change in ownership makes focusing on the forest resource rather than the landowner more imperative.

In addition, our current property tax situation does much to discourage forest landowners from managing their property in a sustainable manner. In some situations the property tax programs may serve to motivate landowners to develop their land instead of leaving it in a forested condition.

Pennsylvania has experienced a marked decline in markets for lower quality and smaller diameter wood. In the last five years, two major pulp producers have closed mills in the Commonwealth. The loss of these markets has had a significant impact on the ability of private forest landowners to manage their lands. Without these markets, landowners cannot afford to remove poorer quality material from their forests. This could hamper the ability of landowners to meet their stewardship objectives.

At this point, no cohesive strategy provides focus for addressing the many challenges that face private forest landowners. Typically, outreach and technical services for private forest landowners have been based on existing federal programs. While these programs have been important, they did not always address the most pressing problems for Pennsylvania. However, an effort is currently underway, led by DCNR and the Penn State forestry extension program, to develop the necessary strategic focus to address Pennsylvania issues. This effort has included meetings with many interested stakeholders, including professional foresters from industry, consulting, public agencies, and academia. Focus groups have also been held with private forest landowners to get a clearer picture of what they perceive their needs to be.

Finally, the size of forested landholdings continues to shrink. Pennsylvania faces both the problems of parcelization and of fragmentation. Parcelization occurs when land is divided on transfer, whether to heirs or when large holdings are sold. If the subsequent parcels continue as forest, then the problem becomes one of attempting to manage properties that may be too small to achieve any economies of scale, particularly with regard to timber harvesting or other forest management activities. If the land use changes when the properties are divided, the problem becomes more one of fragmentation as forested properties become interspersed with other land uses, as opposed to the previous contiguous forest.
OPTIONS

Most of the issues and challenges for private lands stewardship center around the need for providing landowners with the tools they need to make land-use decisions that yield sustainable results. However, other challenges require the focusing of existing resources, therefore, many of the following options must be employed in concert if a significant positive impact is to be made on the sustainability of private forestlands.

- DCNR must help bring the white-tailed deer population into balance with its habitat. If this is not accomplished, most efforts to attain sustainable forestry will fail.
- DCNR must train its staff in the early detection and control of invasive species.
- DCNR must continue to improve the landowner assistance model that will provide landowners and stakeholders with the information needed to make sustainable choices for their property.
- DCNR and the Penn State Forest Resources Extension program should continue to develop new and more effective mechanisms for disseminating forest stewardship information for all stakeholders.
- DCNR must focus on strengthening its partnership among foresters, timber harvesters, other government agencies, and landowners. Active participation by the timber industry is paramount to success of this partnership.
- DCNR and Penn State School of Forest Resources should cooperate on developing a model forestland tax system that will provide incentives for landowners to keep their land in forest.
- DCNR and the Hardwood Development Council should cooperate in efforts to develop markets for lower quality wood products.
- DCNR should develop a consistent and powerful stewardship message that will help motivate private forest landowners to sustainably manage their forest resource.
- DCNR must work with private forest landowners and other stakeholders to develop demonstration areas that showcase sustainable forest management practices.
- DCNR must continue to facilitate the development of county and regional forest landowner associations.
- DCNR should work with local governments to ensure that local ordinances do not preclude sustainable forest management.
DCNR

WHITE PAPER ON MANAGEMENT OF DCNR LANDS

An informal narrative on the current state of DCNR’s land management, key issues and challenges, and options for the future. This white paper will serve as the starting point for forming DCNR strategies, goals and action items relating to the management of DCNR lands.

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Michael DiBerardinis, Secretary
BACKGROUND

The Department of Conservation and Natural Resources (DCNR) manages nearly 2.4 million acres of public lands comprising the state forest and state park systems of Pennsylvania. These lands contain some of the most outstanding natural resources in the Commonwealth and are a priceless public asset.

The state forest system – more than two million acres of woodland in 48 of the Commonwealth’s 67 counties – comprises 12 percent of the forested area of the Commonwealth. Pennsylvania’s state forests represent one of the largest expanses of wildland in the eastern United States. The state park system – 116 state parks (285,000 acres) and three conservation areas distributed throughout Pennsylvania – provide recreation opportunities within 25 miles of every citizen of the Commonwealth. Pennsylvania’s state parks and forests contain unique, sensitive, and beautiful examples of our state’s natural resources and historic wealth.

Although the missions of the state forest and state park systems differ, there is much similarity. Both systems seek to provide recreational opportunities, serve as outdoor classrooms and provide other amenities and uses while protecting and sustaining their attendant natural ecosystems. State forests are extensive and seek to retain a wild character 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 primary purpose of state parks is to conserve natural, aesthetic, cultural, and historic resources, provide opportunities for enjoying healthful outdoor recreation and to serve as outdoor classrooms for environmental education. Many state parks contain extensive infrastructure to provide the public with a quality recreational/educational experience.

The management of both state forests and state parks is guided by formal management plans. However the management of some biotic species on DCNR lands is under the jurisdiction of the Pa. Game Commission or Pa. Fish & Boat Commission. DCNR’s management plans address the policies, goals and objectives that provide the direction the agency will pursue while managing public resources, values and uses. Both sets of plans recognize dramatic increases in use or demands on DCNR lands as more people are discovering and using these outdoor treasures. Although people are using and expecting more from DCNR lands, the resources to manage these lands have not kept pace. The use of Growing Greener and Key 93 funds has been a huge asset. The department has also taken steps over the last decade, improving management efficiency and effectiveness to continue providing the amenities expected from these lands. However, future demands on these lands and resources to provide a greater quantity and diversity of uses and values will require careful consideration, innovative approaches and, in all likelihood, additional resources.

ISSUES AND CHALLENGES

DCNR lands are keystones in the Commonwealth in terms of the state’s economy and quality of life. Nature-based tourism is increasing in importance in our rural areas – including our parks and forests – and the timber industry continues to rely on state assets in many regions of the state. Many of our citizens take pride in “Penn’s Woods” and avail themselves of the multitude of outdoor activities and experiences Pennsylvania has to offer, relying heavily on DCNR lands.

