

# Delaware & Lehigh National Heritage Corridor *Management Action Plan Update*





Delaware & Lehigh  
National Heritage Corridor  
and State Heritage Park  
*Management Action Plan Update*

**Delaware & Lehigh National Heritage Corridor, Inc.**  
**Easton, Pennsylvania**  
**June, 2013**







July, 2013

Just over twenty years ago, in January of 1993, the Delaware & Lehigh Canal National Heritage Corridor Commission issued a Management Action Plan pursuant to Public Law 100-292, the Delaware and Lehigh Navigation Canal National Heritage Corridor of 1988, and the Pennsylvania State Heritage Parks Program.

Just in our first sentence above, we can see that much has changed in two decades. “We” are now the Delaware & Lehigh National Heritage Corridor, Inc. – no longer a federal commission but a not-for-profit corporation under the laws of Pennsylvania and the rules of the Internal Revenue Service, and even the heritage area’s name has changed, to the Delaware & Lehigh National Heritage Corridor. When our first law was passed – we’ve now gone through four additional rounds of legislative updates (see Appendix A) – we became one of just three National Heritage Areas in existence. Today, the D&L Corridor is part of an exciting nationwide system of 49 such regions.

Much of what is found in our 1993 Management Action Plan, however, has not changed. We especially point out to you the introductory letter from past chairs Donald Miles Bernhard (who went on to chair the Commission and then the successor nonprofit until [year]) and Willis M. Rivinus. That letter still does an outstanding job of describing who benefits, and how, from the D&L Corridor: residents, visitors, students, business leaders, municipalities, counties, civic organizations, and state and federal agencies.

All who have been involved in the D&L Corridor in the years since the Management Action Plan was issued have good reason to be pleased. On page two, we offer a chronology of high points along the way.

In 2010, the U.S. Census counted 1.66 million residents in Bucks, Carbon, Lehigh, Luzerne, and Northampton Counties. We dedicate this plan to their service – most especially to the many volunteers who have joined in the massive effort to create the D&L Trail, which will be complete by 2018.

This Management Action Plan Update offers us all a great roadmap (trail map!) for the future. Working together, all of us who live in and love the D&L Heritage Corridor can continue to work toward visionary ideas and strategic alliances, to sustain a thriving regional economy and a great quality of life.

Sincerely yours,

A handwritten signature in black ink that reads "Nicholas C. Forte".

Nicholas C. Forte

Chairperson

A handwritten signature in black ink that reads "Elissa M. Garofalo".

Elissa M. Garofalo

Executive Director

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# ACKNOWLEDGEMENTS

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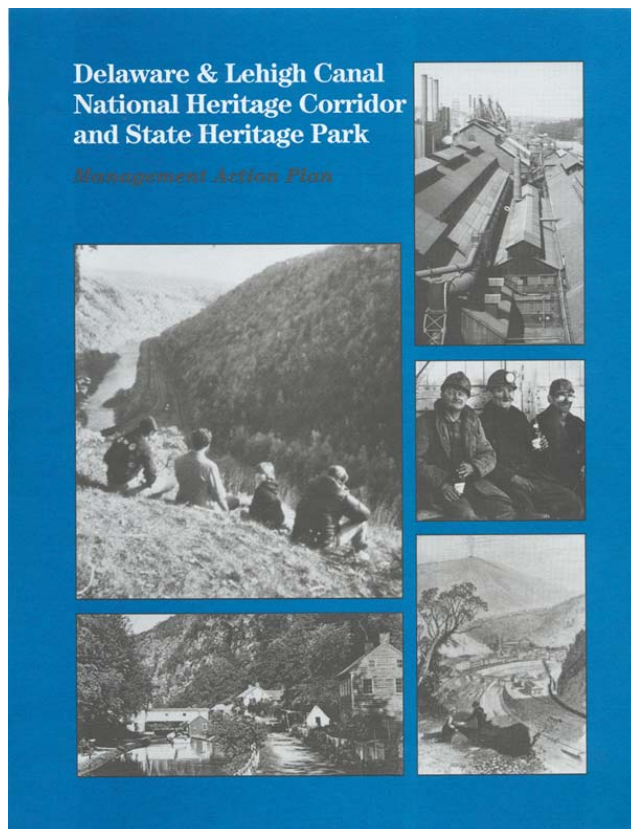
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### Cover Credits

Cover photographs, from top left: “Good Thing I Noticed the Trail Stopped!” Buzzards Point Overlook, Lehigh Gorge State Park submitted by Cleo Fogal of Jim Thorpe, PA, to the 2009 Photo Contest, 3rd place, “For the Fun of It” category (D&L Photo Gallery); visitors enjoying a tour of the No. 9 Mine at the No. 9 Mine & Museum outside Lansford (courtesy D&L National Heritage Corridor, Inc.); photo of Jim Thorpe’s Canal Street, part of the borough’s longstanding Main Street program, by Elissa Garofalo; Delaware Canal directional sign using the D&L National Heritage Corridor’s “Visually Speaking” standards (“You’re Always Welcome to Visit!” submitted by Jef Buehler to the 2012 Photo Contest, D&L Photo Gallery); “Lock 23 (Kelchner’s Lock)” submitted by Gordon Perry of Saylorsburg, PA, to the 2011 Photo Contest, 2nd place, “Canal Culture” category (D&L Photo Gallery).

We are grateful for all contributions of photographs throughout this plan. Cover design by Krista L. Schneider, RLA, LEED-AP of Heritage Strategies, LLC. The cover design pays homage to the cover of the 1993 Management Action Plan for the Delaware & Lehigh National Heritage Corridor:



**Legend**

- Delaware & Lehigh Trail
- Appalachian Trail
- Other trail
- Interstate highway
- County border
- River
- City
- State park
- Public land

# CHAPTER I

## INTRODUCTION

### BACKGROUND

The Delaware & Lehigh National Heritage Corridor and State Heritage Park (“D&L Corridor”) is located in eastern Pennsylvania along more than 160 miles of the Delaware and Lehigh Canals and the Lehigh Valley Railroad between Wilkes-Barre and Bristol. Uniting Luzerne, Carbon, Northampton, Lehigh, and Bucks Counties, the D&L Corridor commemorates their historic transportation routes of rivers, canals, and railroads – and the people and communities involved – that brought anthracite coal from the mines to market in the early nineteenth century.

