

Chapter 11 - A Plan for Action

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Chapter 11 - A Plan for Action

"The friends of the New Erie, what we have come to call the Barge Canal, predict for it as glorious and as useful a service as ever the Old Erie had. This end has not yet been attained, but it is possible. It means, however, unflagging zeal and tireless work in building up an adequate fleet and making the public canal-minded."

Nobel E. Whitford,
*History of the Barge Canal of
New York State, 1922*

11.1 A RECREATIONWAY FOR ALL NEW YORKERS

The construction of the Canal System played a major role in the development of New York State as we know it today. It created tremendous economic opportunities, benefiting all New Yorkers. Its far-reaching effects are attributable to implementation of Governor DeWitt Clinton's visionary plan to establish an inland trade route stretching across the state.

Similarly, the Canal Recreationway Plan is a plan for all of New York. As with the original canal's construction, the implementation of this blueprint for transformation to a world-class recreationway can serve as a catalyst for economic growth, community revitalization and job creation.

The recommendations for establishing the recreationway described in previous chapters include a myriad of implementation challenges. In addition to its leadership role as the custodian of the system and the sponsor of the Canal Recreationway Commission's development of the Plan, the Canal Corporation can provide the necessary impetus for initiating many of the Plan's elements.

Its proactive role should focus on assuming direct responsibility for implementing the Plan recommendations considered most critical to the early creation of the recreationway. This includes the provision of resources for the direct development of the seven Canal Harbor projects,

completion of the Canalway Trail, and assistance to municipalities in developing Service Port and Lock Projects. The Corporation should also assume responsibility for promoting the Canal, sparking the interest of private entrepreneurs to further enhance the system's value while stimulating boater and traveler awareness and use. Of equal importance, the Corporation must continue in its traditional role of operating the Canal and maintaining the foundation of the system through its program of infrastructure renewal and water management.

While the Canal Corporation's role is critical, it cannot bear sole responsibility for the revitalization of the system. The Corporation's legal mandate limits its role, as do a number of other practical considerations. Moreover, today's economic climate and the sobering fiscal realities confronting all levels of government necessitate the creation of partnerships between the public and private sector, and among public entities.

In addition, the Corporation is committed to the maximum possible local initiative, as well as the participation of all those who can help make this Plan a reality. To achieve this, the Plan proposes partnerships that capture the special talent and resources of the residents that live along the Canal, state and federal agencies that have expertise in key related areas, local governments that have jurisdiction over the public waterfront, developers who add resources and expertise, the general business community that will service canal users, and the myriad of not-for-profit organizations which enrich the cultural and historic fabric of the canal's regions. Each of these stakeholders can make a meaningful contribution and will in turn benefit from its results.

To ensure the Plan's timely completion, this chapter recommends an overall strategy that can serve as a guide in implementing its many recommendations. The preceding chapters have identified those elements that are necessary to establish the recreationway and has described the rationale for their inclusion in the Plan. This chapter prioritizes these components, recommends roles and responsibilities for implementation, sets forth an investment

strategy, and outlines a specific implementation program for each element.

11.2 CREATING THE RECREATIONWAY

The Canal Recreationway Plan includes hundreds of Canal Landing projects, the Canalway Trail, the Scenic Byway Program and numerous policy recommendations. Implementation of each component will require significant funding and managerial resources, necessitating a multi-year approach. The first step in setting forth an implementation strategy is to create a hierarchy that distinguishes which plan elements are critical to the early creation of the recreationway and which, while important in overall development, are supporting elements.

Critical elements are defined as those that will contribute to the establishment of the recreationway as a complete and integrated system, resulting in increased use, attraction of private investment and generation of direct revenues for reinvestment in the Canal. Implementation of critical elements will demonstrate early successes that can serve as models, bolster the asset value of the system, and act as a catalyst for further action.

Based on these principles, the following critical and supporting elements have been identified:

Critical Elements

- Development of two categories of Canal Landings projects (Canal Harbors, Service Ports and Locks).
- Development of the Canalway Trail and trail access.
- Continued implementation of the marketing and promotion program.
- Encouragement and assistance in protection of natural and historic resources.
- Conservation of open space.
- Development of information and preliminary interpretive programs.

- Continued program of infrastructure renewal, dredging and water management.

Supporting Elements

- Development of the third category of Canal Landings projects (Local Projects).
- Development and implementation of a comprehensive interpretive plan.
- Development of commercial shipping opportunities.
- Establishment of a Canal Scenic Byway Program, access improvements and investigation of Scenic Byway designation for the Canal itself.
- Historic designation.

11.3 PARTNERSHIPS TO CREATE THE RECREATIONWAY — ROLES AND RESPONSIBILITIES

Realization of each critical and supporting element requires identification of an appropriate party or parties willing and able to assume responsibility for ensuring implementation.

In general, the Canal Recreationway Plan can be implemented through four basic strategies requiring varying degrees of public and private involvement. These strategies represent a partnership approach within which participation is voluntary. Taken together, they suggest a narrow skeleton of state investment and activity along the Canal that will foster a range of related voluntary activities by local governments, not-for-profits, and the private sector in the broader canal corridor. The recommended strategies should be considered concurrent, rather than sequential, approaches that are of equal importance to revitalization of the Canal System.

- *Public Investment by the Canal Corporation:* This approach involves public investment by the state through the Canal Corporation in the form of improvements to canal land. These investments are governed by federal and state laws regulating the types of canal-

related activities in which the Thruway Authority (as financing entity for the Canal Corporation) can invest.

In addition to the legal restrictions on activities, the Corporation is limited to making investments within the legally defined boundaries of the Canal System. The 524-mile navigable Canal System consists of land-cut sections and sections using natural water courses. The legally defined eastern terminus of the Erie Canal is in Waterford, and the western limit is Tonawanda. The northern boundary of the Champlain and Oswego Canals are defined as Whitehall and Oswego, respectively. There are five lakes, with lake fronts almost exclusively in private ownership – Oneida, Onondaga, Cross, Cayuga, and Seneca – with only the channel considered under the ownership of the Canal Corporation. There are short canal sections at Ithaca and Watkins Glen. The Canal System also includes feeder reservoirs, canals and rivers not accessible by boat from the Canal. Finally, there are also two state-owned canal terminals on Lake Champlain.

In addition to the boundary requirements, the Canal Corporation can only commit resources if it possesses a sufficient property interest. In the event that the Corporation does not own the property in question, the requirement for a sufficient property interest can be legally satisfied through acquisition, leasing, an easement agreement or property exchange.

With respect to activities, projects eligible for financing by the Corporation must enhance waterborne transportation or have a purpose consistent with traditional and historical usage of the Canal System and its facilities. For example, projects which include work on locks, docks, marinas, boat launches, restaurants, lodging and retail businesses are considered eligible activities.

In addition to statutory limitations, the Thruway Authority must consider an overall investment strategy that balances the needs of its many users. Such a strategy would maximize the public benefit of the NYS Canal System, while recognizing the

objective of moving the Canal toward financial stability and self-sufficiency.

During the initial years of the Plan's implementation, the challenge is to stimulate interest in and increase use of the Canal System. Accomplishing this objective is key to ensuring long-term economic benefits, sustainable development and a more stable financial environment. Meeting this objective requires a short-term strategy skewed toward public investment that will result in a solid foundation for inducing private investment. This early effort entails implementing critical elements of the Plan discussed previously, targeting resources in areas with maximum potential to augment use.

Subsequent to the completion of early plan elements, there will probably be more opportunities for a positive return on investment, moving the system toward value pricing. Investments should be targeted to projects able to yield a positive financial return which can be reinvested in further improvements to the system, with the exception of projects and programs designed to protect or conserve natural resources and open space.

- *Cooperative Efforts with State Agencies:* This approach requires cooperative efforts between other state agencies and the Canal Corporation, and between other state agencies and private entities. These agencies include the Departments of Transportation, Environmental Conservation, State, Economic Development, Agriculture and Markets, and the Office of Parks, Recreation and Historic Preservation. To the maximum extent possible, cooperative efforts should be established to take advantage of the unique expertise of particular state agencies which will facilitate the implementation of various plan elements. This will avoid duplication of effort, maximize advantages of coordinating limited state resources and facilitate necessary permitting. Such efforts can be effected through a variety of arrangements, including targeting funding from existing programs to support the implementation of

the Plan, securing new state appropriations, and providing technical assistance.

- *Canal Corporation Partnerships with Private Enterprise and Not-for-Profit Organizations:* The private sector will also play an important role in implementing the Plan. Special efforts are necessary to be sensitive to the needs of small business operators along the Canal, and priority should be given to development by the private sector. Its primary role will be ownership, management and operation of revenue-producing facilities, and leasing canal lands for private investment that reinforces, builds upon and carries out the Plan. Such leasing may support, encourage and facilitate compatible use of adjacent private lands.

In addition to private entrepreneurs, not-for-profit organizations and the many "Friends of the Canal" will be instrumental in furthering the goals of the Plan. Their role will vary depending on the particular interest of the organization.

- *Encouraging Local Government Participation:* It is critically important that local governments be encouraged to take actions that relate to and help implement the Plan. For example, local governments can participate in refinement of the Canal Recreationway Plan through preparation of Local Waterfront Revitalization Programs or similar planning efforts. Incentives can be targeted to communities that have initiated appropriate waterfront planning and can be used to stimulate viable economic development. State incentives might include technical assistance, grants and partnership projects.

Consistent with these basic partnership strategies, the following sections briefly outline general roles for each major participant involved in implementing the Plan.

Canal Recreationway Commission

- Submit the Canal Recreationway Plan to the NYS Thruway Authority and the NYS Canal Corporation for approval.