All indications point to a greater contributing role of our public lands, especially DCNR lands, to the future economic well-being of the Commonwealth, whether the role is as a backdrop for the tourism industry, a source of raw materials, a place for people to spend quality leisure time, a biological refuge, or for its esoteric value. The demographic profile of Pennsylvanians reflects an aging population and one that is more prone to seek leisure opportunities closer to home. Although current use is straining many parks and forests, these systems may be capable of providing additional resources and services, but not without costs, tradeoffs or potential degradation.

If DCNR lands are to continue to play a vital role in providing additional services and benefits to the citizens of the Commonwealth, the department will need to address several key challenges and issues. These issues and challenges can be categorized under three main headings: Resource Conservation, Visitor
Services/Customer Satisfaction, and Funding. The quantity and variety of these issues and challenges will necessitate prioritization to address them efficiently and effectively.

Resource Conservation

- Perhaps the most critical issue facing our parks and forests is how to ensure the renewal of healthy and productive natural ecosystems. The white-tailed deer has been recognized as a key factor in the diminishment of forest regeneration. As a result, many forests have failed to develop into acceptable biological communities following natural and human-caused disturbances. Our forested and other natural ecosystems cannot be sustained with the current deer population. In addition, sustainable forest certification of the state forest system is in jeopardy due to the deer population/carrying capacity imbalance.
- Today’s forests are the result of exploitative logging that occurred around the turn of the century. Thus, much of our state forest is between 80 to 110 years old. Our forests have an imbalanced age class distribution because both young and old forests are lacking. Many species depend on young or old forests.
- Recognition of the problem of invasive and exotic species is growing; at the same time damage to native ecosystems is mounting. The department is experiencing increasing impacts of invasive and exotic species throughout the parks and forests. Exotic, invasive species such as zebra mussels, purple loosestrife, mile-a-minute, and hemlock wooly adelgid are increasingly consuming DCNR staff resources.
- There are a number of major stressors to our parks and forests including pollution from such sources as abandoned mines and acid precipitation.
- The management of natural resources is increasingly complex. The Department is lacking sufficient personnel to adequately manage ecological resources on DCNR lands. Specifically, field ecologist and/or biologists are needed to implement an ecologically based management strategy for conserving biological diversity. There is also a lack of staff dedicated to resource management on state parks. In addition, most technical positions are civil service. The current civil service hiring procedures limit jobs to Pennsylvania citizens and do not include job classifications for some academic disciplines such as geographic information system specialists, herpetologists, and so forth.
- An ecosystem-based approach to managing DCNR lands requires looking at large-scale landscapes and interactions within these landscapes. This large-scale look often involves looking outside of DCNR boundaries at other land ownerships and land uses. Traditionally there has been little coordination between planning for state parks and/or state forests or between other public agencies, local governments, and organizations. Adjacent land uses sometimes conflict or degrade park or forest values and, at times, adjoining landowners encroach on department lands.
- Despite the Commonwealth’s long history of acquiring lands for state forest or state park purposes, future acquisitions remain an issue. The department continues to believe that the Commonwealth should acquire additional lands such as in-holdings, deeply indented tracts, areas of ecological concern, outstanding recreational resource areas, subsurface rights, or areas that promote connectivity. However, funding for these acquisitions has been limited. Also, Pennsylvanians differ on their view of the state acquiring more land. Many local officials believe it is a drain on their tax base, while many citizens believe more lands should be acquired, especially for recreational purposes. In addition, some local governments and legislators believe that the current “payment-in-lieu-of-taxes” (PILT) is inadequate.
- Forest and park visitors, users and their needs are sometimes in conflict with each other. For example, various recreation uses such as hiking and ATV riding are viewed as non-compatible. Natural Areas and timber management conflict. Balancing tradeoffs will require new or innovative means to reduce or minimize conflicts while considering the sustainability of the resources entrusted to our care.
Visitor Services/Customer Satisfaction

- There are increasing recreational demands on DCNR lands. Historically, there has been a lack of resources and staff dedicated to recreation management on the state forests. Planning for recreation has not been comprehensive. State park infrastructure is burdened by a demand for more and improved facilities. Development plans have never been completed for some state parks.
- Resource allocations to meet the increasing use and demands on our forest and parks have not kept pace. This is especially true with maintenance.
- Nature-based tourism is increasing and more tourist promotion agencies and travel planners are looking at DCNR lands as destinations. Department personnel have been reluctant to embrace increased tourism use because of the inability to manage the stress placed on the systems by existing users.
- Visitors to DCNR lands are looking for more and/or enhanced education/interpretation offerings. Some would like to see more structured programs offered by the department. Again, resources are limited to provide this service despite the fact that many look to our parks and forests to serve as outdoor classrooms.
- Many citizens are unaware of the opportunities provided by DCNR programs. Even many current park and forest users are not aware of the varied opportunities afforded them. The department needs to improve its information delivery and do a better job marketing itself and its resources especially in urban areas. Successful marketing should lead to increase use further exacerbating our limited resources.
- Some wildlife species are too abundant in the state parks, and they are causing both human and environmental conflicts. Notable are Canada geese and beavers. Attempts to resolve these conflicts over-extend our staff and resources.

Funding

- Increasing demands along with decreasing budgets and resources have been the trend for the last two decades. Although great strides have been made in infrastructure funding, there is still a lack of resources, particularly personnel and operating budgets, to address our increasing use.
- The department can generate additional revenues to help supplement the funding of department programs and services. Some of these potential revenue sources require changes in policy and/or legislative action.

OPTIONS

Resource Conservation

- Coordinate landscape level planning by:
  - forming a joint state forest/state park planning committee to integrate various land planning efforts. The committee should include other non-land management program areas from DCNR such as Topographic and Geologic Survey, Office of Conservation Science and Facility Design and Construction; and
  - attempting to coordinate landscape-level land planning efforts with other participants such as the Pa. Game Commission (PGC), Pa. Fish and Boat Commission, Allegheny National Forest, National Park Service, other federal agencies, land conservancies, large private landowners (forest industry, hunting clubs), and others.
  - working with local governments, especially counties, to coordinate plans in an attempt to coordinate a “vision” for the landscape.
- Address overabundant wildlife species by:
  - working more closely and intensively with the PGC to allow DCNR more flexibility and options, including additional opportunities to harvest more deer during the hunting seasons; and
promoting cooperative partnerships with relevant executive agencies as well as the general
assembly to help address the deer problem.