Congress established the D&L Corridor in 1988 under Public Law 100-692. Today, the D&L Corridor is one of forty-nine such regions in the nation working in collaboration with the National Park Service to “tell the vibrant story of the nation’s evolution and culture,” in the words of the Alliance of National Heritage Areas.

The D&L Corridor is also one of Pennsylvania’s twelve State Heritage Parks (<http://www.dcnr.state.pa.us/brc/heritageareas/12heritageareas/index.htm>) since the state program was established in 1993 to recognize the state’s industrial and cultural history. Federal and state funds together have helped to make the D&L Corridor one of the most successful heritage areas in the nation. State leadership in particular has featured in the success of the D&L Trail and landscape-scale conservation projects for portions of the D&L Corridor in the Lehigh Valley, the Poconos, and the Wyoming Valley.

NHAs are defined by the National Park Service (NPS) as “places where natural, cultural, and historic resources combine to form a cohesive, nationally important landscape. Through their resources, NHAs tell nationally important stories that celebrate our nation’s diverse heritage. NHAs are lived-in landscapes.”

These distinctive places also have distinctive management needs. The NPS says that NHAs’ management entities “collaborate with communities to

### The Future of the D&L Corridor

This plan is organized around a single, simple vision: Making the D&L Corridor a major national asset and destination. In this vision, the D&L Trail and linking trails throughout the region are central to the National Heritage Corridor as a complete experience. We also envision a full experience of the entire region – history, communities, and nature. In effect, the creativity of the early Industrial Revolution is our legacy to bring forward into this 21st century place, with our “product” today being an enjoyable place supporting an outstanding quality of life and a culture of continuing innovation.

—2013 D&L Corridor Vision  
(see page 6)



The D&L Trail received the 20<sup>th</sup> Anniversary Pennsylvania Keystone Trail award in 2013. From left, Cindy Adams Dunn, Deputy Secretary of the Pennsylvania Department of Conservation and Recreation (which sponsors the award), D&L Trail Coordinator Scott Everett, D&L President Elissa Garofalo, and Tom Sexton, Northeast Regional Director of the Rails-to-Trails Conservancy. (Photo courtesy Delaware & Lehigh Heritage Corridor, Inc.)

## A Brief Timeline of D&L Corridor Accomplishments

1988	National Heritage Corridor designated by Congress and federal commission established
1992	Management action planning completed (plan published January 1993)
1993	Designated as Pennsylvania State Heritage Park for significance to the state's industrial and cultural history
1995	Published <i>Visually Speaking</i> design guidelines
1998	Established Trail Tenders volunteer corps with Wildlands Conservancy
	Extension/re-authorization granted by Congress
2000	Corridor Market Towns (regional revitalization program) launched
2003	Extension/re-authorization granted by Congress Published additional elements of <i>Visually Speaking</i> "Miles of Mules" (Corridor-wide arts project)
2004	Lehigh Valley Greenway Conservation Landscape Initiative established
2005	Began operating under non-profit status
2006	Published Conservation Study Institute's Sustainability Report, a study of the D&L Corridor organization's work to date Awarded Secretary of Interior Conservation Partnership Award with Lehigh Gap Nature Center Established Landmark Towns of Bucks County (a regional "Main Street" program)
2007	Sunset of federal commission's authorization (non-profit now fully in charge)
2008	"Tales of the Towpath" children's book and curriculum published
2009	Extension/re-authorization granted by Congress Published Landmark Towns Strategic Wayfinding Plan
2011	First grant award from William Penn Foundation Established D&L Trail Alliance "Tales of the Towpath" education program received PA Council for the Social Studies - Outstanding Program of Excellence Award
2013	Strategic Alliance with National Canal Museum 135 miles of the D&L Trail complete D&L Trail received the 20 <sup>th</sup> Anniversary Pennsylvania Keystone Trail award Extension/re-authorization granted by Congress





*Celebrating the completion of 9.7 miles of the Black Diamond Trail in Luzerne County in 2013. Cutting the ribbon are Pennsylvania State Senator Lisa Baker (left) and Anthracite Scenic Trails Association President Judy Rimple. Others, left to right: Elissa Garofalo (D&L President), Ellen Ferretti (DCNR Acting Secretary), Scott Everett (D&L Trail Manager), (Baker), Nick Forte (D&L Board Chairperson), (Rimple), Hondo Nobel (Mountaintop Trails Council), Nick Lylo (DCNR Bureau of Forestry), Lorne Passinger (DCNR Bureau of Recreation & Conservation), John Belcher (District Director, Congressman Lou Barletta, PA 11th District), April Hannon (PennDOT District 4-0)... and Sasha (on the leash). (Photo courtesy Delaware & Lehigh Heritage Corridor, Inc.)*

determine how to make heritage relevant to local interests and needs. NHAs are a grassroots, community-driven approach to heritage conservation and economic development. Through public-private partnerships, NHA entities support historic preservation, natural resource conservation, recreation, heritage tourism, and educational projects. Leveraging funds and long-term support for projects, NHA partnerships foster pride of place and an enduring stewardship ethic.”

In 1993, the federal commission that acted as management entity for the D&L Corridor issued a detailed Management Action Plan to guide its work and the contributions of the many partners involved in bringing the corridor’s concept to life. The plan did indeed create distinctive management and furthermore has been a proven force in fostering collaboration and investment. It addressed the case for heritage development, the story of the Corridor, providing physical connections (the basis for what proved to be an extraordinary achievement, today’s D&L Trail), creating an interpretive system, protecting key resources, partnerships, and implementation.

That plan, essentially completed in 1992, is now more than twenty years old. It has provided thorough guidance and policies and has been counted a success, and in many ways it remains a living, valuable document. The passage of time and many changes – including significant achievements of the D&L Corridor itself – however, suggest that it is time to consider a new plan.

This document is that plan. It generally supplements and reinforces the first management plan and sometimes supersedes it, as noted throughout. Like the first plan, it is intended to provide guidance for the next ten years, but many ideas may take even longer to build to fruition. With the confidence built from two decades of accomplishment, however, all involved in this plan agree that everything it contains is within our reach. We do not lack for ideas! And so we must prioritize, in order to make the most of our existing resources and maximize our efforts to build more resources: our Board, our staff, our many partners and volunteers, and yes, funding.

## The New Strategic Alliance between the D&L and the National Canal Museum

On April 18, 2013, the Delaware & Lehigh National Heritage Corridor and the National Canal Museum announced a formal “strategic alliance” combining the assets of the Congressionally mandated heritage corridor with the collection and story-telling prowess of the museum and its award-winning Emrick Center at Hugh Moore Park in Easton.