- Foster partnerships between the public and private sectors which facilitate Canal Recreationway Plan implementation.
- Monitor implementation of, and adherence to, the Canal Recreationway Plan.
- Periodically update the Canal Recreationway Plan.
- Submit a budget request for utilization of funds available from the NYS Canal System Development Fund to the Canal Corporation, the Director of the Budget and the State Legislature. This fund contains revenues derived from canal operations, including permits, leases, abandonments, tolls, and payments for hydroelectric easements and can only be used for the improvement of the system.
- Advise the Canal Corporation on significant planning and policy issues that impact the implementation of the Recreationway.
- Review and advise the Canal Corporation on proposed property transactions that would have a significant impact on canal-owned lands.
- Facilitate public information exchange related to the Plan and its implementation.
- Provide advice on Interpretive Plan development.
- Advise the Canal Corporation on the use of canal-owned lands in the Adirondack Park.

New York State Thruway Authority and the Canal Corporation

- Own, operate, and maintain canal-owned waters, lands and facilities, including responsibility for infrastructure renewal and dredging.
- Function as the ultimate decision-making body for canal-owned lands and facilities, including leasing and permitting land and facilities for use by others.
- Market and promote the Canal System.
- Provide leadership in coordinating and facilitating improvement of the Canal by

others to ensure a consistent, statewide approach to developing the system. This includes initiating voluntary partnership or compact agreements with canalside communities that are tailored to meet the needs of municipalities within the framework of the Plan.

- Administer matching-grant programs and other incentive programs, financial and non-financial, intended to assist others in the implementation of the Plan.
- Stimulate private investment and facilitate partnerships between the public and private sectors.
- Generate direct revenue from the Canal for reinvestment in the system.
- Perform planning functions necessary to implement the Canal Recreationway Plan.
- Lead and coordinate activities necessary for Canal Recreationway Plan implementation and assume a primary role in ensuring that activities are completed.

Local Government

- Actively participate in preparation and updating of regional canal plans through Regional Planning Boards; provide technical assistance to the Commission on canal planning issues.
- Stimulate and support private-sector investment in the canal corridor.
- Provide, operate and maintain local public recreational facilities. These may be on municipally owned property, or on canal-owned land through an agreement with the Canal Corporation.
- Preserve the historic character of the canalside environment by seeking designation of historic sites and districts.
- Participate as canal-project sponsors by initiating grant applications, negotiating compact agreements, and providing matching funds and/or in-kind services.

- Provide for appropriate waterfront planning. Regulate land use along the Canal System through local measures.
- Enhance promotion as a canalside community, including canal-event sponsorship.
- Sponsor revitalization efforts in canal communities.

Regional Planning Boards

- Assist Thruway Authority and local governments to implement the Canal Recreationway Plan through coordination and technical assistance.
- Provide technical support to units of local government to adopt and amend local plans and regulations geared toward plan implementation.
- Evaluate and comment on local-project grant applications.
- Monitor significant development activity within the study area and update the regional plans, including the comprehensive inventory and data base originally established.
- Assist in the data-collection process to provide information to the Commission in its decision-making process regarding needed services and improvements along the Canal System.
- Provide a cohesive and organized approach to plan implementation efforts at the local level.

Private Business

- Work in partnership with the public sector to implement the Canal Recreationway Plan.
- Provide, maintain, and operate revenue-generating facilities that further tourism and recreation along the Canals in a manner consistent with the Canal Recreationway Plan.
- Develop and operate commercial shipping ventures.

- Participate in public/private partnership programs that establish the services necessary to foster the development of the Canal as a recreationway.
- Participate through local governments in publicly sponsored matching-fund, or other incentive programs.
- Enter into lease agreements with the Canal Corporation for long-term use of canal-owned lands.
- Advertise and promote private-sector canal-related services and tourist attractions.

Private Landowners

- Invest in and improve adjacent property and canal-owned lands.
- Participate in canal-owned land permitting and leasing programs.

State Agencies

In addition to the Canal Corporation, five New York State agencies serve as members of the Canal Recreationway Commission – the Departments of Transportation, Environmental Conservation, State, Economic Development and the Office of Parks, Recreation and Historic Preservation. Each of these agencies administers a broad spectrum of federal and state programs related to the Plan's goals and will have significant status in its implementation. It is recommended that they spearhead efforts to implement policies and projects directly related to the responsibilities of their individual organizations. The following is a brief summary of those responsibilities:

- *Department of Environmental Conservation:* Voting representation on the Commission; management of natural resources, including wetlands and floodplains; fish and wildlife and other biological resources, scenic resources, agricultural, mineral and forest resources, rivers, lakes, shorelines, groundwater aquifers and watersheds; State Open Space Conservation Plan, with the Office of Parks, Recreation and Historic Preservation, and local open-space planning assistance; water management and protection of water quality, including flow maintenance,

regulation of hydroelectric projects and dredge-and-fill activity; public land management, including Wildlife Management Areas, Reforestation Areas and the Adirondack Forest Preserve; public access and boat-launching sites; Wild, Scenic and Recreational Rivers (except on private land in the Adirondack Park); management of solid waste and recycling, toxic and hazardous waste disposal and cleanup.

- *Department of Transportation:* Voting representation on the Commission; former jurisdiction over the Canal System; maintenance of state highway access to the canals; responsibility for state bridges over the canals; administration of Federal Intermodal Surface Transportation Efficiency Act (ISTEA) funding for transportation enhancements and the Scenic Byways program; development of an Albany-to-Buffalo bikeway system on existing roads which complements the Canalway Trail. Also development of a bikeway from New York City to Montreal – "Bike Route 9" – which generally parallels the Champlain branch of the Canal with interfaces with rail and other public transportation.
- *Office of Parks, Recreation and Historic Preservation:* Voting representation on the Commission; provision, operation and maintenance of state parks, historic sites and some boat-launching sites along the canals; State Historic Preservation Officer; liaison with the Heritage Areas System; development of the Statewide Comprehensive Outdoor Recreation Plan; administration of the Land and Water Conservation Fund; administration of the State Navigation Law; Marine and Recreational Vehicles Program, including local law-enforcement assistance and public-vessel inspection; local grants component of the Environmental Protection Fund.
- *Department of Economic Development and the Urban Development Corporation:* DED is a nonvoting member of the Commission; administration of grant and loan programs related to economic-development projects and feasibility studies; statewide tourism

promotion; cooperative efforts to enhance and foster business development.

- *Department of State:* Nonvoting representation on the Commission; administration of the State Coastal Management Program and Inland Waterways Program; administration and funding for the Local Waterfront Revitalization Program; technical assistance to local governments for planning and land-use control.

Heritage Areas/Urban Cultural Parks

- Assist in development and implementation of the Canal System Interpretive Plan.
- Serve as information distribution centers.
- Assist with marketing and promoting the Canal system and related attractions.
- Assist with achieving historic preservation goals.
- Work in partnership with the Canal Corporation and private sector to stimulate economic revitalization efforts in canal communities.
- Assist in communicating the goals and objectives of the Canal Recreationway Plan.

Federal Government

- Approve National Heritage Area or similar designation.
- Provide regulation, technical assistance and funding through various agencies, including the Army Corps of Engineers; the Environmental Protection Agency; the Coast Guard; the Department of the Interior, the Fish and Wildlife Service; the Department of Housing and Urban Development; the Department of Transportation; and the Economic Development Administration of the Department of Commerce.

Not-for-Profit Groups

- Participate through local government in publicly sponsored matching-grant programs.
- Develop historic preservation projects.

- Develop and operate museums and interpretive facilities. Develop interpretive and educational programming.
- Provide assistance such as the Green Thumb lock beautification effort and local trail maintenance through "Friends of the Canal" and similar groups.
- Purchase or accept donations of land or easements for environmental, scenic, or historic preservation purposes through federal, state or local land trusts.
- Protect the environment and wildlife through sportsmen's clubs, recreation and conservation organizations, and other membership groups.
- Participate in the development, maintenance and completion of the end-to-end trail system.
- Provide expertise in economic development programs.

11.4 IMPLEMENTATION ACTION PROGRAM

The Canal Recreationway Plan identifies nine discrete elements requiring implementation action programs. For each element, recommendations are made regarding essential steps necessary for implementation. In addition, appropriate roles and responsibilities are suggested that will provide the requisite leadership and support for accomplishing these tasks. Elements include:

- Canal Landings
- Canalway Trail
- Marketing, Promotion, and Information
- Canal Scenic Byway, and Access Improvements
- Historic Preservation
- Interpretation
- Open Space and Natural Resource Conservation
- Commercial Shipping
- Canal System Management

Recommended roles of participants in implementing Canal Recreationway Plan elements are presented in Table 11-1, "Lead Agencies and Support Groups." This table builds upon the partnership strategies enumerated in Section 11.3 of this chapter. In addition, as the steward of the Canal System and sponsor of the

Plan, the Canal Corporation will have a unique role in the implementation program. Its recommended program of action is summarized in Table 11-2, "Canal Corporation Implementation Action." More complete descriptions of implementation proposals for the individual plan elements follow.