- Recognize the serious threat posed by invasive/exotic species and pollutants by:
  - exploring genetic mechanisms to control native and non-native invasive species
  - developing an invasive species management strategy for DCNR lands; and
  - cooperating with federal, state, and local efforts regarding invasive species identification and
    management.
  - working with DEP and other agencies and organizations to investigate and mitigate sources
    of pollution including abandoned mine discharges and acid precipitation on parks and
    forests.

- Improve land stewardship capabilities by:
  - seeking more expertise in the areas of ecology, biology, botany, and hydrology by increasing
    complements and hiring additional qualified staff;
  - conducting training sessions on various aspects of land stewardship and recreation
    management;
  - contracting for specific expertise with universities, conservancies, museums, etc. and
    developing formal cooperative programs;
  - exploring link with universities to provide student-based assistance;
  - seeking and/or applying more staff resources to traditional resource management on state
    parks;
  - exploring job-swapping or sharing between parks and forestry personnel;
  - exploring the possibility and/or feasibility of establishing visitor carrying capacities for some
    lands recognizing that this task is difficult and may be unpopular;
  - increasing monitoring of biological resources; and
  - balancing forest age classes through reservations and/or carefully planned silvicultural
    operations.

- Enhance land acquisition activities by:
  - supporting proposed bond initiatives;
  - seeking other funding sources such as foundation monies, etc.;
  - targeting certain areas of the state or conservation targets for acquisition priorities and;
  - evaluating the current “payment-in-lieu-of-taxes (PILT).

- Address potential adjacent land use conflicts by:
  - working more closely with adjacent townships and counties to afford zoning protection of
    our lands from developmental sprawl and encroachments and;
  - developing an adjoining lands strategy for DCNR lands.

Visitor Services/Customer Satisfaction

- Enhance recreation opportunities on DCNR lands by:
  - seeking and/or applying more staff resources to recreation management on state forests;
  - completing park development plans for parks that do not have a plan in place;
  - expanding visitor programs on DCNR lands especially within state parks. This could include
    more and varied structured programs and services;
  - improving maps, information items and signage;
  - developing strong volunteer “friends of the parks” and “friends of the forests” groups; and
  - working closely with tourist promotion agencies to attract visitors to DCNR lands.

- Enhance DCNR land and program recognition and visibility by developing a marketing plan for
  DCNR lands.
**Funding**

- Address the demand for increased services by seeking and/or applying more funding and staff resources to field operations and maintenance; additional recreational opportunities; infrastructure needs, including equipment and technology.
- Effectiveness and efficiency could be improved by conducting extensive reviews prior to establishing new programs.
- Additional revenues for department use could be generated by:
  - capturing and using all revenue generated from our lands to supplement maintenance and operations;
  - exploring options for additional user fees for DCNR lands;
  - charging fees for structured visitor programs;
  - evaluating the current rates charged for all leases, rights-of-ways, etc. and determine if the department is charging fair market value; and
  - evaluating mechanisms to solicit and accept contributions and donations.
An informal narrative on the current state of outdoor recreation in Pennsylvania as it relates to DCNR, key issues and challenges, and options for the future. This white paper will serve as the starting point for forming DCNR strategies, goals and action items relating to outdoor recreation.

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Michael DiBerardinis, Secretary
BACKGROUND

Pennsylvania’s nearly 2.4 million acres of state park and state forest lands provide the backbone for natural resource-based outdoor recreation in the state. These land management systems, established more than 100 years ago, have changed over the years to reflect the growing and changing needs of the visitors. Most of the changes have been to facilities, with the addition of new trails, accommodations and other facilities. Little effort has been made to create a focused recreation mission or identity at the agency level.

While state parks’ primary reason for existence is to provide a venue for recreation such as family camping, swimming, picnicking and boating, recreation on state forestland is typically less concentrated and more directly linked to the wild character of the land. Hunting and fishing are good examples of forest recreation. Our state forests also are managed for other uses beyond recreation, such as timber production and watershed protection, so management techniques must balance uses in a way that protects the long-term sustainability of the forests.

As stewards of our natural resources, DCNR works to ensure resources are protected while providing quality recreation experiences for the visitors. Resource managers are charged with making sure outdoor recreation activities do not compromise the ability to protect and sustain the resource.

In addition to lands and facilities managed by DCNR, rail-trails, hiking trails, state game lands, lakes and rivers, county and local parks, and federally managed forests and recreation areas add up to about 4.5 million acres for outdoor enjoyment in the Commonwealth. That doesn’t include conservancy and utility lands, golf courses, private campgrounds, ski areas and other business-run facilities.

By most definitions, outdoor recreation includes those activities that require the user to engage in the resource, such as hiking, biking, boating, fishing, hunting, nature sightseeing, swimming, wildlife watching, camping, skiing, horseback riding, snowmobiling, and ATV riding. Community outdoor recreation differs a bit, referring most often to team-oriented, structured activities like soccer and baseball.

In recent years, there has been increased media attention - with the development of the X-Games and the addition of new Olympic sports – on some adventure sports like whitewater boating, rock climbing and mountain biking. Some states like Colorado, Utah and West Virginia have capitalized on this trend, using these activities to boost their tourism industry.

Although Pennsylvania does not aggressively position and market itself as an outdoor recreation destination, outdoor recreation is still a significant component of Pennsylvania’s tourism industry, accounting for one-fifth of all leisure travel in the state. Direct expenditures for outdoor recreation travel in 1997 were $4.03 billion, or 33 percent of Pennsylvania’s leisure travel spending (D.K Shifflet, 1998).

In addition to playing a role in tourism, outdoor recreation also plays a significant role in the health and fitness of our citizens. Sadly, more than 65 percent of Americans are now considered overweight or obese. Increasing the level of physical activity of the American public, particularly among youth and older adults, is of critical importance to both restoring and maintaining public health (Mowen and Godbey, 2003).

DCNR also plays an important role in helping communities provide outdoor recreation opportunities for their citizens. Most Pennsylvanians participate in outdoor recreation through local or community-based facilities. Through grants and technical assistance, DCNR helps to build parks, playgrounds, and greenways, and acquire open spaces for passive recreation. These areas supplement as well as take pressures off state-owned lands. Trends in community recreation include the explosion of greenways and open spaces and their ability to make connections throughout the region. DCNR’s recreation grant funding ability is limited to
facility development, and does not include recreation programming, although many outstanding recreation programs take place at the municipal and county level.