Careful analysis led to unanimous and enthusiastic agreement among the organizations’ respective boards, community leaders, and funding sources that the alliance is in the best interest of the community: it expands the reach of both institutions’ collective mission, increases quality, and combines staff, to the benefit of all stakeholders.

“We brought together two organizations with common missions yet individual strengths, and we go forward with a smarter organization, more capable of serving our community partners ‘where America was built,’” said the organizations’ two executive directors, Elissa Garofalo and Tom Stoneback, as they announced the new alliance.

For nearly fifty years the museum, affiliated with the Smithsonian Institution and accredited by the American Alliance of Museums, has collected tens of thousands of artifacts. It also houses archives that tell the nationally important story of America’s industrial revolution first fueled by coal and delivered by canal. The collection currently includes 6,202 artifacts, 15,166 books, 300,000 photographic images, 31,824 engineering drawings, 12,150 linear feet of

*(Continued on page 5)*

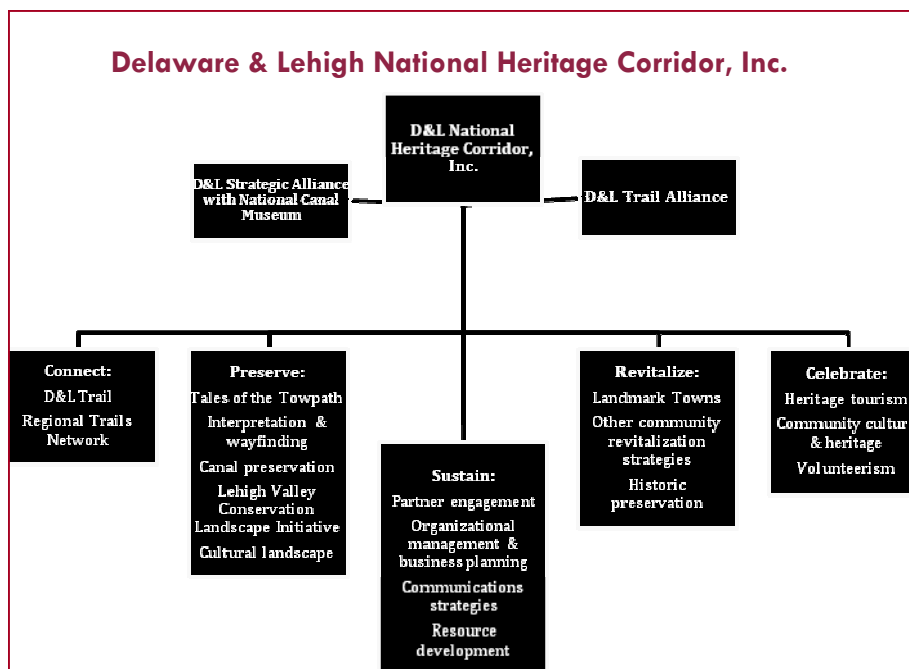


Figure 1.1 Structure of the programs of the D&L Heritage Corridor, Inc. (see page 65 for larger view)

In the pages ahead, the reader will find much that is exciting and visionary, just as inspirational as the first management plan. We invite YOU to help us bring this plan into the light of reality, to contribute to the full and extraordinary quality of life that is possible in the D&L Corridor.

## WHO ARE THE D&L NATIONAL HERITAGE CORRIDOR AND THE D&L NATIONAL HERITAGE CORRIDOR, INC.?

The Delaware & Lehigh National Heritage Corridor (“D&L Corridor”) is a region served by the D&L National Heritage Corridor, Inc. (“D&L Corridor organization”). The D&L Corridor is the “product” of the efforts of not only the D&L Corridor organization, but of all partners, attractions, local governments and communities, agencies, organizations, businesses, and any others with a stake in the success of the D&L Corridor. When this management plan speaks of the “D&L Corridor goals” it is addressing the goals of the D&L Corridor as a whole. In many cases, the strategies suggested here apply to many participants. In other words, not everything in this plan is the responsibility of the D&L Corridor organization itself.

### Two Critical Alliances

There are two critical alliances addressed in this plan. The first, the “D&L Strategic Alliance,” was not anticipated in the first management plan. Just recently announced, it combines the strengths of the D&L Corridor organization with the National Canal Museum (see sidebar).

The second such alliance was indeed anticipated in the plan, although it was originally called a “project” of a grander (and unwieldy) idea for a “Stewardship Compact.” The “D&L Trail Alliance” is a partnership of



*Elissa Garofalo, the D&L Corridor organization's president/executive director, opens a November 2012 retreat of Board and staff to review issues for this update to the management action plan. (Photo by A. Elizabeth Watson, AICP, Heritage Strategies, LLC)*

more than one hundred federal, state, municipal, non-profit, and private stakeholders in the stewardship and promotion of the 165-mile D&L Trail. A stewardship council of landowners shares best practices and coordinates policy for the trail, while three regional councils provide technical assistance to the Alliance and attend to local trail issues, volunteer trail maintenance, and programming. The Alliance's long-term vision is the sustainable stewardship of the D&L Trail and the dozens of intersecting trails that form eastern Pennsylvania's regional trail network (also see Figures 2.2 and 2.4 and sidebar on the Alliance, Chapter II, "Connect").

## THE DEVELOPMENT OF THIS PLAN

Because the first management plan was so thorough, and with the benefit of several recent evaluations and studies, the planning process for this second plan has been more strategic in nature. Early in the process, it was recognized that the structure and many of the policies and ideas in the original plan remain valid. Using the consulting team of Heritage Strategies, LLC, to guide the process, the Board and staff have provided interviews, conducted an on-line survey of D&L Corridor supporters and stakeholders (see Appendix A), and collectively considered two decades of progress, issues to be addressed in the future, structure, projects, outreach, sustainability, and more. The process followed was a simple one:

- ♦ **Assess:** gather information and assess trends, needs, strengths, weaknesses, challenges, and opportunities;
- ♦ **Provide Strategic Guidance:** establish vision and mission; set goals;
- ♦ **Analyze:** analyze options for achieving goals, choose options, and set priorities; and
- ♦ **Plan for action** (and evaluation).

*(Continued from page 4)*

manuscript material, 279 rolls of microfilm, and 4,715 films, video cassettes, and audio tape oral histories.