**Table 11-1
Lead Agencies and Support Groups**

Plan Elements	Lead Agencies*	Support Groups*
A. Canal Landings 1. Harbors 2. Service Ports & Locks 3. Local Projects	Canal Corp. Local Gov't. Local Gov't.; Private Business; Non-Profits	Local Gov't.; Private Business; State and Federal Agencies; RPB's; Not-for-Profits Canal Corp; Private Business; State and Federal Agencies; RPB's; Not-for-Profits State and Federal Agencies; RPB's
B. Canalway Trail	Canal Corp.	Local Gov't.; Not-for-Profits; NYSOPRHP; NYSDOT; NPS; RPB's; CRC
C. Marketing, Promotion & Information	Canal Corp.	NYSDDED; TPA's; County Tourism Agencies; NYSOPRHP; NPS; Private Business; CRC
D. Canal Scenic Byway and Access Improvements	NYSDOT; NYSTA; Canal Corp.	USDOT
E. Historic Preservation Program	NYSOPRHP; Not-for-Profits	Canal Corp.; NYSDOT; Local Gov't.; Private Owners
F. Interpretation	NYSOPRHP; Non-Profits; Heritage Areas/UCP's	Canal Corp.; NYSDEC; NPS; CRC
G. Open Space Conservation, Land Use, and Natural Resource Conservation	Public & Private Land Owners; Local Gov't.	Canal Corp.; NYSDOS; NYSDEC; NYSOPRHP
H. Commercial Shipping	Canal Corp.	NYSDEC; EPA; USACOE; PANYNJ, NYSUDC
I. Canal System Management 1. Canal Infrastructure 2. Water Management 3. Canal-Owned Land 4. Canal Rules and Regulations	Canal Corp.; NYSDOT (Bridges) Canal Corp.; NYSDEC Canal Corp. Canal Corp.	---- USACOE; Local Gov't. CRC ----

*** Agencies and Groups**

- CRC - Canal Recreationway Commission
- NYSDEC - New York State Department of Environmental Conservation
- NYSDDED - New York State Department of Economic Development
- NYSDOS - New York State Department of State
- NYSDOT - New York State Department of Transportation
- NYSOPRHP - New York State Office of Parks, Recreation and Historic Preservation
- NYSTA - New York State Thruway Authority
- NYSUDC - New York State Urban Development Corporation
- NPS - National Park Service
- PANYNJ - Port Authority of New York and New Jersey
- RPB - Regional Planning Boards
- TPA - Tourism Promotion Agencies
- UCP - Urban Cultural Park
- USACOE - US Army Corps of Engineers
- USDOT - US Department of Transportation

**Table 11-2
Canal Corporation Implementation Action**

PLAN ELEMENTS	PRIMARY CANAL CORP. IMPLEMENTATION ACTION
A. Canal Landings 1. Harbors	Enter into Compact/Memorandum of Understanding with local govt.; secure sufficient property interest; issue Request-for-Proposal to private developers; provide initial funding; enter into land leases; provide infrastructure improvements as appropriate.
2. Service Ports & Locks	Enter into Compact/Contract; provide funding through Municipal Canal Development Program; enter into land leases as appropriate.
3. Local Projects	Minimal role: permitting/leasing if required; support funding application(s) to others.
B. Canalway Trail	Designate alignment; provide for right-of-way acquisition/easements where necessary; provide signage, trail construction, technical assistance for local trail groups; establish Adopt-A-Trail Program; designate interim alignment where appropriate.
C. Marketing, Promotion & Information	Produce and disseminate promotion materials; participate in special events & promotions.
D. Canal Scenic Byway and Access Improvements	Refine suggested Byway alignment; encourage NYSDOT designation & signage; function as Byway Sponsor; provide access improvements in conjunction with NYSTA & NYSDOT.
E. Historic Preservation	Coordinate development of a Preservation Plan; pursue National Heritage Area designation; assist NYSOPRHP with National Register Application.
F. Interpretation	Liaison with others in the development of a comprehensive interpretive plan.
G. Open Space Conservation, Land Use and Natural Resource Conservation	Encourage preparation of local waterfront plans and appropriate land-use measures; conserve canal-owned land(s) that have significant natural or open-space characteristics.
H. Commercial Shipping	Work with potential shippers; develop marketing plan; develop demonstration project(s); undertake dredging.
I. Canal System Management 1. Canal Infrastructure	Integrate the Recreationway Plan with Capital Plan and with maintenance and operations; implement Capital Plan.
2. Water Management	Manage canal waters to ensure navigation; dredge, monitor, communicate and cooperate with agencies to minimize risk of flooding.
3. Canal-Owned Land	Revise permitting & leasing system.
4. Canal Rules and Regulations	Review and modify for consistency with Recreationway needs.

Agencies and Groups

- NYSDOT - New York State Department of Transportation
- NYSOPRHP - New York State Office of Parks, Recreation and Historic Preservation
- NYSTA - New York State Thruway Authority

Canal Landings

Canal Harbors

The seven Canal Harbors are proposed to be implemented by the Canal Corporation, working in close partnership with local governments and private developers. In each case, a compact agreement, embodied in a Memorandum of Understanding, should be negotiated between the Canal Corporation and the local municipality. This agreement will serve as the formal vehicle for memorializing a public partnership for implementation of the proposed development.

Each compact should address roles and responsibilities for Harbor development, a funding program itemizing Canal Corporation capital investment, expected private participation, and delineation of local matching resources. The compact should also specify that the project should, to the maximum degree possible, be undertaken as a public/private partnership, in concert with development entities and private business organizations.

Under this construct, it is proposed that the Canal Corporation generally take the lead in providing initial funding, overall redevelopment coordination, articulation of specific project design requirements, and coordination of private development activities. The municipality should be responsible for acquiring privately held property needed for the project, planning and design review related to public infrastructure, coordination for related economic-development planning, and matching project funds.

It is envisioned that each Canal Harbor will be constructed and operated by private interests in partnership with state and local governments following a competitive developer-selection process. This process includes formal solicitation of developer interest through the issuance of a "Request for Proposals" (RFP). The RFP will be based on the concept plan for each Harbor set forth in Chapter 8, as modified by the public partners during compact agreement negotiations.

Optimally, a single "master" developer would be designated for each Harbor project. The single

developer would assume responsibility for the efficient and timely progression of the entire project. However, alternative arrangements should also be considered.

Selected developers would be awarded exclusive rights to negotiate the terms of a business arrangement with the Canal Corporation, including lease provisions, for a specified period. The final agreement should define responsibilities of all parties for construction, maintenance and operation as well as provide for specific financial terms. Lease terms and/or other business arrangements should be structured to reflect the expectation of increasing revenue generation of the project over time as the recreationway becomes more fully developed.

The following summarizes actions to be taken and proposed responsibilities of the Canal Corporation, municipalities and private developers in the implementation of the Canal Harbor projects:

Canal Corporation

- Make available canal-owned lands and facilities for revitalization in accordance with the Canal Recreationway Plan.
- Provide initial funding for capital improvements on canal-owned and/or controlled sites and facilities.
- Develop a compact agreement with public project sponsors.
- Solicit developer participation and negotiate appropriate business terms with private interests.
- Review design and development plans to ensure consistency with Recreationway Plan objectives.
- Enter into leases for approved purposes, after seeking the advice of the Canal Recreationway Commission.
- Provide state-wide aspects of Canal Harbor interpretive programs and participate with other project participants in signage and marketing programs.

- Undertake appropriate historic preservation and environmental reviews in accordance with applicable statutes and the Canal Recreationway Plan's goals and objectives.
- Assist local municipalities in obtaining public funding and technical support from other state and federal agencies.

Local Municipalities

- Provide municipally controlled or acquired property for project sites and enter into appropriate agreements with the Canal Corporation to transfer property interest when necessary and appropriate.
- Provide funding support for local public and community development improvements.
- Enter into a compact agreement with the Canal Corporation for project implementation.
- Assist the Canal Corporation in formulating and issuing Requests for Proposals to developers.
- Assist in generating local developer interest and support for the project.
- Enter into permit, lease or other agreements with the Canal Corporation and/or selected private developers for project implementation.
- Provide local aspects of interpretive programs and participate in signage and marketing programs.
- Assume lead public-sector responsibility for operation and maintenance of completed project facilities and sites.
- With assistance from the Canal Corporation, assume lead role in soliciting and obtaining other public funding.

Private-Sector Developers

- Submit written proposals in response to developer Request for Proposals issued by the Canal Corporation.

- Finalize design and construction plans and programs in cooperation with the public project participants.
- Provide equity capital and private-sector financing for project construction.
- Negotiate business terms and execute final lease and related agreements with the Canal Corporation.
- Assume construction - management responsibility during project construction.
- Operate and maintain completed project elements in accordance with final agreements.
- Assume responsibility for agreed-upon aspects of marketing the completed project.

Canal Service Ports and Locks

Locations and conceptual descriptions for each of the 96 Canal Service Port and Lock Projects are delineated in Chapter 7. The primary method for implementation of these projects is through continuation of the Municipal Canal Development Program (MCDP). The MCDP requires execution of a contract between the municipality and the Canal Corporation. The contract provides an appropriate vehicle for creating a compact agreement by establishing the terms of the requisite public partnership.

The existing MCDP was created in 1993 as an interim program intended to encourage small-scale improvements on canal-owned land during the period when the Canal Recreationway Plan was being developed. The program provided a total of \$1 million in matching funds to eligible canal communities. Municipal project submissions were evaluated on a competitive basis using objective criteria, including among others, ability to attract and serve new canal users, cost-effectiveness, and private-sector involvement. The program guidelines specified a maximum grant amount of \$100,000 and included requirements for local matching funds and local maintenance and operation of the completed project. The program resulted in selection of 17 projects scheduled for completion in 1995.