To help connect people with these outdoor recreation opportunities, DCNR produces a wide variety of maps -- individual trail maps, guides for parks and forests, and regional Outdoor Discovery Maps. Additionally, DCNR’s web site outlines detailed information on state parks, trails, and forests, but does not do a good job of sorting by activity. Other agencies and organizations also provide outdoor recreation publications and host web sites that publicize outdoor recreation. Some organizations, such as the Western Pennsylvania Field Institute, regionalize and publicize multiple outdoor recreation venues, programs and activities across agencies and organizations.

**ISSUES AND CHALLENGES**

*Increasing demands and changing needs*

Research and experience tell us that demand for outdoor recreation programs and services is increasing. Forest managers indicate interest in state forest recreation has grown over the last 10 years, yet support for recreation has not kept pace. Prime areas in parks and forests are overused because those participating in outdoor recreation tend to amass in known or advertised areas with facilities and at particular times and seasons.

Recreation needs and interests are changing. What may have been a popular recreational activity 10 years ago, may not be the sport of choice today. Activities like ATV riding, disc golf, geocaching, and mountain biking were virtually unheard of 20 years ago.

According to the USDA Forest Service’s 2000 National Survey on Recreation and the Environment, walking for exercise or pleasure had the highest participation rate based on those surveyed. Slightly more than 50 percent of the respondents indicated they had ventured outdoors to go sightseeing, pleasure driving or viewing natural scenery. More than 50 percent of the survey respondents also indicated they had gone picnicking or visited an outdoor nature center, nature trail or zoo. Pennsylvania is a state known for hunting and fishing, and on a national level, the participation rate in these activities was 11 and 34 percent of the recreating public, respectively. However, pressure for hunting and fishing on Pennsylvania’s forests appears to be growing because of more private lands being posted as “no trespassing.”

Other popular activities - indicated by a response rate of more than one-third - were bicycling, day hiking, bird watching, viewing wildlife, boating, and swimming.

Recreation interests also may vary by region or location. What interests people in an urban area may differ from rural interests. The societal make up of Pennsylvania is changing as well, which could force recreational changes. The average age of our citizenry continues to climb, more young people are moving out of state, and there has been increased attention on wellness issues and healthy lifestyles that recommend fitness as part of a daily routine.

DCNR continues to face constraints in its ability to help fund community outdoor recreational facilities, such as parks and greenways. Only about half of the requests for community recreation grants received by DCNR each year are funded, due to limited dollars.


**Limited resources, facilities and personnel**

The bulk of DCNR’s parks and forestry resources are applied to facility and resource management. Resources have not been used to develop recreation strategies or lead recreational programming. DCNR’s Bureau of Recreation and Conservation staff are usually trained in outdoor recreation issues, but other DCNR employees are focused more on resource management, with limited academic or professional training in outdoor recreation. Staff in parks and forests who are qualified in recreation are faced with other job requirements and constraints. DCNR has an extensive state park environmental education staff, some of which have been able to incorporate recreation into environmental programming.

Attracting outdoor recreation staff can be limited by the availability of qualified professionals. College curriculum in Pennsylvania has not been focused recreation programming.

Facilities weren’t designed to take the amount of pressures they are now seeing, particularly in the forests. Popular parking lots, roads, trailheads, and campgrounds in parks and forests are overused. The number of employees is stagnant or declining, particularly in maintenance, where most workers are seasonal with limited benefits.

Some facilities, such as the Pine Creek Trail, were built without the sustained maintenance and support behind them; consequently, staff must be pulled from other important forest management duties.

Despite its importance, there is a lack of funding for recreational programming, staff, facilities and maintenance. With the exception of the Snowmobile/ATV Fund, no dedicated funding for recreation exists. Parks and Recreation budgets in local communities are often the first to go in lean times.

**Lack of recreational leadership or mission**

As an agency, DCNR has not developed an outdoor recreation strategy, goal or focus. DCNR’s bureaus have distinct missions, philosophy, expertise, capacity and interest regarding outdoor recreation. They each cater to a different recreation base. There has been little done in the way of understanding the current or potential user, determining visitation or resource capacity.

Cross communication among DCNR’s bureaus – State Parks, Forestry, Recreation and Conservation – is not strong. Even within the bureaus, there does not seem to be an agency approach to recreational programming, planning and strategies.

DCNR’s grant program emphasizes facility and resource management. The agency has not defined its role in helping communities improve their ability to provide affordable and accessible recreation for their citizenry.

With the exception of the Heritage Parks Program, regional recreational partnerships with organizations, small businesses, local governments and DCNR are limited as are efforts to promote areas and the state as an outdoor recreation destination.

**Ideas and Options**

**Planning and research**

DCNR should conduct baseline research to help form the basis of an outdoor recreation plan. Included in this assessment would be an inventory of what services, programs and facilities are available not just on DCNR lands, but on other public lands as well. This analysis should consider other state models, such as...
New York’s Parks, Recreation and Historic agency, and should use data from Pennsylvania’s Statewide Recreation Plan, currently being updated.

This assessment and planning could help develop an outdoor recreation program that takes the pressures off of popular areas and seasons and disperses activities to help protect the resource. It could also help define DCNR’s mission as it relates to the resource, and what are determined to be “accepted” uses of these lands. A focused outdoor recreation mission can be a thread that ties DCNR’s bureaus together and creates added value for the agency in the minds of our citizenry.

Part of the research and planning should be an analysis of the citizens’ needs - what are the recreation needs of various societal, geographical and age groups, and what is the state’s and others’ ability to meet these needs? What are the projected needs of what is becoming an older population in Pennsylvania?

As part of the strategic planning, DCNR should consider management tools, such as those used by the U.S. Forest Service, that define recreation environments within the resource in order to customize resource management and establish limits of recreation if necessary.

**Revenue enhancement**

Enhancing recreation will require additional funding. DCNR can use revenues generated through outdoor recreation programs and services to support this enhanced experience and improve the resource. By examining other models of revenue generation, such as entrance and parking fees, fee for services, recreation taxes, trail passes, passports or memberships, DCNR can determine what methods, if any, would be appropriate for its expanded services and facilities.