The two groups plan to:

- Increase the number of middle-school students to be reached and improve the quality and number of education programs;
- Expand the Emrick Center's exhibits to feature Finn, the main character in the D&L Corridor organization's "Tales of the Towpath" curriculum (see sidebar, Chapter III, "preserve");
- Expand adult programs and other outreach, such as the 31st annual canal history and technology symposium scheduled for the fall, plus new exhibits, film showings, interpretive tours, and lecture nights;
- Expand museum archives, exhibits, and education programs with D&L resources and staff; and
- Make museum staff available to serve heritage partners in the region.





"Filling in the Gap in the Morning," taken from Flagstaff looking toward the Lehigh Gap, submitted by Desha Utsick to the 2012 Photo Contest, Honorable Mention in "Nature" category. (D&L Photo Gallery)

## STRATEGIC GUIDANCE

The planning process has been based on a vision, mission, and goals that provided parameters for all technical and organizational planning (technical: chapters 2-5; organizational: chapters 6-7; all are described further in a section below).

When this plan does not express an idea or address an idea completely, the following vision, mission, and goals should provide sufficient guidance for those involved in decision making to arrive at appropriate conclusions at the time they are needed.

### *Vision*

*This plan is organized around a single, simple vision: Making the D&L Corridor a major national asset and destination. In this vision, the D&L Trail and linking trails throughout the region are central to the National Heritage Corridor as a complete experience. We also envision a full experience of the entire region – history, communities, and nature. In effect, the creativity of the early Industrial Revolution is our legacy to bring forward into this 21<sup>st</sup> century place, with our "product" today being an enjoyable place supporting an outstanding quality of life and a culture of continuing innovation.*

*The primary audience for the D&L National Heritage Corridor is our residents. Full success in achieving our vision means that residents of all ages will learn about and enjoy the Corridor so greatly that they will undertake lasting stewardship for its special resources.*



*Completion of the D&L Trail's full 165 miles is expected in about five years, which lends this vision a special urgency. As visitors arrive in ever-greater numbers to enjoy the D&L Trail, they should understand immediately that the D&L Corridor as a whole is a great place to visit.*

*We seek to make it possible for all to enjoy more opportunities for recreation, for learning, for celebration, for working together, and for contributing to their communities. We envision the D&L Corridor's communities and partners growing and prospering as they develop and celebrate heritage resources – historic structures and districts, wildlife habitat and trails, parks and rivers and canals, beautiful places and their stories and events, and more. The D&L Corridor's unique sense of place will become a recognized asset in continued economic development, guiding decisions for change and investment.*

## ***Mission of the D&L National Heritage Corridor, Inc.***

*The mission of the D&L Corridor organization is to enrich the communities within the Delaware & Lehigh National Heritage Corridor through actions and partnerships that conserve the resources, preserve the history, and enhance the quality of life for residents of the Corridor.*

The shorthand statement we will use to help communicate our vision and our mission – our “tag line” – is: *Connect, Preserve, Revitalize, and Celebrate.*

## ***Goals of the D&L National Heritage Corridor***

The following goals have been adapted from the first management plan:

1. ***Foster Connections and Stewardship:*** *Promote deeper connections among communities, neighbors, and the land and greater appreciation of the region's history and its cultural and physical assets in order to foster stewardship and commitment to sustaining and improving the region's quality of life.*
2. ***Create a Robust Regional Network of Trails:*** *Create a fully connected regional trails network supporting both recreation and interpretation, using both the “spine” of historic transportation routes (canals and rails) and other linking routes.*
3. ***Educate and Interpret:*** *Establish a common interpretive framework and a cooperative system of interpretive and educational facilities and programs.*
4. ***Advance Economic Vitality:*** *Bring new vigor and resilience to the region's economy and enhance amenities available to residents and visitors alike.*
5. ***Encourage Partners:*** *Encourage all partner organizations and communities to participate fully in Corridor initiatives, play effective roles in advancing Corridor goals, and leverage financial support to bring new vigor to the region's economy and assets.*
6. ***Build Long-term Sustainability:*** *Build constituencies and accomplish projects that generate interest, investment, and momentum to sustain the Corridor over time.*

## Acronyms

**D&L:** Delaware & Lehigh

**DCED:** Pennsylvania  
Department of Community  
and Economic Development

**DCNR:** Pennsylvania  
Department of Conservation  
and Natural Resources

**DMO:** Destination  
Management Organization

**HUD:** US Department of  
Housing and Urban  
Development

**NHA:** National Heritage  
Area

**NPS:** National Park Service

**PennDOT:** Pennsylvania  
Department of  
Transportation

**WPF:** William Penn  
Foundation

## Understanding Terms in this Plan

**Board:** The governing body of the nonprofit Delaware & Lehigh National Heritage Corridor, Inc.

**D&L Corridor (or Corridor):** Refers to the physical place on the ground; the geographic area that was broadly defined at the time of designation in 1988 and further clarified in the 1993 Management Action Plan. Also used locally by partners and others to refer to the entire endeavor.

**Delaware & Lehigh National Heritage Corridor, Inc. (D&L, Inc.):** The nonprofit organization created in 2002 to work with the D&L Corridor's federal commission and partners to implement the 1993 Management Action Plan. Now the "management entity" for the Corridor instead of the federal commission.

**Destination Management Organization (DMO):** agency or organization engaging in tourism promotion for a community or region, such as a convention and visitor bureau.

**First Management Plan:** The guiding document for the Corridor, completed in 1993 through a participatory process spearheaded by a federal commission, which also managed the Corridor for its first 15-plus years. Articulates a broad, integrated vision for the future of the Corridor, and lays out a detailed range of actions to achieve the vision. Also referred to as "management action plan."

**Leverage:** Used as a noun, the funds or non-financial investments that are committed to the Corridor initiative as a result of a primary investment of funds. Also used as a verb, in which case it refers to the process of obtaining financial or non-financial commitments to the Corridor initiative.

**Management entity:** Technically, the specific body authorized through federal legislation to carry out Corridor coordination and management, understood to include D&L, Inc., both Board and staff.

**Management Plan Update:** This document. It generally supplements and reinforces the first management plan and sometimes supersedes it, as noted throughout.

**National Heritage Area:** the generic (and sometimes formal) name for 49 special places across the nation recognized by Congress and working in partnership with the NPS to protect special resources and create access to those resources by educating the public and creating recreational opportunities The D&L National Heritage Corridor is a National Heritage Area.