It is recommended that the MCDP guidelines and criteria be comprehensively revisited to ensure consistency with the Plan's implementation goals. Consideration should be given to revising project-evaluation criteria to assure that minimum service requirements are met, maximum grant amounts are sufficient to meet those requirements, appropriate design guidelines are included, local matching-funds ratios are appropriate, and the approval process is streamlined. In addition, unlike the original program, the revised MCDP should consider criteria for evaluating proposals related to commercial shipping projects that are included in the recommended list of Service Port and Lock projects. It is suggested that the revised MCDP have the following elements:

- Priority be given to projects recommended as Canal Service Port and Lock Projects in the Plan.
- Grant awards continue to be based on a competitive selection process.
- Eligible uses for grant funds include improvements to canal-owned land and facilities, or lands in which the Canal Corporation has a sufficient legal property interest. Uses must also satisfy the legal requirement of enhancing waterborne transportation.
- Projects include provision of minimum services as set forth in Chapter 7 of the Plan.
- Projects conform to suggested design guidelines.
- Local matching funds be required. However, determination of local share should be sensitive to community size and economic conditions, and in-kind services should be considered.
- Eligible applicants be limited to municipalities (villages, towns, cities, and counties) to ensure local initiative and control as well as coordination with waterfront plans of local governments.
- Maintenance and operation of project activities be the responsibility of the municipal applicant or its business partner.

- Where revenue-generating facilities are included in projects, business involvement should be pursued. The private sector should develop and operate these facilities to the extent possible. Selected projects should not jeopardize or supplant existing businesses.
- Applicants should be permitted to suggest modifications to the conceptual Service Port and Lock Projects as part of the compact-development process.
- Leases of canal-owned land and facilities should be structured to reflect the expectation of increased revenue-generating ability over time due to the increasing development of the Canal Recreationway.
- The MCDP process encourage municipalities to develop Local Waterfront Revitalization Plans or other appropriate planning, as described under the open-space conservation section below, to further the Plan's waterfront planning and open-space conservation goals. Communities could be awarded extra points in the application evaluation process for these activities.

Local Projects

Development of Local Projects will provide diversity along the Canal and stimulate other revitalization efforts. While it is not recommended these projects receive funding from the Canal Corporation, they should be fully supported by the Corporation and the Canal Recreationway Commission in applications to other federal and state grant programs. The inclusion of these projects in the Canal Recreationway Plan should provide enhanced creditability as local agencies and project sponsors pursue other available resources. These projects should also be supported through the Canal Corporation's marketing and promotional efforts.

To the degree that Local Projects involve the use of canal-owned land, they will be subject to permits and leases. Leasing proposals should be reviewed by the Canal Recreationway Commission and the Corporation for consistency with the Plan. Applications that further plan implementation should be given preference.

The Canalway Trail

The proposed Canalway Trail takes advantage of existing trails, joining them to create continuous trail travel across New York State. The system will include both urban and rural trails and will serve a diversity of users and populations.

The trail will be completed by filling gaps in the system and constructing new trails where needed. It is proposed that the Canalway Trail system be completed over time through a series of partnerships between the Canal Corporation and local governments, not-for-profit organizations, the NYS Office of Parks, Recreation and Historic Preservation, the NYS Department of Transportation, the NYS Department of Environmental Conservation, and the National Park Service.

Primarily because of right-of-way ownership issues, some sections of the trail will be more difficult to complete than others. In the short term, the Canal Corporation should focus on trail development on canal and other state-owned property, concentrating initial priority on projects that provide critical linkages between existing trail segments and extensions to existing trails. Expected trail use and ease of construction should also be considered. The NYS Department of Transportation's on-road Bike Route 5, along the Erie Canal, and Bike Route 9, along the Champlain Canal, should be linked to existing trail segments during the interim before the complete end-to-end trail is developed.

The trail right-of-way should be pieced together over time from existing trail segments, revisions to canal land permits, conditions on new permits and leases, use of other public lands and negotiations with willing sellers of land. Because the trail system cannot be created instantly, actions that will preclude trail creation in the long run should be avoided. In creating the trail system, needs of adjacent owners and permittees must be considered.

Canal Corporation funds should be seen as only a portion of the money needed to implement and

maintain the trail system. As in the past, trail development by state and local governments and not-for-profit organizations is of critical importance. Local volunteers have spearheaded trail efforts and should be encouraged to continue these actions through the provision of technical assistance, information and the development and enactment of state legislation to establish an "Adopt-A-Trail" program. Trail projects are eligible for funding under the Federal Highway Administration's Intermodal Surface Transportation Efficiency Act, and other state and federal sources can be pursued at the local level for additional trail development. In addition, the National Park Service's River and Trails Program can provide invaluable technical assistance and help with community outreach.

New York state agencies have already developed portions of the trail and should continue to assist by providing rights-of-way and constructing trails. For example, the Office of Parks, Recreation and Historic Preservation has made available over 30 miles of abandoned rail right-of-way in the Mohawk Valley for Canalway Trail development, and the NYS Department of Transportation is incorporating trail construction into several Mohawk Valley roadway projects. The Canal Corporation should continue to coordinate its efforts with these and other state agencies.

As new sections of trail are completed, signage and interpretation should be provided to help unify the trail system, highlight significant historic and cultural destinations, direct trail users to off-trail service sites and to the Canal itself, where not adjacent, and provide linkage to other major trails. Trail signage should include trail identification or trail blazer signs, trail orientation signs to place a particular location in the context of the rest of the trail and the surrounding area through maps or other visuals, trail use and etiquette signs, and highway-related signs for intersections. Signage should reflect local trail initiative and should be coordinated with other aspects of the canal signage program. Assistance in developing interpretive and signage programs may be available through the National Park Service. Longer continuous trail

sections should be targeted first, and be used as models for other parts of the system.

Trail facilities to service the needs of users should be adequately addressed through the use of existing public facilities as described in Chapter 7, in addition to new facilities provided through the completion of the Canal Landings projects.

Marketing and Promotion

It is recommended that the Canal Corporation implement the marketing elements of the Plan detailed in Chapter 10 to realize the Canal System's potential to generate a positive economic impact on the state through tourism, recreational and capital projects, and development of commercial shipping. Funding for this element of the Plan should continue to be provided from Canal System Development Fund revenues and be administered by the Canal Corporation. The legislation creating the Fund gives priority to marketing and promotion in the early years of the canal's revitalization.

Consistent with this mandate, the Corporation should provide leadership in marketing the Canal System with the goals of establishing the system as a world-class tourism destination and recreationway, an attractive facility for capital investment and a vital and viable artery for commercial shipping.

The Canal Corporation should foster achievement of these goals through pursuing: (1) promotional and informational programs intended to increase broad public awareness of the existence of the entire Canal System as a tourism destination region and recreational resource, thereby increasing tourism to, and use of, the System; (2) promotional programs designed to increase awareness of the Canal as a facility offering opportunities for capital investment in development projects, and to attract private-sector investment in those projects; and (3) promotional programs to increase awareness of the Canal's viability as a commercial shipping corridor to increase commercial shipping along the Canal System.

The NYS Department of Economic Development should partner with the Canal Corporation to achieve these objectives. In particular it should assist by making available up-to-date research and information regarding tourism in the canal corridor, and by accommodating and sponsoring canal-related advertising and promotion in the Department's many promotional publications and activities.

Canal Scenic Byway and Canal Access Improvements

Canal Scenic Byway

The NYS Scenic Byways program is administered by the NYS Department of Transportation (DOT). As such, the Department is recommended as the lead agency for development of a Canal Scenic Byway. It is proposed that the Canal Corporation work in partnership with DOT, functioning as the sponsor of the Byway. As sponsor, the Corporation would propose a route (described in Chapter 7) and assist in coordination of the local businesses, municipal and nonprofit groups participating in corridor management and promotion.

Although the Department is in the process of developing design criteria for the NYS Scenic Byways Program, it is clear that the roadway system paralleling the Canal would qualify as a Scenic Byway under the existing program. However, as currently provided for in state statute, the Canal System itself may be ineligible. Scenic Byway designation for the Canal would be beneficial, potentially providing increased funding for promotion, landscaping and other improvements.

It is suggested that in addition to pursuing an immediate designation of the roadway system, the Corporation work with the Department of Transportation to explore the potential for legislative or administrative action that would permit designation of the Canal as a Scenic Byway.

Canal Access Improvements

The Canal should be integrated with the multi-modal transportation corridor to enhance access and use. Few places better present the opportunity to marry two linear systems of paralleling waterway and superhighway. Attracting Thruway travelers to the Canal and strengthening the linkages between these assets would be mutually beneficial.

The Thruway Authority and Canal Corporation should work in concert to develop a joint Thruway/Canal service area at Lock 13 along the Erie Canal in the Mohawk Valley, where the Canal may be accessed directly from the Thruway (see Chapter 7, "Recommended Canal Service Ports and Locks"). This project can be directly implemented, since it is located on Thruway and canal land. A concept plan should be further developed, consistent with the goals and objectives of the Canal Recreationway Plan, and a private developer solicited through a request-for-proposal process, similar to that proposed for the seven Canal Harbors.

In addition to the joint service area, there are many opportunities for cross-marketing and promotion of the Canal System and the Thruway, as identified in Chapters 7 and 10.

As an initial step, the Canal Corporation should integrate cross-promotional elements into its ongoing marketing and promotion efforts. As previously indicated, it is recommended that this program be funded annually with Canal System Development Fund monies. Consideration should also be given to making directional signage a high priority. As additional funding becomes available over time, the remaining recommendations for enhanced access should be implemented.

Historic Preservation Program

The Plan's recommended historic preservation program includes three essential components: (i) historic designation of the present-day Canal System; (ii) preservation of historic canal structures and protection of historic characteristics in development of new projects;

and (iii) restoration, preservation and interpretation by others of historic elements of the original Canal System.

Historic Designation

Given its unique expertise in this area, it is recommended that the NYS Office of Parks, Recreation and Historic Preservation provide leadership in the preparation and funding of the application process and documentation necessary to pursue listing on the National Register of Historic Places. The System has already been determined to be eligible for National Register listing. The Canal Corporation and Department of Transportation should cooperate fully with the Office of Parks, Recreation and Historic Preservation in providing information and assistance, and in the preparation of a Preservation Plan which is recommended to be used as a guide for canal structure maintenance activities.