Since many other states and the federal government have developed revenue generation programs, it would be important to study what has worked and what has failed before pursuing new revenue sources. Some revenue generators, such as entrance fees, may require legislative approval. DCNR should consider the impact that fees would have on accessibility to outdoor recreation. While there seems to be a general acceptance of fees for services, like recreation or environmental programs, the support is not as strong for all-inclusive charges such as entrance fees.

New revenues could be deposited into a new dedicated recreation fund that could help to fund new positions, facilities, publications, signage and programs. DCNR should not undertake new revenue generation if the end result will simply be the reduction of general fund support for the agency’s programs and services.

**Increase in resources and facilities**

Expanding recreation experiences and opportunities in the Commonwealth appears to hinge on having more trained personnel plan, manage and facilitate activities. In order to meet growing demand and provide increased recreational opportunities, DCNR should examine ways to build recreational capacity through additional personnel and/or partnerships. It could be done in a number of ways:

- Hiring dedicated DCNR recreation staff such as a regional recreation specialist for programming. Staff could work out of existing regional offices to handle both park and forestry issues. DCNR also should consider focusing job classifications and organizational structures around recreation. For instance, there is currently no classification to address the recreation need within the Civil Service system.
- Funding outside personnel who would serve as recreation specialists for a region, mirroring the circuit-rider concept that works well on the county or regional level. Regional recreation specialists – either inside or outside the agency - could help to plan recreation programming.
work with a volunteer base, develop partnerships with other regional tourism destinations, and work to improve the recreational experience for the visitor.

- Partnering with existing or new small businesses, non-profits, heritage parks and others who could provide recreational programming and help to market the region.

To take the pressures off of overused areas, DCNR should consider developing additional facilities to support dispersed recreation. But before additional development, ecological, staffing and maintenance concerns from increased visitation must be weighed. DCNR can invest plenty of dollars into a facility, but without the money for staff, maintenance and marketing, the project may fail.

Expansion also could stress the system, endangering the sustainability of the resource and compromising the very wildness that makes the system attractive. Where the activity may negatively impact the resource, such as improper use of ATVs, DCNR should consider providing financial assistance to other entities to develop areas to meet user demand.

**Enhance recreational opportunities through pilot programs**

DCNR should offer more outdoor recreation programming in a pilot or demonstration area that can support the activity. Inclusive trips and excursions offer the planning and logistical preparation some travelers need and enjoy. “Guided” recreational programming can tap the non-expert and introduce people to positive outdoor experiences. Participants can sign up for an activity and not have to worry about having the proper equipment or knowing the sport. These activities or trips can educate participants about proper technique, while teaching stewardship principles. DCNR can also weave educational programs or messages into these guided trips to provide for a richer outdoor learning experience.

Recreation programming efforts may not be suitable for all locations and perhaps should be directed to those locations that already cater to people who want more structured recreation. DCNR regional or state park staff should also survey the local community and establish a dialog with local governments’ parks and recreation staff and local businesses before proceeding with what may be a duplicated program operation.

The most logical way to approach the pilot is to work with a concessionaire or non-profit organization as a partnership in a defined region of the state. A focus group within the agency can help detail the initiative with the entrepreneur, and DCNR can work with DCED to help to develop a marketing strategy. Several parks, such as Presque Isle and Oil Creek, which currently offer such programming, could be used as case studies.

The agency and the partner can monitor the success of the program by studying the impact on DCNR staff, participation rate, revenues generated, and feedback of participants. From the pilot, DCNR can determine whether the model established can work in other regions of the state.

DCNR also needs to research access to recreation programs at the community level and address the issue of programming.

**Formation of partnerships**

The future of outdoor recreation will be a partnership among many groups, small businesses, organizations and Commonwealth agencies pooling resources. DCNR must first come together as an agency to pool resources relating to recreation. It can also work closely with other land management agencies at the state and federal levels, such as the Game Commission, Fish and Boat Commission, Allegheny National Forest and the National Park Service.
DCNR and local recreation officials can also work together toward a common goal – helping connect people with quality outdoor recreation experiences. Working in partnership with local governments, DCNR can help facilitate a coordinated recreation approach, making sure municipal and county programs are incorporated into an overall recreation strategy. Many valuable municipal programs currently exist and can supplement what is offered at the state park or forest level. DCNR could expand its role as a host to special outdoor events, teaming up with local outfitters, communities and organizations. DCNR should examine what partnerships currently exist, and model those that are already successful.

One of DCNR’s roles in outdoor recreation can be to promote small business growth. It should not compete with the private sector for recreation business, but rather work to encourage businesses where it has identified recreational opportunities. DCNR should work with non-profits, small businesses, recreation departments, heritage parks, educational institutions and others to develop recreational goals and strategies that will encourage outdoor recreation outfitters and guide leaders.

Health initiatives such as one being marketed now by DCNR, the Dept. of Health and the Wildlands Conservancy – Hike for Health – could be a logical connection of goals. DCNR should work with the departments of Health, Aging and Education to develop strategies to promote wellness and encourage connections with the outdoors and physical activity.

**Marketing**

This Administration recognizes the importance of product development in maintaining Pennsylvania’s competitive edge in the tourism industry. DCNR should develop the outdoor recreation product as one of its contributions to the Commonwealth’s economy. Outdoor recreation could play a greater role in economic development and tourism if DCNR teamed up with other recreation organizations, businesses, tourism officials and others to successfully package and market facilities and programs.

Currently, DCNR efforts to attract visitors are focused on the facility, rather than marketing an experience or a regional destination. A regional marketing approach can benefit multiple facilities and businesses, and provide a better experience for the visitor. Pennsylvania’s heritage parks programs uses a regional approach to marketing and perhaps could serve as an example.

The Commonwealth needs to develop informative and attractive “deliverables” such as activity-specific information, comprehensive web sites, and solid promotional materials. Working with DCED, DCNR could take the lead in developing a coordinated approach to the delivery of outdoor recreation information. Its current project to develop an on-line interactive database of the Discovery Maps is a good example of a cooperative project that markets a region.

For the first time, DCED placed national ads this year specific to Pennsylvania’s outdoor recreation potential. DCNR should work cooperatively with DCED and its advertising agency to develop an even greater emphasis on advertising messages and promotional campaigns relating to Pennsylvania’s outdoor recreation opportunities. Marketing techniques could include targeting niche markets, such as bird watchers, or timing ad placement to encourage off-season visitation.