**Partner:** Any public or private organization, institution, agency, or individual that collaborates with the Board and staff on specific initiatives that help implement the management plan; includes both formal partners (i.e., those who collaborate through cooperative agreements) and informal partners (i.e., those who contribute to Corridor goals without a formal agreement, such as a developer who renovates a historic mill for reuse).

**Sustainability:** For the purposes of this plan, refers to the strategy, framework, and resources necessary for achieving the stated purpose and goals of the Delaware & Lehigh National Heritage Corridor.

**Sustainability study:** The technical assistance project completed by the NPS Conservation Study Institute in 2006 to assess the progress made toward Corridor goals since 1988, evaluate how the Corridor partnership works, and examine options and opportunities for the future.



## CONTENTS OF THIS MANAGEMENT PLAN

This management plan is organized to follow the four words of the D&L Corridor's tag line, plus a last one that is critical overall to accomplishing the vision for the Corridor, "sustain." Here is what the reader will find in this plan:

Chapter II, "Connect," addresses the D&L Trail as the backbone of the D&L Corridor and encourages regional linkages to the D&L Trail. With the completion of the D&L Trail as "spine" anticipated in just five years, this longer term plan embraces the larger vision of a robust regional network of trails.

Chapter III, "Preserve," covers the main activities needed to encourage public appreciation for the heritage assets of the D&L Corridor. These are interpretation of the region's themes and stories by the D&L Corridor organization and partners and expansion of the D&L Corridor organization's premier educational program, "Tales of the Towpath." This chapter also addresses two classic "preserve" issues, preserving the structural integrity of the Delaware Canal and the Lehigh Canal and preserving the cultural landscape of the D&L Corridor, and reiterates commitment to the Lehigh Valley Greenway Conservation Landscape Initiative supported by the Pennsylvania Department of Conservation and Recreation (DCNR).

*A "Shady Spot" in Washington Crossing State Park, submitted by Therese Martinez of Yardley, PA, to the 2009 Photo Contest, 1st place in "The Nature of the Canal" category. (D&L Photo Gallery)*

Figure 1.2 Original Vision Statement – First D&L National Heritage Corridor Management Plan, p. 31.

- *A region that becomes even more strongly defined by the remarkable remnants of our history, and that becomes even greener, with towns centered on clean rivers;*
- *The continuation of the innovative capacity that has always characterized the Corridor, a capacity that ensures a healthy environment, and a visible heritage for us and our children;*
- *A robust economic future that is based on the desirability and rarity of our singular natural and cultural environment, a park-like setting; and*
- *Pride and an ethic of stewardship growing in the heart of every resident — we will understand the meaning of what we have, and act to uphold it.*

Chapter IV, “Revitalize,” offers strategies centered on D&L Corridor communities and encouraging greater participation and visibility for community revitalization efforts related to heritage assets. The role of the D&L Corridor organization as regional “coach” for historic preservation is included in this chapter because of preservation’s critical contribution to community revitalization.

Chapter V, “Celebrate,” organizes the D&L Corridor’s approaches to heritage tourism, community heritage and traditions (including events), and volunteerism.

Chapter VI, “Sustain,” addresses primarily the needs of the D&L Corridor organization in business management and resource development (fundraising). A section on communications focuses on the needs of the D&L Corridor organization for marketing and coordination to ensure that the Corridor’s visibility is the best it can be and that it reaches its audiences effectively.

Chapter VII, the last chapter, offers a three-year implementation plan that will provide strategic guidance for work plans and budgets. This begins an expected cycle of periodic strategic plans that will be based on the entirety of this longer range management plan, allowing for focus and course corrections as appropriate as implementation progresses.

## OPPORTUNITIES FOR PUBLIC INVOLVEMENT

In the remaining months of 2013, this plan will be introduced to partners and the public by both the Board and staff in a variety of venues, aimed in particular at enlisting partners in the further planning that lies ahead. This plan presents a number of such further planning opportunities, all of which anticipate involvement of partners and additional public outreach as appropriate.

At the other end of this process, no plan would be complete without an implementation plan, provided in Chapter VII. This, however, must be buttressed routinely through detailed work plans and budgets constructed on an annual basis, ideally based on periodic strategic planning that





maintains a time horizon that is more than annual and less than the scope of this long-range plan. (When this plan no longer provides adequate guidance for strategic plans, it will be time for a third one.) The Board and staff are also committed to partner and public outreach to insure full involvement in work plans and strategic plans.

*"Good Thing I Noticed the Trail Stopped!" Buzzards Point Overlook, Lehigh Gorge State Park submitted by Cleo Fogal of Jim Thorpe, PA, to the 2009 Photo Contest, 3rd place, "For the Fun of It" category. (D&L Photo Gallery)*



# Delaware and Lehigh National Heritage Corridor

## Fact Sheet: History of the Corridor

*Much of the history of the Delaware and Lehigh National Heritage Corridor follows the story of anthracite coal and its role in the development of the American Industrial Revolution. But the Corridor's history also is intertwined with the birth and development of the United States.*

*The Corridor was occupied first by the Lenni Lenape, the "Original People" who were primarily hunter/gatherers but also practiced agriculture in small settlements along the Delaware and Lehigh rivers.*

*Swedish settlers established themselves in the Corridor in the mid-1600's. An English Quaker, William Penn, founded the colony of Pennsylvania in 1681 and promoted it as a refuge of religious freedom and economic opportunity, themes that attracted waves of Europeans from Penn's time well into the 20th century.*

*The Corridor's natural resources played a major role in the birth of America's Industrial Revolution. A wealth of anthracite coal and iron ore spurred the growth of the country's first iron and steel industries in the 19th century. Immigrants from Europe mined the coal and also built canals and railroads that carried it to industrial and domestic markets. Limestone and slate mined in the Lehigh Valley gave birth to America's largest cement and slate industries.*



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### WALKING PURCHASE 1737

The Walking Purchase, negotiated between the Lenni Lenape and William Penn's heirs, opened a large tract of present-day Northampton, Lehigh and Carbon counties to settlement. The Lenape signed an agreement that would give the Penns all of the land that could be walked by a man in a day and a half. The Penns hired three professional walkers who started in Bucks County and ended 60 miles north. The enraged Lenape began moving west.