In addition, the Canal Corporation should work closely with other state representatives in petitioning the United States Congress for designation of the Canal System as a Heritage Area or Heritage Corridor, either through the proposed American Heritage Areas Partnership Program Act, or through legislation specifically designating the NYS Canal System.

It should also work in concert with the Heritage Areas/Urban Cultural Park Program to further the interpretation and preservation goals of the Mohawk Valley Heritage Corridor and urban cultural park communities located in the canal corridor. This program is administered by the NYS Office of Parks, Recreation and Historic Preservation and funded through the state's Environmental Protection Fund.

Preservation of Historic Canal Structures

The historic features of locks, guard gates, terminal buildings, and other canal structures should be preserved and new structures built in conformance with an agreed-upon Preservation Plan. As owner, the Canal Corporation should take the lead in all preservation activities except those related to state bridges crossing the Canal, which are the responsibility of the Department of Transportation. (See Chapter 6 for suggested

preservation and maintenance guidelines to be used while the Preservation Plan is being prepared.)

In addition, state statute requires projects to undergo review under Section 14.09 of the NYS Parks, Recreation, and Historic Preservation Law. This requirement will ensure that prior to the implementation of any substantial commercial improvement of canal land, terminals or leases, historic resources in the project area will be identified and the impact of the proposal on these resources considered. A further requirement includes preparation of a reconnaissance-level survey within 3,000 feet of the proposed improvement.

Restoration, Preservation and Interpretation of Historic Elements of the Original Canal System by Others

Local governments, "Friends of the Canal" groups and other not-for-profit organizations should be encouraged to preserve, interpret and restore historic elements of the original canal alignment through the provision of incentives, technical assistance, and information.

The NYS Office of Parks, Recreation and Historic Preservation administers a range of state and federal program initiatives designed to protect and enhance privately owned historic properties as well as resources not specifically under the management of OPRHP. These programs include a number of incentives in the form of tax credits, grants, provision of technical assistance, and education. Among the most important incentives are the federal Historic Preservation Tax Credit and funding available from the NYS Environmental Protection Fund.

The federal Historic Preservation Tax Credit allows owners of income-producing historic buildings to take a 20 percent tax credit on the cost of rehabilitation. OPRHP staff provides direct technical advice to applicants for submissions to the National Park Service. Potential applicants are encouraged through workshops, printed materials, and site visits designed to promote program use.

In addition to the availability of tax credits, the NYS Environmental Protection Fund provides grants for resources listed on the National Register of Historic Places. Funding is available to not-for-profits and municipalities on a competitive and matching basis. Assistance is available to applicants in developing applications, reviewing plans, and in the form of technical advice.

Interpretation

Comprehensive, effective interpretation is dependent upon development and implementation of a Canal System Interpretive Plan. The Interpretive Plan should emphasize that the Recreationway is a linked, unified system. Interpretative efforts should target residents of adjacent communities and the state, as well as Canal System visitors. Residents and visitors of all ages should be accommodated by tailoring materials to meet differing needs and levels of expertise.

Due to the Canal System's far-reaching historical impacts, creation of a multi-level public/private partnership to guide development and implementation of an Interpretive Plan is highly appropriate. The initial step in the planning process is formation of an interpretive committee, to be responsible for developing guidelines for interpretation that focus on achieving the goals and objectives identified in the Interpretive Section of Chapter 10. Establishing recommendations and guidelines will ensure product consistency and quality, in concert with encouraging and accommodating local and regional flavor and uniqueness.

The following steps are recommended for developing the Interpretive Plan:

- Identification of available informational and human resources, including source materials, publications, interpretive methodologies, existing canal-related programming and events, facilities, friends groups, historians and educators.
- Assessment of resources and interpretive methodologies and mechanisms to determine

the most appropriate means to achieve goals and objectives.

- Creation of guidelines and recommendations to be used by interpretive partners for developing facilities, programming, exhibits, special events, written materials, oral histories, audio-visual productions and other forms of interpretation.
- Investigation and compilation of information regarding appropriate and available funding sources, and establishment of a cooperative funding program.
- Assemblage of a packet of information encompassing the above findings and recommendations for distribution to identified and potential interpretive partners.

Early Implementation Recommendations

New York State Canal Corporation staff members possess a wealth of knowledge of canal technology, history and folklore. Their wisdom is an invaluable interpretive resource. Early Interpretive Plan implementation should include interviews with the keepers of the system, particularly those who are from families with successive generations of canal workers. Documentation of their knowledge will avoid loss of irreplaceable information and personal experiences which humanize the Canal's story.

Historical Canal Site Interpretive Signage

As part of the system signage program, the Canal Corporation has recommended that interpretive signage be designed, fabricated and installed at historic canal sites. Wherever possible, signage should be located near manned facilities to minimize vandalism. Signage content should be developed within the context of the interpretive thematic framework described in Chapter 10. Graphics standards should be developed for interpretative materials and signage. This is essential to create an identity for the system. The images and text, obviously, change for different segments of the Canal System, but the overall look of all printed materials and signage should be governed by a single format. Locations for signage should be determined in accordance with the following criteria:

- existence of artifacts and/or structures representative of an historic period of New York State's inland navigation;
- significant technological uniqueness;
- public access and user-service amenities; site accessibility to land-based and navigational tourism;
- proximity to communities and geographic regions that figure prominently in canal history;
- existing Canal Parks and proposed Canal Landings.

Open-Space Conservation, Land Use, and Natural Resource Conservation

Land along the Canal is owned by multiple public and private parties. In fact, the majority of property along the Canal is not owned and controlled by the Canal Corporation. Therefore other partners must be relied on to achieve the Plan's legislative mandate for "cluster development connected by stretches of undeveloped open space." For this reason, implementation of the Recreationway's land-use, open-space and natural-resource conservation goals is one of the most complex aspects of the Plan.

It is recommended that the Canal Corporation lead by example. Lands owned by the Corporation that have natural or open-space characteristics which merit or are worthy of conservation or preservation efforts should not be made available for development. Establishment of the greenway should be pursued.

For those lands in the Canal System that are owned by other state and federal agencies, it is proposed that the Canal Corporation request special consideration to limit development proposals where practicable, to establish the greenway, to protect and enhance views to and from the Canal, and to provide public access to the waterway wherever possible. Affected parcels should be identified and formal agreement sought with public owners. In

addition, agencies that provide funding assistance for real-estate development projects, such as the NYS Department of Economic Development and the Urban Development Corporation, should be asked to respect these policies in administration of their grant and loan programs.

It is further recommended that the NYS Department of Environmental Conservation take the lead in working together with the Canal Corporation, the Canal Recreationway Commission, and the Office of Parks, Recreation and Historic Preservation to coordinate, promote and facilitate the creation of the greenway. This effort should include the provision of information and technical assistance to others interested in participating in this effort.

Conservation of open space in land not under public ownership or control is one of the most difficult issues of the Plan. There are many tools available to encourage open-space conservation; however, individual property rights must be respected. While subject to local land-use regulations, property owners have the ability to use land in ways that might not necessarily further the goals of the Recreationway Plan.

Conserving Open Space in New York State, a document prepared by the NYS Department of Environmental Conservation and the NYS Office of Parks, Recreation and Historic Preservation (OPRHP), and regional advisory task forces, and the "New York State Statewide Comprehensive Outdoor Recreation Plan," prepared by the OPRHP, provide a comprehensive compendium of strategies and programs available to aid in conservation of open space. Many of the approaches illuminated in these reports are directly applicable to the Canal. Moreover, land-use concepts presented in the Canal Recreationway Plan are consistent with those articulated in these documents, as required by law.

Conserving Open Space in New York articulates six alternative protection strategies or tools for conserving open space. A summary of these alternatives follows.

- *Voluntary Programs*: These programs include property-tax incentives granted in exchange for varying commitments to maintain land as open space, and donations of open space by owners to conservation entities in exchange for potential tax benefits.
- *Support Programs*: Support programs such as the NYS Department of Agriculture and Market's Farmland Protection Program that provides grants to counties participating in planning to protect and foster agriculture; support designation programs such as scenic districts, National and State Natural and Historic Registers and Landmarks, which can lead to voluntary protection as well as some statutory protection from governmental action.
- *Planning Programs*: Several local, state and federal planning programs support protection of coastal zones, local waterfront districts, trailways and scenic byways, including the Local Waterfront Revitalization Program.
- *Land Use Regulation*: Local land-use controls (including zoning and subdivision regulations, historic district laws, and locally adopted comprehensive plans and master plans) can directly and indirectly protect open space. In addition, existing state and federal land-use controls and regulations provide for protection and enhancement of many natural resources.
- *Protection by Fee Acquisition, Easement or Lease*: Land trusts and other not-for-profit organizations, federal, state and local governments can participate in some form of land acquisition through purchase, easement or leases for maintaining or enhancing conservation of natural or scenic resources.
- *Other Policies to Sustain Natural Resource Programs*: In addition to property-tax programs, these might include marketing assistance, income-tax benefits, assistance in meeting environmental requirements, trade policies, and right-to-farm laws.

A successful program to encourage voluntary conservation of natural resources and open space will require implementation of a combination of

these strategies. However, one of the best tools available to implement the Plan's goals is the Local Waterfront Revitalization Program (LWRP).

The LWRP encourages and assists communities in preparation of detailed land-use plans for their waterfront areas, including development of appropriate zoning measures, preparation of harbor management plans, and implementation of public access improvements to the waterway area.