In addition DCNR should work with DCED and local tourist promotion agencies to develop marketing packages that encourage outdoor recreation as part of an overall visitation package for a region or destination.
DCNR

WHITE PAPER ON ECONOMIC DEVELOPMENT THROUGH TOURISM AND FOREST PRODUCTS

An informal narrative on the current state of economic development as it relates to tourism, the forests products industry and DCNR; key issues and challenges; and options for the future. This white paper will serve as the starting point for forming DCNR strategies, goals and action items relating to economic development.

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Michael DiBerardinis, Secretary
BACKGROUND

Governor Rendell’s agenda for tourism and economic development challenges DCNR to examine ways to help boost the economies of many small communities near our public lands, adjacent to our greenways, and in our heritage regions. Many of these “gateway communities” have lost several of their traditional industries and need assistance in sustaining those that remain and as well as developing new ones to grow their employment base and improve the quality of life of their residents.

DCNR’s enabling legislation establishes its role as a conservation organization, but also recognizes its responsibility to manage its programs and resources in a manner that benefits the state’s economy. The law indicates DCNR’s primary mission is to properly manage state parks and state forests, to provide information on Pennsylvania’s ecological and geological resources, and to administer a broad range of grants for community recreation, land protection and heritage conservation. But it also highlights the critical importance of “state parks and forests and community recreation and heritage conservation” to the “continued success of our tourism and recreation industry”; and, stresses that “our system of State parks, forests, community recreation and heritage conservation areas contributes greatly to the quality of life of Pennsylvania’s citizens and the economic well-being of the State.”

This economic development challenge also gives DCNR an opportunity to strengthen support for our conservation mission among a broader set of stakeholders. It can enable the department to show the value of the natural resources we hold in trust to a wider set of visitors and to our neighboring communities across the state. It provides the potential for new partnerships with private organizations to work with us to better manage our lands and our visitors. This challenge represents an opportunity for us to take our conservation message, beyond our traditional visitors, to a new and growing number of travelers who want to experience the out-of-doors in the relatively wild settings of our parks and forests. In summary, this is an opportunity that can actually expand DCNR’s commitment to our trusteeship responsibilities for proper stewardship.

The quality of Pennsylvania’s natural resources are the foundation for its eco-tourism effort. Proper stewardship (conservation) of these important economic resources must remain a paramount mission.

Many of DCNR programs have positive effects on communities across the state because of:

- Purchases of goods and services by visitors, especially those traveling for overnight stays;
- Annual harvest and sale of approximately $30 million of timber from state forests;
- Mineral and energy industry production in Pennsylvania (value of coal mined each year is about $2 billion and oil and gas production last year was $750 million), supported by data provided by the department’s Topographic and Geologic Survey;
- A close partnership between counties and DCNR in the production of PAMAP, digital parcel mapping that can greatly aid in economic development;
- Investments for construction and maintenance of roads, facilities and other infrastructure across the state park and forest systems (over $400 million since 1995) to improve the quality of visitor services;
- Natural gas production and storage on state forest and park lands (since 1955 over $1 billion of gas has been produced on DCNR lands, generating about $133.5 million in state revenues for conservation purposes);
- Payroll expenditures for DCNR employees ($96 million in 2002), particularly in rural areas where the department is often a major employer; and,
• Grants that invest in community recreation and open space protection ($235 million since 1995 and estimated to leverage an equal amount in matching funds to bring the total investment to $470 million).

This paper focuses on identifying appropriate opportunities for DCNR to better support two of the Commonwealth’s largest industries: 1) travel and tourism, and 2) the forest products industry. It seeks to find ways to support the economic vitality of communities near our public lands and in our heritage regions, while maintaining or broadening support for our trusteeship responsibilities for proper stewardship.

The Tourism Opportunity. Tourism – overnight travel or travel of more than 50 miles one-way – is the state’s second largest industry and pays economic dividends particularly when travelers stay overnight for multiple days and spend money on accommodations, food, services and other goods in the community.

In 2000, domestic and international travelers spent an estimated $21.4 billion in Pennsylvania. This spending supported about 386,590 full and part-time jobs for Pennsylvanians, making it the third largest employment sector in the state’s economy. While overall business travel is still down after September 11, 2001 and the economic downturn, leisure travel to the state has rebounded and is up over 13 percent from 2000 levels. Leisure travel to the state is projected to continue to rise as travelers increasingly look for the safety and security of travel by car to regional destinations (like the Commonwealth) that are within a days drive.

Many communities have a potentially powerful competitive advantage to attract these overnight visitors and support the growth of businesses to service them for several reasons:

• Growing popularity of nature-based and heritage tourism. Camping, hiking, biking, wildlife watching, horseback riding and canoeing are the most rapidly growing types of “soft adventure” travel. Outdoor recreation accounts for 20 percent of the state’s leisure travel and one-third of leisure travel spending; core heritage travelers represent about 12 percent of leisure travel and account for one-fourth of leisure travel spending.

• Pennsylvania’s extensive system of public lands. DCNR manages over 2.1 million acres of state forests and 116 state parks, with outstanding assets for nature-based travel. Pennsylvania also leads the nation in developing rail trails (over 1,200 miles) that provide access to enjoy the outdoors and multiple opportunities for biking, hiking, and other activities.

• Our rich heritage. Pennsylvania leads the nation in the designation of heritage parks (investing approximately $26 million since 1995) to conserve and interpret our industrial heritage, and to help communities promote these assets.

• Location near major population centers. Nearly 50 million urban residents are within a days drive, and travelers are increasingly seeking authentic experiences and a better understanding of the outdoors and culture of the places they visit.

• Our wide array of natural assets. Elk, bald eagles, spring wildflowers, bird migrations, and river experiences present new opportunities to market during winter and spring to encourage a more sustainable tourism base.

In 1996, DCNR launched a tourism initiative focusing on:

• Building partnerships with the state’s tourist promotion agencies;

• Improving traveler information through a regional outdoor recreation map series and more visibility in the state’s travel planner;
• Market surveys of outdoor recreation and heritage travel;
• Expansion of the state’s heritage regions and completion of Heritage Tourism Development: A Policy Framework for Pennsylvania;
• Completion of a joint agency Elk Watching and Nature Tourism Plan for North Central PA; and
• Development of a toll-free telephone reservation system for state parks.