### 1776 REVOLUTIONARY WAR

George Washington's daring crossing of the Delaware River in Bucks County on Christmas night, 1776, was a pivotal point in the American Revolution. Washington crossed the river under darkness with 2,500 troops and marched to Trenton where he defeated 1,500 Hessians. General John Sullivan's march from Easton to the Wyoming Valley in 1779 struck a major blow to the Iroquois and British loyalists and made the region safer for settlers.



### DISCOVERY OF COAL 1791

It can be argued that America's Industrial Revolution began in 1791 when a miller named Philip Ginder discovered a commercially exploitable outcrop of anthracite coal near Summit Hill, in present-day Carbon County. Ginder's discovery started a "coal rush" that provided cheap, plentiful fuel for homes and industries and led to the building of the Heritage Corridor's canal and railroad systems. Coal remains an important source of energy today.

### 1829-1837 CANAL BUILDING ERA

Canals replaced rafts and arks that floated coal to market on the Lehigh and Delaware rivers. In 1829, the 46-mile Lehigh Navigation ascending and descending lift-lock canal system opened between Easton and Mauch Chunk (Jim Thorpe). In 1830, the Delaware Division Canal opened from Easton to Bristol, and in 1837, 26 miles known as the Upper Grand Section were added to the Lehigh Navigation, extending the system to White Haven.



### RAILROAD CONSTRUCTION 1828-1890

Railroads were initially built to deliver coal from the fields to the canals. First there were gravity and inclined plane railroads in the late 1820s, then steam railroads in the 1830s. Businessmen quickly realized that rail lines to carry coal could be built anywhere, not only along rivers. In 1855, a Lehigh Valley Railroad line opened between Easton and Mauch Chunk, carrying coal that once traveled by canal barge.

### 1840-2000 IRON AND STEEL

A wealth of natural resources and the explosion of transportation bode well for the growth of the iron and steel industries. Charcoal-fired iron furnaces dotted Bucks County in the 1700s, but it was the continent's first anthracite hot air blast furnace in Catasauqua that catapulted iron making to full-scale proportions in 1840. Many iron companies sprouted soon thereafter, including the Bethlehem Iron Company, which later became Bethlehem Steel Company.



# CHAPTER II

## CONNECT: CREATING LASTING BONDS

### INTRODUCTION

The primary feature in the Corridor creating a lasting connection among our residents and communities is the D&L Trail. Over the last twenty-five years, the D&L Corridor organization, landowners, and stakeholders have completed more than 82 percent (135 miles) of the planned 165-mile trail, from the anthracite mines of Luzerne County near Wilkes-Barre to the Bucks County port at Bristol. The next five years of work to complete the D&L Trail will present many opportunities to make the entire Corridor more visible to residents and visitors alike.

The long-term challenge is to ensure the lasting teamwork required to maintain and enhance the D&L Trail as one of the nation's premier long-distance trails. The Pennsylvania DCNR, as steward for the Delaware Canal State Park and Lehigh Gorge State Park, anchors this effort with its responsibility for many miles, but the D&L Trail Alliance (see Chapter I, "Introduction") involves more than 100 federal, state, municipal, non-profit, and private stakeholders in the stewardship and promotion of the trail.

The original vision for the D&L Corridor goes beyond the large ambition for the D&L Trail, by calling for a robust regional network of trails. In the twenty years since the first plan was completed, many trails have come into being, and others have been enhanced and lengthened (Table 2.1). With the kind of concentrated energy seen in the first twenty years, just imagine what achievements that the next twenty years could bring, using the D&L Trail as the platform for delivery of services.

The D&L Trail's success in particular is central to the Corridor's entire mission to "connect, preserve, revitalize, and celebrate." It is a source of regional identity, differentiating this region from all others – a benefit that will only grow as the entire regional network of trails grows. The D&L Trail also offers a significant platform for:

### Goals that Apply to Chapter II

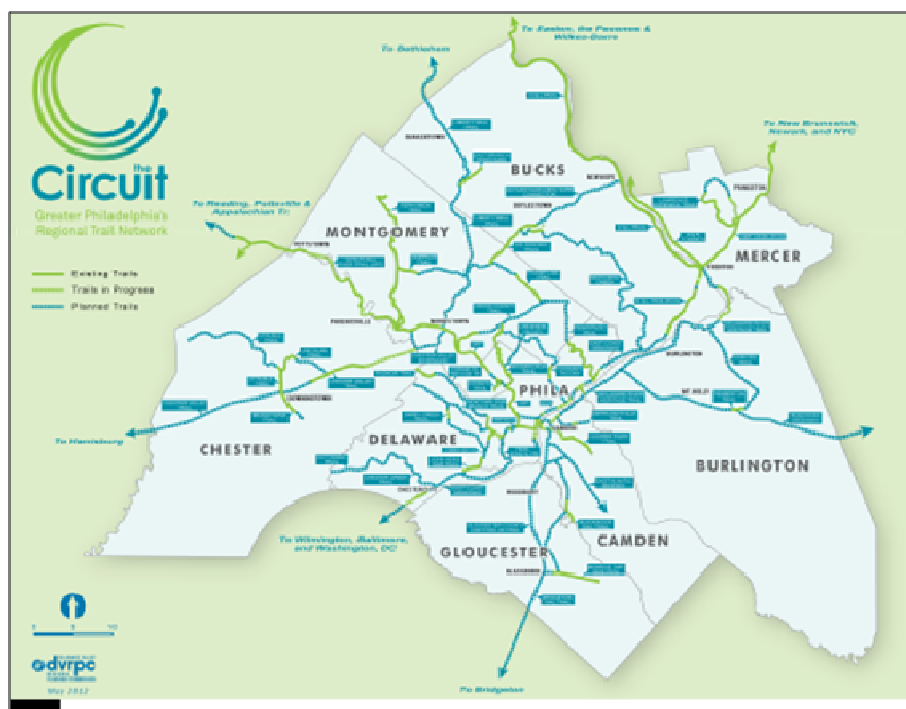
**GOAL 1: Foster Connections and Stewardship:** Promote deeper connections among communities, neighbors, and the land and greater appreciation of the region's history and its cultural and physical assets in order to foster stewardship and commitment to sustaining and improving the region's quality of life.

**GOAL 2: Create a Robust Regional Network of Trails:** Create a fully connected regional trails network supporting both recreation and interpretation, using both the "spine" of historic transportation routes (canals and rails) and other linking routes.

**GOAL 5: Encourage Partners:** Encourage all partner organizations and communities to participate fully in Corridor initiatives, play effective roles in advancing Corridor goals, and leverage financial support to bring new vigor to the region's economy and assets.