LWRP is administered by the NYS Department of State (DOS), which has grant funding available for economically distressed municipalities along the Canal. Grant awards may be for 50 percent of the cost of plan preparation, up to \$25,000. Additional funding is available for ten percent of the cost of construction projects pursuant to completed and approved plans, up to \$25,000. The DOS also provides technical assistance to LWRP communities in many aspects of waterfront planning, regulation and development.

An important incentive for communities to participate in the LWRP process is that once a plan is completed and approved, all state agency actions must be consistent with the community waterfront plan. The LWRP also provides local jurisdiction over docking and water-surface use on state lands.

It is recommended that state funding in support of this program be enhanced. While conservation of open space and protection of natural resources are important objectives of the LWRP program, it also addresses many other Canal Recreationway goals as follows.

- achieving a balance between economic development and preservation;
- encouraging the development of existing ports and small harbors;
- encouraging and facilitating public access for recreational purposes;
- minimizing damage from flooding and erosion;

- encouraging restoration and revitalization of natural and man-made resources;
- encouraging land development to locate in areas where infrastructure and public service are adequate; and
- conservation of primary agricultural lands.

Commercial Shipping

The primary objective in redeveloping the canal's commercial shipping capabilities is to provide a competitive inland water transport (IWT) system that will offer New York State shippers a viable option for low-cost transportation.

To accomplish this objective, it is fundamental that the Canal System become viable as a marketable entity that can be effectively linked to those places where the bulk of the movement of nearly all commodities starts – ports. Seeking mutually beneficial relationships with the New York and Canadian ports must be the first priority in the overall commercial transport marketing plan.

Because of its international outreach, the depth of its marketing experience and its operational perspective, the Port Authority of New York and New Jersey is the key potential partner in marketing the Canal System for commercial shipping. The leadership of the Port Department has publicly expressed interest and enthusiasm for such a role in relation to the Canal System and the other major ports in the state. The Port now generates significant coastal barge traffic but none of this traffic currently moves through the Canal System.

In recent decades, the vast bulk of commercial traffic on the Canal System has been point-to-point barge movement of bulk commodities destined for local or regional markets, with the exception of some cement movements between the U. S. and Canada, e.g., via the "Day Peckinpaugh." Over the short term, it is likely that this trend will continue, and it is this segment of the system market that is most clearly identified. It is also the market segment that offers the most likely prospect for initial success

in the effort to re-invigorate the system. Potential commodities have been identified as a result of the New York industry survey and subsequent meetings with shippers, waterways operators and port directors. The major ones include: recyclables: cans, bottles, waste paper, corrugated and scrap steel. Also salt, construction materials, lumber and wood products, pulp and paper.

However, as is indicated in Chapter 9, there is the challenging prospect of developing significant new markets based on the European Community experience and a functioning intermodal system along European lines. On this level, the Canal would seek to develop or adapt available technology to establish container and bulk service on the system linking New York's ports with Canada and overseas. Such an effort would of necessity involve not only the waterways operators but the trucking industry and the railroads as well.

While the details of how the elements of such routes might be developed are beyond the scope of this Plan, it is critical that the potential for future development and for the movement of traditional bulk commodities not be precluded. Therefore, it is recommended that appropriate sections of existing canal wall be preserved for commercial use. It is also critical to identify all canal properties or privately owned land contiguous to the Canal that might have the potential for significant intermodal development. This should be the subject of a follow-on study.

Private industrial property along the Canal has important economic development potential for local communities seeking to attract new industries or expand opportunities and create transportation efficiencies for existing businesses. The Canal Corporation can partner with these communities and industries to provide a transportation value-added dimension now lacking.

An excellent example discovered during the development of the Plan, is the developing "critical mass" of recycling businesses along the Oswego Canal corridor from Fulton to Oswego. There appears to be significant potential to

introduce IWT service that could not only help to attract new business but offers the prospect of reducing the transportation costs of existing businesses in the area and developing a link with the Port of Oswego as well. Oswego should be the primary focus of an early effort to expand the size and scope of New York's IWT system.

Five major recommendations were made in Chapter 9 aimed at establishing a commercially competitive New York IWT system. A series of action steps relating to implementing these recommendations follows.

1. Implement the dredging program expeditiously in the Waterford - Three Rivers - Oswego section of the Canal

- As part of an effort to expedite the dredging program in critical locations, consideration should be given to supplementing Canal "in-house" dredging capabilities with the use of contracted services. The first step in this assessment requires the Canal Corporation to complete a program to identify the proportion of spoil that can be handled "in-house" and how much is required to be contracted out.
- Once this assessment is complete, funding needs and commitments should be identified.

2. Foster the development of unified marketing plan for the "Ports and Waterways of the Empire State."

- A Canal Commercial Development Committee should be established as a forum to develop cooperative and mutually beneficial efforts among the key elements of the transportation industry. This committee should be focused on providing insight and perspective for the development of the Canal System, but also on creating a consensus that marketing "The Ports and Waterways of the Empire State" on a state-wide basis would be of great mutual benefit.
- At the state level, the leadership of the Thruway/Canal Corporation should work closely with the NYS Department of Transportation, other appropriate agencies, and industry, as the NYS Department of

Transportation updates the Statewide Master Plan for Transportation. Such update should incorporate the development of the State's ports and waterways as a key element, which should guide the need for enhanced funding support at both the national and state level.

3. Develop a comprehensive "Canal Marketing Plan" to market the system with the cooperation of the state ports.

- In consultation with shippers, waterways operators and port directors, the Canal Corporation should determine the critical information elements that each segment of the system will require to facilitate their interactions and increased use of the inland waterway system. The information required should then be incorporated into appropriate marketing publications and widely distributed by the Canal Corporation.
- The Canal Corporation should also establish a priority list of commodities that appear to have the best prospect for movement on the system, and – working with the industry and the waterways operators – promote the use of IWT systems as a cost-effective transportation alternative. The Canal Corporation can sponsor regional seminars perhaps in conjunction with the ports, focused on specific industries that have the most likely potential to utilize the system.

4. Determine the trends of rail and truck traffic and the development of logistics and distribution centers. Indications are that projected large increases in truck traffic will create increasing strains on the road networks.

- The Canal Corporation should utilize the Thruway Authority's representation on the regional Metropolitan Planning Organizations (MPOs) to determine the long-term trends of truck and rail traffic in each region and the marketing and intermodal development opportunities thus created for increased use of IWT.
- In the regions contiguous to the Canal, use of the Canal and IWT system should be incorporated into the Transportation

Improvement Programs developed by the MPOs.

5. Determine what "clearinghouse functions" the Canal Corporation might develop to facilitate the interaction between shippers, waterways operators and the ports.

- An important initial effort should be to develop a vessel and equipment inventory that would facilitate the creation of teaming partnerships on the Canal. Such an effort should involve contacting waterways operators on the Great Lakes and other nearby regions to determine their interest in using the system.
- The Canal Corporation should explore the possibility of the state establishing a vessel-construction loan-guarantee program to facilitate the introduction and adaptation of new vessel technology onto the waterway system. The newest equipment on the Canal System at present is now over twenty-five years old.
- Another "clearinghouse" function emerging in discussion with industry representatives is how the Canal Corporation might serve as a communications central to forward requests-for-proposals or other information on prospective commodity movements to facilitate bids by operators. This could be especially helpful in dealing with situations where there is minimal lead time.

Canal System Management

Canal Corporation leadership will be integral to the implementation of Canal System management recommendations related to infrastructure renewal, the stewardship of canal-owned land and facilities, and the management of canal waters for navigation purposes. The NYS Department of Transportation is responsible for the maintenance and rehabilitation of state bridges crossing the Canal. Other regulatory agencies such as the United States Army Corps of Engineers and the NYS Department of Environmental Conservation will also play key roles in implementing the action

program for managing and improving water resources.

Canal Infrastructure

The Plan's recommendations regarding canal infrastructure are twofold – continued implementation of the rehabilitation program for structures; and the comprehensive integration of projects and policies included in the Plan, particularly those of a recreational nature, into the Canal Corporation's capital plan, operations and maintenance activities.

Implementation of these recommendations can be accomplished through a consolidated capital planning effort that considers both canal structural and recreational improvements, and revisions to current operation and maintenance procedures.

- *Capital Planning*

The Canal Corporation is required by state statute to annually prepare a detailed five-year capital plan for the maintenance and improvement of canal infrastructure. The capital plan is mandated to include a set of system-wide goals and objectives for capital spending and to describe the compatibility of the plan to the Canal Recreationway Plan. Among other things, it requires the detailing of a schedule of all capital projects that will be undertaken during the five-year period, including a description of the project, its estimated total cost, and the proposed method of financing.

The current capital plan is intended to address structural and safety deficiencies related to canal structures, ranging from locks, guard gates, and dams to buildings and culverts. The selection of projects is based on three major factors – the condition rating of a structure, its relative importance to the safe operation of the Canal, and the degree of hazard in the event of a structural failure. The cost of this program is estimated to exceed \$100 million over the five-year period. While the program includes recreational expenditures related to the early Municipal Canal Development Program projects and the initiation of the Canalway

Trail, it does not comprehensively reflect Recreationway Plan improvements.

In order to more fully integrate capital expenditures with Recreationway planning, it is recommended that the Canal Corporation consider future capital needs in the context of the following actions:

- Development of a long-range canal capital plan that will achieve systemwide goals and objectives for capital spending and facilitate implementation of the Canal Recreationway Plan.
 - Prioritization of capital projects to strike a balance between on-going capital rehabilitation needs and the staged implementation of the Plan.
 - Expansion of lock structural projects to include "user-friendly" improvements such as provision of services for landside users, informational kiosks and directional signage for trail users.
 - Coordination of rehabilitation activities with the implementation of Canal Landings projects that are located at locks.
- *Operation and Maintenance Procedures*

Lock operators and canal employees operate and maintain the system as well as serve as systemwide ambassadors. They provide visitors with courteous service and a wealth of information that enhance the canaling experience. They are perhaps the system's greatest asset. As such, they need to have a clear understanding of the goals and objectives of the Canal Recreationway Plan and to be informed about its projects and their implementation. This will ensure continued excellence in customer service.