**Forest Products.** Pennsylvania is the largest hardwood lumber producer in the United States with nearly 17 million acres of forestland. About two-thirds of the state’s forestland is owned by more than 500,000 private landowners (averaging about 23 acres each). State forestland represents about 12 percent of the state’s forest, while forest industry ownership accounts for about six percent. Most forestland owned and managed by DCNR is in the heart of rural Pennsylvania and is immediately adjacent to the highest concentration wood products facilities. These facilities, and the communities in which they are based, are substantially dependent upon the sustained yield of forest material from the state and federal lands located in this area of the state.

The forest products industry accounts for 10 percent of the state’s manufacturing workforce supporting approximately 90,000 jobs in over 2,600 businesses with an estimated annual production of about $5.5 billion. According to the Pennsylvania Forest Products Association, the main sectors of the industry in the Commonwealth include:
- Primary processors, such as loggers, sawmills, pulp and paper mills;
- Secondary processors, such as furniture, flooring, cabinet and pallet manufacturers, milling facilities and paper product producers; and
- Allied industries such as lumber wholesalers and retailers, equipment suppliers, forestry professionals and associated services.

DCNR’s timber management program is accredited under the Forest Stewardship Council’s Certified Forests Program, and currently generates about $30 million by harvesting about 15,000 acres annually. The Bureau of Forestry also operates a Cooperative Forestry Program which provides assistance to forest landowners and uses a variety of programmatic tools to encourage proper management of the timber resource on private lands.

DCNR also serves with industry on Pennsylvania’s Hardwood Development Council, which is housed in the Department of Agriculture. With an annual budget of over $700,000, the Council has the primary responsibility for the promotion, growth and development of the state’s forest products industry.

**ISSUES AND CHALLENGES**

**Tourism**
- The economic development potential of nature-based and heritage tourism has not been widely recognized in the Commonwealth. In contrast, states like Texas and Florida have developed the necessary infrastructure and very successfully marketed their outdoor resources to the economic benefit of their local communities. The Great Texas Coastal Birding Trail is perhaps the premier example of how to successfully develop access points, signage and a marketing approach, which capitalizes on the attractiveness of these natural resources. However, in Pennsylvania, many rural communities remain focused on attracting a major manufacturer, and perceive tourism jobs as low-wage. Most Commonwealth economic development programs are unavailable to prospective small businesses that would service these markets. Third, the state’s overall promotion effort has not emphasized nature, heritage, or the rural areas of the state. And although individual travel
promotion agencies have adopted this strategy, the approach is fragmented and sends a mixed message to potential tourists.

- Tourism promotion and tourism product development (the development of the services and infrastructure to accommodate tourists) are not generally viewed as part of the core mission of DCNR staff particularly in state forests. This is reinforced by a lack of dedicated funding and staffing for recreation in the state forest system and for nature tourism activities in DCNR. Providing good service to new visitors will require DCNR leadership to give a higher priority to these activities, and focus new expertise and additional resources to promotion and visitor management.

- The Internet is one of the most important tools available to promote pleasant and enjoyable visitation to our public lands and heritage regions, and to provide information about our resources, rules of conduct and the need for proper stewardship. The Travel Industry Association reports that over 70 percent of frequent travelers have Internet access and the U.S. on-line population is expected to reach 210 million by 2004. Leisure travel is becoming shorter (2-3 days), and more impulsive, and more and more travelers now look to the Internet to find all the information to plan trips and book reservations.

- DCNR signage, trailheads, web-based maps and interpretive brochures, and other visitor information, particularly in state forests, are not adequate to service the general traveler. This is also a problem for tourist promotion agencies, which are expected to promote the Commonwealth’s natural resources and public lands, but have few promotional pieces to share with potential visitors. This tends to limit use to local residents who know the area or avid recreational users, who are willing to seek out the special areas. However, it makes many high quality outdoor experiences inaccessible to the general traveler who might otherwise visit and stay in the area for several days.

- DCNR facilities are major attractions, but to achieve real economic benefits, travelers must be attracted to communities where they spend money on accommodations, goods and services. In addition, today’s travelers are often looking for a complete package experience that includes activities and interpretive experiences at private attractions as well as on public lands. Currently, few of these kinds of packages exist in the state.

**Forest Products**

- In general, the state’s loggers and sawmills are continuing to prosper, but major users of pulpwood have been negatively affected by international market trends. Two of the state’s major paper mills have closed in the last several years. All three of its particle board/medium density fiberboard manufacturing facilities are currently experiencing temporary shutdowns or major cutbacks in production.

- Smaller processors focusing on nearby markets and direct sales of locally made cabinetry and other products appear to be prospering and may enjoy a competitive advantage.

- The state’s overabundance of deer (densities exceed Game Commission goal densities in 21 of 22 Wildlife Management Units) imposes short-term costs and long-term threats to the viability of the timber industry. According to a 1997 study by the U.S. Forest Service, annual forest productivity losses on forestlands under active management are estimated at $73 million, and the overabundance of deer favors the regeneration of lower value forest species. If the current densities of deer continue, experts generally agree it will be impossible to sustain commercially valuable oak stands in Pennsylvania forests.

- The timber industry is concerned that the promotion of tourism in rural areas may lead to short and long-term restrictions on timber harvesting that might threaten the viability of the industry.
Since the majority of forestland in the Commonwealth is in private ownership (about 75 percent), the long-term availability of high-quality hardwoods is dependent on the proper management of the forest resource on these numerous private landholdings.

Forest products manufacturing is one of the few viable industries operating throughout Northern Pennsylvania, and its continued growth and development is economically vital to sustaining rural communities in that area of the state. Future growth of the industry and the economic vitality of communities in the region are greatly dependent upon a reliable supply of forest material from the state and federal forests in the area.

OPTIONS

Tourism
Partnerships and Packaging

- Create incentives for private businesses and non-profit organizations to provide a wide variety of appropriate guiding and outfitting services, in cooperation with resource managers at state parks and state forests. These kinds of services will not only provide an economic opportunity for area residents, and improve the quality of the outdoor experience, but also serve to better manage visitation on our state lands.