Figure 2.1 The D&L Trail is identified as a major “trunk trail” in the Circuit: Greater Philadelphia’s Regional Trail Network. The D&L Trail Alliance is a founding member of the Circuit Coalition, which has the goal of creating the world’s best regional trail network, aiming for 750 miles of bike and pedestrian trails. So far, more than 250 miles are complete, with 50 more currently being built.



The D&L Trail provides natural habitat for a rich variety of animal and plant species. It is especially important as a wildlife corridor for species needing room to roam. “Our Neighbor” black bear was spotted by Cleo Fogal of Jim Thorpe, PA, just off the D&L Trail along the upper Lehigh River. (2012 Photo Contest, “Nature” category; D&L Photo Gallery)

- ◆ **Education and interpretation** – as a place for explaining the American Industrial Revolution and other stories of the region’s people, places, and development; and for all users to experience nature and historic places through education and recreation;
- ◆ **Preservation** – the canals and remnant structures traced by the D&L Trail are unique historic resources deserving the best historic preservation “curatorship” possible;
- ◆ **Conservation** – as natural habitat for a rich variety of animal and plant species, and especially as a wildlife corridor for species needing room to roam;
- ◆ **Recreation** – as both the entire Corridor’s “central park” and, for those fifty-four municipalities bordering the trail, as a string of parks beloved by residents who view them as their own backyards;
- ◆ **Revitalization** –connecting communities to their environment and connecting communities to their neighboring communities, and providing an attractive amenity encouraging local investment and stewardship; and
- ◆ **Celebration** – a venue for community events large and small and a focus for the major volunteer effort that lies at the heart of the D&L Trail Alliance.

## OPPORTUNITIES & APPROACH

### *D&L Trail*

The D&L Corridor organization will work to assure that the D&L Trail is recognized as a single entity, a critical step for achieving national recognition. The naming and marking of the trail through a “common



*“Biking the Towpath” submitted by Paul R. Sell, Jr of Walnutport, PA, to the 2009 Photo Contest, “For the Fun of It” category. (D&L Photo Gallery)*

banner” does not necessarily mean that locally cherished segments need to give up long-standing identities and names, just that those segments need to be recognized also as part of the D&L Trail as a whole. It is likely that such local segments would benefit substantially from such greater recognition, through added public support and volunteerism.

As the D&L Trail grows to completion, Trail responsibilities will only grow among owners, the D&L Corridor organization, volunteers, and other supporters (including local, state, and federal agencies). The William Penn Foundation’s support (see sidebar) is explicit recognition that now is the time to organize the D&L Trail’s management and means of sustainability to ensure its permanence and lasting success.

Communications discussed in Chapter V, “Celebrate,” include special support for taking advantage of major opportunities for achieving visibility for the D&L Trail over the next five years:

- ◆ A major groundbreaking celebration for the pedestrian bridge at Jim Thorpe.
- ◆ A coordinated campaign to achieve national exposure timed to occur as the pedestrian bridge is completed.
- ◆ Additional national exposure with a major celebration upon completion of the last connection.

## ***Regional Linkages***

While the D&L Trail is the Corridor’s longest trail, there are many other opportunities to enjoy trails throughout the Corridor on linkages that lead to and from the D&L Trail (or could, with additional efforts). This plan strongly encourages this network. The original plan concentrated its focus on rail-trail conversions (especially those supporting the D&L Trail



## D&L Trail Alliance

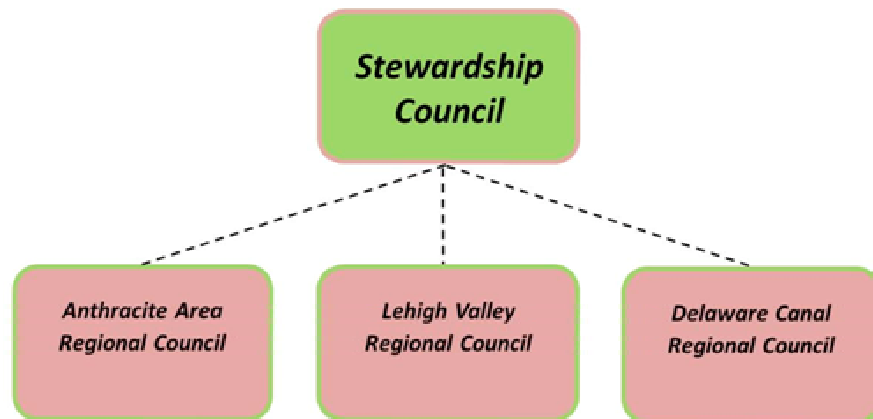


Figure 2.2 D&L Trail Alliance organization chart.

### Activities of the D&L Trail Alliance

The D&L Trail Alliance (Figure 2.3) is a major initiative of the D&L Corridor, begun in 2012, with support from the William Penn Foundation (also a supporter of the Circuit – see Figure 2.2). In its first year the Alliance:

- ◆ Hosted 150 people from 13 counties for the 2012 Eastern Pennsylvania Greenways & Trails Summit in Center Valley;
- ◆ Launched an innovative marketing campaign aimed at residents of Philadelphia and its suburbs and targeting transit stations, college campuses, and social media outlets;
- ◆ Developed a new policy for volunteer use of power tools and initiated a safety and training certification program;
- ◆ Partnered with the Appalachian Mountain Club to host a one-day trail workshop targeted at municipalities in the Pennsylvania Highlands; and
- ◆ Secured funding for years two and three of the Alliance's work.

In the next two years the D&L Trail Alliance will:

- ◆ Develop a communications strategy for the trail and expand the marketing campaign targeting local and regional audiences;
- ◆ Establish a “trail towns” program in ten communities along the Delaware Canal to promote economic revitalization and trail use;
- ◆ Provide leadership in the development and promotion of the Lehigh Valley's regional trail network;
- ◆ Promote the development of a trail-transit-river access “hub” in Bristol that will connect residents and visitors to nature;
- ◆ Fund improvements to road crossings in Luzerne and Lehigh counties and a section of the canal in Catasauqua Borough;
- ◆ Complete a feasibility study for National Historic Trail status;
- ◆ Hold stewardship, accessibility, and cultural resource management best practices workshops for partner organizations; and
- ◆ Continue to foster relationships with members of the Circuit Coalition and other stakeholders in Philadelphia's trail network.