To achieve this, it is recommended that the Canal Corporation continue its program to enhance communication with canal employees. In addition, operation and maintenance procedures should be revised, where appropriate, to ensure uniformity and full integration of plan elements. As part of this effort, enhanced training should be provided for employees.

Water Management

The recommendations for water management, as described more fully in Chapter 6, include: continued provision of navigation; improvements to water quality; a continued and enhanced program for dredging; and the maintenance and protection of canal fisheries. Implementation of these recommendations will involve cooperative efforts between the Canal Corporation and other agencies that have expertise and regulatory oversight such as the United States Army Corps of Engineers and the NYS Department of Environmental Conservation.

Given its statewide role in water management and the protection of water quality, the NYS Department of Environmental Conservation should play a leading role in evaluating water conditions in highly congested areas of the Canal, and in implementing a comprehensive program to control water pollution. The elements of this program should include: promoting the use of recognized best-agricultural-management practices, encouraging municipalities to incorporate erosion-control guidelines and setback requirements from surface water resources, and working with local organizations on the development of watershed management plans.

The Department should also assume responsibility for assisting the Canal Corporation with efforts to develop programs that will enhance fisheries, control nuisance vegetation, and stem the problem of exotic plant and animal species.

With respect to water regulation, the Canal Corporation should ensure that the management of canal waters is consistent with its primary need and mandate – to provide for navigation. The Corporation should continue its special effort to monitor, communicate and cooperate with agencies involved in coordinating water-management practices to reduce the risk of flooding.

The Canal Corporation should tie the issuance of all leases for canal lands to vigorous enforcement of State Flood Plain Management

Criteria and other applicable regulations. In addition, where the Canalway Trail involves placement of fill, drainage structures, or bridges within the 100-year flood plain, the hydraulic impact of the encroachment on the flood plain should be considered in facility design.

Management of Canal-Owned Land

As indicated in Chapter 6, a comprehensive set of policies is required for purposeful actions by the Canal Corporation on applications for permits, leases and abandonments affecting canal-owned land. Lands owned by the Canal Corporation are a particularly important resource for the Recreationway Plan, because they are the lands over which the Corporation has the most control and which it can use most directly to implement the Plan. These lands are also expected to be one of the greatest sources of canal-related revenue that will be available for implementing the Plan. Current Canal Corporation regulations and procedures, inherited from the Department of Transportation, should be reviewed and revised, as necessary, to assure that they reflect these policies.

The Canal Recreationway Commission has developed policies for use and occupancy permits, lease and abandonments of canal-owned land. These policies are summarized in Chapter 6, and included in their entirety as Appendix A6-b, "Policies for Use and Occupancy Permits, Leases and Abandonments of Canal-Owned Land." Implementation of these recommendations will require the Canal Corporation to develop: (1) standard procedures to guide implementation of real-property policies; (2) a fair and equitable fee structure for use of canal-owned property; (3) uniform administration and enforcement of property-management policies; (4) an outreach program to current permittees and other users of canal-owned land and facilities, to provide notification of relevant changes.

The Canal Recreationway Commission will play an important role in advising the Canal Corporation on property management. As provided for in law, the Commission will review proposed abandonments and leases for consistency with the Canal Recreationway Plan

and compatibility with local zoning. The Commission may determine that certain categories of leases do not require its review.

State statute provides the process for the abandonment of canal-owned lands. This process requires special state legislative action for all abandonments until six months after the Plan is adopted by the Canal Corporation. In addition, the law requires all abandonments to be processed through the NYS Office of General Services. Consideration should be given to legislation that eliminates this additional step in the process.

Canal Rules and Regulations

There is an extensive body of existing Canal Corporation rules and regulations governing the use of the system. These parameters were inherited from the NYS Department of Transportation, and largely reflect the needs of a system exclusively used for commercial transport. Among other subjects, these regulations address navigation, safety, general usage and permit-fee schedules. These regulations should be reviewed by the Canal Corporation and revised, as necessary, to support and facilitate the implementation of the Plan. In particular, the revised rules should integrate recreational usage with commercial transportation and should update those impacting on commercial shipping to reflect today's environment and facilitate canal usage.

With respect to recreational usage, it is recommended that the following areas be considered by the Canal Corporation for regulatory reform:

- *Speed Limits:* Investigation of the feasibility of adjusting speed limits where appropriate to encourage motorized and muscle-powered recreational boating. Among other factors, bank erosion should be considered prior to permitting increased speeds.
- *Recreational Boater Safety:* Establishment of enforceable rules to ensure public safety and enjoyment of the Canal.
- *Snowmobiles:* Authorization of the use of snowmobiles, consistent with local

regulations, recognizing this activity as an important winter recreation.

- *Fishing:* Expansion of fishing opportunities at lock sites to encourage recreational activity.
- *Hunting and Trapping:* Provisions to allow hunting and trapping in accordance with the NYS Department of Environmental Conservation regulations and with the policies outlined in Chapter 7, to increase opportunities for sportsmen to use canal lands while ensuring the safety of others.
- *Trail Use:* Provisions establishing rules governing trail use, safety and etiquette, in accordance with recommended policies in Chapter 7.

In addition to Canal Corporation rules, there are a host of federal, state and local statutes, regulations and ordinances that have bearing on the implementation of various elements of the Canal Recreationway Plan. While beyond the scope of this particular study, it is highly recommended that the Canal Corporation prepare a compendium of these requirements, in the form of a "user-friendly" handbook to facilitate action by others.

11.5 COSTS, PHASING AND FUNDING

Costs and Phasing

Implementation of the Canal Recreationway Plan will require significant funding and managerial resources, necessitating a multi-year approach. For this reason, costs are spread over three phases, reflecting short, medium and long terms. Each phase represents a five-year time duration, with full implementation completed over a fifteen-year horizon.

The phasing program illustrated in Tables 11-3 and 11-4 is consistent with the prioritization of projects enumerated in Section 11.2 and the investment strategy outlined in Section 11.3. In summary, the early phase is characterized by a

focus on elements considered critical to the development of the Plan and where the public-sector role is greatest. In the final phase of implementation, the program emphasis shifts toward the completion of supporting elements, an increase in revenue generation, and a lessening of public funding support. It is envisioned that this trend will continue beyond the fifteen-year implementation horizon as private opportunities for investment are enhanced.

The cost figures provided are necessarily order-of-magnitude, sufficient for planning purposes. As such they will require refinement and updating as the Plan is implemented. The cost of individual elements generally does not reflect additional resources that may be required by the public sector to manage, administer, or provide technical assistance related to these tasks. It is assumed that existing staff can be utilized to absorb these functions. Finally, the costs to operate and maintain new facilities are not reflected. Responsibility for these costs will vary depending upon the project.

Tables 11-3 and 11-4 present capital costs to implement the Plan, a cost breakdown for each

element, the corresponding phasing of these costs, and proposed investors. The assumptions made to produce the phasing table related to individual elements are contained in Appendix A11-a. In general, project phasing considers the complexity of implementing the individual tasks associated with each recommended action, based on the Canal Corporation's actual experience with projects such as the Syracuse Canal Harbor project, the Municipal Canal Development Program, the early Canalway Trail initiative, and the current marketing and promotional effort.

Based on this analysis, the implementation program assumes construction of at least two Harbor projects during the first five years, and completion of design work and project refinement for the balance of the sites. An accelerated construction schedule for all Harbors or individual project components is desirable. Completion may be expedited based on the degree of public and private enthusiasm and financial support. Moreover, it is recommended that the Canal Corporation and the Canal Recreationway Commission seek enhanced state and federal funding for the implementation of the Plan, as described more fully in the following section.

Table 11-3
Estimated Capital Costs by Phase -
Anticipated Obligations from all Sources
(1995 \$ in Millions)

Element	Phase I Years 1-5	Phase II Years 6-10	Phase III (Years 11-15)	Total Cost
Canal Harbors	20.0	21.0	9.9	50.9
Service Ports & Locks	7.4	8.3	4.8	20.5
Canalway Trail	11.8	11.5	11.8	35.1
Marketing, Promotion & Information	3.6	3.7	4.0	11.3
Canal Scenic Byway & Access	-	0.5	0.5	1.0
Historic Preservation ¹	1.0	1.8	1.7	4.5
Interpretation	1.1	1.1	1.0	3.2
Conservation of Open Space & Natural Resources	1.2	1.2	1.2	3.6
Commercial Shipping	11.0	3.5	1.0	15.5
	57.1	52.6	35.9	145.6

¹ Costs reflect National Register designation, preparation of a preservation plan and preservation of non-canal-owned land by others. Costs associated with preservation of historic canal infrastructure are assumed to be reflected in appropriate capital plans.