- In partnership with the Department of Community and Economic Development (DCED), seek to target a portion of state economic development and loan programs to encourage the growth of small businesses that service nature and heritage travelers with accommodations, food, and guiding services. This is particularly important for the rural and northern tier sections of the state where such services are limited, often resulting in a negative effect on the visitor's experience and in lower traveler expenditures.

- Create marketing packages with DCED and the state's tourism marketing consultant, and tourist promotion agencies that link outdoor and heritage experiences with accommodations, and other services outside the state parks or state forests. Include an education component in packaging materials.

- Work with DCED to place greater emphasis on nature- and heritage-based tourism in the Commonwealth's overall promotion campaign, and focus attention on the possibilities to increase visitation during the spring and winter.

- Recognize that additional staff will be needed to service the increased visitation.

- Sponsor periodic regional meetings to foster collaboration among nature and cultural tourism-based organizations and DCNR field staff. Invitees would include tourist promotion agencies, heritage parks, DCED, National Park Service, U.S. Forest Service, outfitters and local government. Periodic meetings could enhance communication and coordination, provide training and/or information on regional tourism opportunities to better service visitors, and formulate and evaluate packaging promotions among private and public attractions. This regional format could also act as a sounding board for review of DCNR policies and facilities as they relate to recreation and visitor trends.

- Plan new facilities to meet current and future trends in the tourism industry including accommodations such as bus tours and viewing areas.

- Continue to invest in our infrastructure and provide funding for operations and maintenance to assure the quality of state park and state forest recreational facilities.

- Expand the State Park's Enterprise Program throughout DCNR to provide incentives for land managers while creating additional tourism-related opportunities on public lands. For example, a land manager would create a business plan to rent bicycles at a trailhead where no such facility exists. If the plan is feasible, the Enterprise Program would provide the capital to get started. As revenue is
generated, the manager reimburses the funds for the loan and keeps one-half of the proceeds within his/her area for other facility improvements.

**Internet and Visitor Information**

- Upgrade Internet service to provide easy Internet access to comprehensive information on outdoor recreation and heritage opportunities as well as easy access to visitpa.com and its extensive information on other attractions, travel services and on-line reservations. The site should provide sample itineraries built around recreational themes such as biking and hiking as well as links to other services. DCNR’s Internet service should seek to provide quick response on inquiries, reservations and needed approvals such as camping permits on state forestland. In the competition for the regional travel market, this type of response will provide a distinct advantage for Pennsylvania.

- The website for outdoor recreational activities could provide information by counties, regions or activities. Local attractions and accommodations could be linked to provide support services. For example, an Internet user interested in hiking opportunities would click on a location of the state map and find information not only about hiking but local support stores, motels and services.

- Upgrade the quality and consistency of “passive visitor management infrastructure” such as interpretive and directional signing, written information on activities, maps, trail access and parking at DCNR facilities, and information on resource management practices, particularly on state forests. Printed materials should meet the demands of serious recreational users for accuracy and detail.

- Consider commercial advertisement on DCNR printed material such as maps and educational literature to offset the cost of printing.

- Develop localized tourism promotion packages with DCNR field staff and the media at low cost or no cost to increase DCNR’s visibility within local and regional markets. Promotional packages could include public service announcements, media sponsored events and seasonal activities.

**Regional Efforts**

- DCNR’s parks and forests should support regional promotion and programming efforts among tourist promotion agencies in concert with community development, and heritage park organizations.

- Fully implement the recommendations of the *Elk Watching and Nature Tourism Plan of North Central PA* and consider this program as a pilot for other nature tourism efforts.

- Increase investment in heritage assets as recommended in the *Heritage Tourism Policy Framework*.

- Consult with bordering state park systems for tourism strategies and best practices.

**Heritage Tourism**

- Support increased funding for State Designated Heritage Parks to help support the implementation of their Management Action Plans and the subsequent increase in quality heritage development assets within their respective regions. For example, within the Lumber Heritage Region, educate the public and visitors on the history of the timber industry as well as the value of the modern day industry in timber harvesting and wood processing through demonstration areas and the encouragement of factory tours; and establish a cooperative marketing partnership with Pennsylvania wood product manufacturers that would promote the local production and sale of Pennsylvania hardwood items as part of a tourism development strategy. There may be partnership opportunities with the Pennsylvania Department of Agriculture’s Hardwoods Development Council to develop these marketing opportunities.

- Recognize state-designated heritage park organizations as leaders in regional heritage development and actively promote them to other state, federal, regional and local agencies and organizations and the private sector for the purpose of fostering mutually beneficial partnerships.
• Support and promote programs and initiatives that help communities develop their heritage products and become more tourism friendly like DCED’s Main Street Program, the Market Towns initiative being administered by the Delaware and Lehigh Heritage Corridor, and the Heritage Communities initiative being piloted by the Route 6 Heritage Corridor.

• Have all counties in Pennsylvania under the umbrella of at least one regional heritage development organization (heritage park organizations). Currently 49 of Pennsylvania’s 67 counties are included within one or more of our 11 state designated state heritage park areas. Complete state coverage will allow all areas of Pennsylvania to have a regional organization to develop heritage partnerships and projects.

• Develop a statewide heritage tourism development strategy, in conjunction with PHMC, DCNR, DCED and other key stakeholders to assist in identifying major stories for statewide and regional interpretation; forming linkages and connections of sites, attractions and resources; focusing on new product development needs and prioritizing projects for future funding. This would build on “Moving Heritage Tourism Forward in Pennsylvania” and the “Heritage Tourism Development – A Policy Framework for Pennsylvania.”

Forest Products
Cooperation, Partnerships and Outreach

• Maintain DCNR’s silviculture/timber harvest program at the levels specified in the forest resource management plan to supply local and regional needs. Consider options to permit adjustments within those overall long-term sustainable harvesting goals to help meet market-driven fluctuations in the supply needs of the forest products industry.

• Promote an aggressive program with an education component to reduce the over abundance of the white-tailed deer in Pennsylvania to reduce impacts on the forest ecosystem and address short and long-term impacts on the forest products industry.

• Consider incorporation of an economic development model as an additional element in the State Forest Resource Management Plan to address how ongoing management of the state forest system can actively stimulate the growth of the forest products industry and associated rural economies.

• Work with industry to expand the cooperative forestry initiatives that encourage private landowners to engage in sustainable forest management activities, including the development of forest management plans.