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**Table 11-4
Potential Funding Sources for Implementation (1995 \$ in Millions)**

Element	NYS Thruway/ Canal Corp.	Other Government	Private/ Not-for-Profit	Total
Canal Harbors				
Phase I	13.7	3.8	2.5	20.0
Phase II	9.9	3.9	7.2	21.0
Phase III	5.7	1.2	3.0	9.9
	29.3	8.9	12.7	50.9
Service Ports & Locks				
Phase I	5.0	1.5	0.9	7.4
Phase II	5.0	1.5	1.8	8.3
Phase III	-	-	4.8	4.8
	10.0	3.0	7.5	20.5
Canalway Trail				
Phase I	7.8	3.0	1.0	11.8
Phase II	7.5	3.0	1.0	11.5
Phase III	7.8	3.0	1.0	11.8
	23.1	9.0	3.0	35.1
Marketing, Promotion & Information				
Phase I	3.0	0.5	0.1	3.6
Phase II	3.0	0.5	0.2	3.7
Phase III	3.0	0.5	0.5	4.0
	9.0	1.5	0.8	11.3
Canal Scenic Byway/ Access				
Phase I	-	-	-	-
Phase II	-	0.5	-	0.5
Phase III	-	0.5	-	0.5
		1.0		1.0
Historic Preservation				
Phase I	-	-	1.0	1.0
Phase II	-	0.8	1.0	1.8
Phase III	-	0.7	1.0	1.7
	-	1.5	3.0	4.5
Interpretation				
Phase I	0.5	0.3	0.3	1.1
Phase II	0.3	0.4	0.4	1.1
Phase III	0.1	0.5	0.4	1.0
	0.9	1.2	1.1	3.2
Conservation of Open Space & Natural Resources				
Phase I	-	1.1	0.1	1.2
Phase II	-	1.0	0.2	1.2
Phase III	-	1.0	0.2	1.2
		3.1	0.5	3.6
Commercial Shipping				
Phase I	1.0	10.0	-	11.0
Phase II	1.0	2.5	-	3.5
Phase III	1.0	-	-	1.0
	3.0	12.5		15.5
TOTAL	75.3	41.7	28.6	145.6

Comparison of Benefits and Costs

A comparison of the potential benefits and costs of the Canal Recreationway Plan supports and justifies the investment of public and private resources. As indicated, full implementation of the Plan has an associated cost of approximately \$146 million. By comparison, the state, local governments, and Canal Corporation can expect to collectively reap more than \$230 million in annual benefits when the Canal's full potential is realized.

While these benefits include incremental tourism-related spending, resultant growth in sales tax, and increased canal-user revenues from a variety of sources, they do not capture the additional benefits or multiplier effects of off-canal-induced development that will occur as a result of Plan implementation, creation of new jobs, or enhanced property values. Moreover, they do not reflect the considerable quality-of-life benefits that will result from the presence of canal recreation amenities and physical revitalization of canal communities.

Exhibit 11-1, "Cost and Benefits of the Canal Recreationway Plan," graphically overlays the costs and benefits of the Canal Recreationway Plan. As illustrated, tourism-related economic impacts are by far the greatest source of benefit. A total of \$15 million in tourism-related gains is assumed to accrue immediately as a result of ongoing marketing and promotional efforts initiated by the Canal Corporation in 1993, coupled with the completion of canal-related improvements sponsored as part of the early Municipal Canal Development Program. It is expected that tourism-related benefits will gradually increase over the life of the Plan as elements are implemented, reaching the full potential of \$210 million annually subsequent to its completion. State and local sales-tax benefits, which are directly correlated with tourism expenditures, will increase in concert with the tourism curve.

Direct revenues to the Canal Corporation reflect existing and incremental user revenues, and are expected to rise to an average annual level of

\$7 million over the course of the fifteen-year implementation horizon. These increments reflect greater utilization of the Canal's assets for commercial purposes consistent with the Plan, and increased use by boaters.

Funding Programs and Strategies

Funding strategies to implement the many and varied plan recommendations include utilization of existing grant and loan programs, enhanced support from federal and state resources, and assistance through the provision of technical services, volunteers, and fund-raising efforts. Six basic funding strategies are proposed, as outlined below.

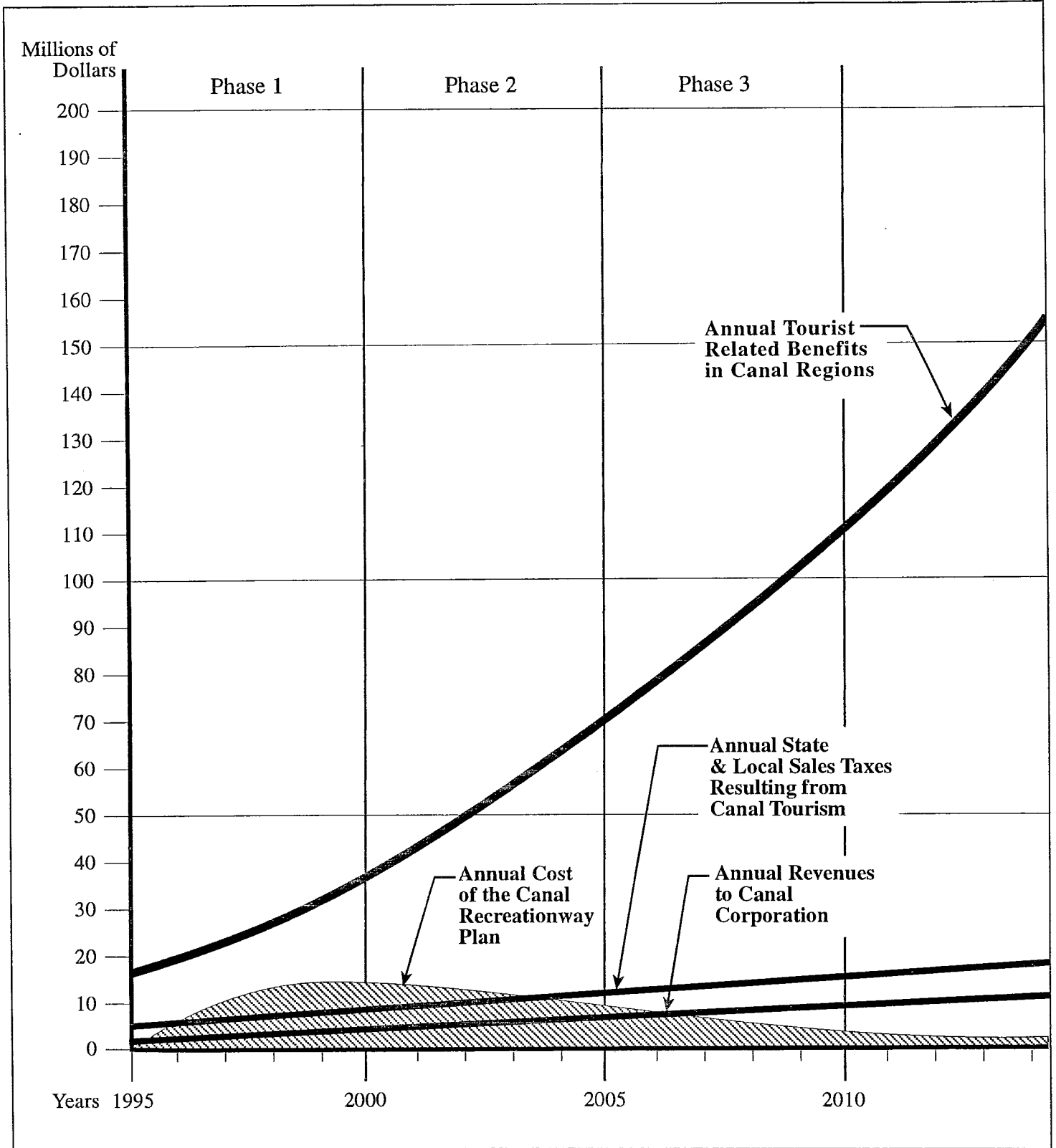
- *Grants and Low-Interest Loans:* Grants and loans are the most widely used programs for plan implementation. These funds are particularly important for implementing high-capital-cost actions. Loans are best suited for actions that will generate consistent, long-term revenue. Grants are highly competitive and will require careful planning and justification during the application process.
- *Technical Services:* Many agencies and not-for-profit organizations may be able to provide technical assistance and/or a staff person to assist in the implementation of the Plan. Typical programs include the NYS Inland Waterways Program and the National Park Service River and Trails Program.
- *Volunteers:* Many public-service organizations, conservation groups, historic societies, school organizations, universities, and individuals can be used as resources for implementing elements. Strong organization and a demonstrated public good are prerequisites for using volunteer forces.
- *Fund-Raising Efforts:* Fund-raising drives, corporate, business, and private sponsorships, membership drives, and other methods can be used to raise funds for public projects. Interest groups should be targeted based upon the location and the scope of the project.

- *Funding Partnerships:* Implementation of individual plan projects consists of a variety of program components. An entire project may not be eligible for funding through any single program. Each project should be broken down into its separate elements so that potential partial funding or partnerships can be identified. Many funding programs are designed to require or encourage matching funds or commitments. These types of partnerships demonstrate a willingness to share in the cost and burden and generally result in stronger grant applications. They also typically extend budgets and work forces needed for project implementation.
- *New Federal and State Support:* The Canal Recreationway Plan is estimated to generate more than \$15 million annually in additional state and local tax revenues, \$210 million in annual tourist expenditures, and will create 2,700 jobs. To expedite the Plan's completion, it is recommended that a portion of this benefit be reinvested in the Canal through the availability of a new dedicated state appropriation.

In addition, the 1991 Federal Intermodal Surface Transportation Efficiency Act provides New York State with substantial funds related to reimbursement of the original construction costs for interstate highways – primarily the NYS Thruway – that were constructed without the benefit of federal dollars. It is recommended that a small percentage of these funds be returned by the state to the Thruway Authority and dedicated to the implementation of the Canal Recreationway Plan.

Appendix A11-b provides a summary listing of examples of governmental and not-for-profit assistance programs that should be considered as potential vehicles for plan implementation. The list may be expanded as appropriate to accommodate plan elements as they develop, and should complement other non-grant-related assistance strategies outlined previously. The list is organized by agency or organization providing funding, and program or source within that agency.

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Costs and Benefits of the Canal Recreationway Plan

Beyer Blinder Belle Consortium