The D&L Trail Alliance has initiated a safety and training certification program to enable volunteers to use power tools and undertake other trail maintaining activities safely. (Photo courtesy D&L National Heritage Corridor, Inc.)

The D&L Trail is one of the most important early goals of the Corridor Plan. It will provide an outstanding long-distance hiking and biking resource. The landscape through which it passes offers one of the most varied geological cross-sections and human and physical geographical experiences in the United States. Its significance is even greater than this, however. It will serve as a unifying factor, help solidify local support and local visibility for the Corridor effort, and serve as a landmark and “image” for the entire Corridor.

*Figure 2.3 Original justification for focus on the D&L Trail, from the first D&L National Heritage Corridor Management Plan, p. 58. This justification remains as valid today as then.*

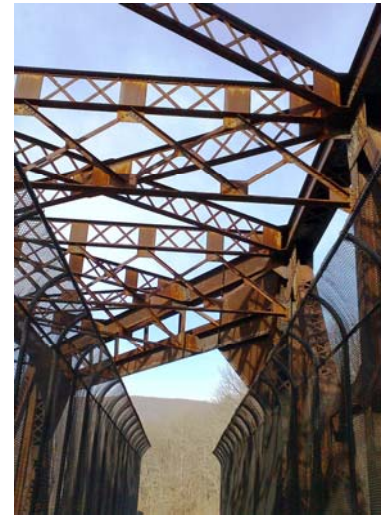
Building on the accomplishments of many local jurisdictions, advocacy groups and state agencies that have already established and protected parts of a continuous trail through the Corridor, the intent of this Plan is to complete a Corridor-long Delaware & Lehigh Trail (“D&L Trail”) and other linkages following the historic transportation system. To help visitors and residents understand the idea of the transportation system as the economic force that shaped and connected this region, the continuous trail and the canals will be presented and interpreted as an imageable spine. The trail will be a feature in the landscape that attracts residents and visitors for recreation and enjoyment and helps re-attach the meaning of the transportation system to the ongoing life of communities on the canalside and throughout the Corridor.

*Figure 2.4 Original Policy Statement on the D&L Trail – 1993 D&L National Heritage Corridor Management Plan, p. 57. This policy statement remains policy for this 2013 management plan update.*

proper). This plan expands from that focus to encourage the richest possible network of recreational trails.

The Corridor enjoys a highly supportive multi-state regional context, centered on the Circuit (greater Philadelphia’s regional trail network, see Figure 2.2), and traced by other major trails: the Appalachian Trail, the East Coast Greenway, the Schuylkill River Trail, and other extra-regional trails that add greatly to recreational opportunities throughout the mid-Atlantic region and the Northeast. For example, ultimately the D&L Trail will be a connector north to New York through trails in the Wyoming Valley and Susquehanna River region. Awareness of and continued investment in this regional network of trails represent a new phase, but one that is founded on years of investment by Pennsylvania state agencies, primarily DCNR and PennDOT, private foundations, especially the William Penn Foundation, and many volunteer trail groups.

The D&L Corridor organization has encouraged such connections through the D&L Trail Alliance, the DCNR’s Lehigh Valley Conservation Landscape Initiative (see Chapter III, “Preserve”), and Landmark Towns (see Chapter IV, “Revitalize”), and work with individual and regional trail organizations. Regional trail networks include the Anthracite Scenic Trail Association, the Lehigh Valley regional trail network, and the Wyoming



*Old railroad bridge over the Lehigh River at Jim Thorpe, now a rail-with-trail pedestrian bridge, part of the D&L Trail in Lehigh Gorge State Park. (Photo by A. Elizabeth Watson, AICP, Heritage Strategies, LLC)*



**Table 2.1 Land and Water Trails Serving the D&L Corridor**

**Trail (listed alphabetically) — Managing Entity**

1. *Appalachian Trail* — Appalachian Trail Conservancy
2. *Back Mountain Trail* — Anthracite Scenic Trails Association
3. *Cedar Creek Trail* — City of Allentown  
(Circuit – see #42)
4. *Crest Boulevard Trail* — Palmer Township
5. *D&L Trail* — DLNHC
6. *Delaware & Raritan Canal Towpath* — Delaware & Raritan Canal Commission
7. *Delaware River Heritage Trail* — Delaware River Greenway Partnership
8. *Delaware River Water Trail* — Delaware River Greenway Partnership
9. *East Coast Greenway* — East Coast Greenway Alliance
10. *Emerald Hills Greenway Trail* — Bethlehem Township
11. *Forks Township Trail Network* — Forks Township
12. *Greater Hazleton Rail-Trail* — Greater Hazleton Rails-to-Trails
13. *Hackett's Park Trail* — City of Easton
14. *Hanover Township Trail Network* — Hanover Township
15. *Hills at Lock Ridge Trail* — Lower Macungie Township
16. *Ironton Rail Trail* — Ironton Rail Trail Oversight Commission
17. *Jacobsburg Environmental Education Center Trails* — PA DCNR
18. *Jordan Creek Greenway Trail* — Wildlands Conservancy
19. *Lehigh Gap Nature Center Trail System* — Lehigh Gap Nature Center
20. *Lehigh River Water Trail* — Wildlands Conservancy
21. *Little Lehigh Creek Trail* — City of Allentown
22. *Little Lehigh Parkway Path* — City of Allentown
23. *Lower Mount Bethel Trail* — Lower Mount Bethel Township
24. *Macungie Trail Network* — Borough of Macungie
25. *Monocacy Way* — City of Bethlehem
26. *Nor-Bath Trail* — Northampton County
27. *Palmer-Bethlehem Township Bikeway* — Bethlehem and Palmer Townships
28. *Pennsylvania Highlands Trail* — Appalachian Mountain Club
29. *Plainfield Township Recreation Trail* — Plainfield Township
30. *PPL Martins Creek Environmental Preserve Trails* — PPL Martins Creek, LLC
31. *Route 202 Parkway Trail* — PennDOT
32. *Saucon Rail Trail* — Saucon Rail Trail Commission
33. *Schoeneck Creek Trail* — Palmer Township
34. *September 11th National Memorial Trail* — September 11th National Memorial Trail Alliance
35. *Slate Heritage Trail* — Slatington Borough and Washington Township
36. *South Bethlehem Greenway Trail* — City of Bethlehem
37. *South Mountain Preserve Trails* — Wildlands Conservancy
38. *Susquehanna Greenway* — Susquehanna Greenway Partnership
39. *Susquehanna Levee Trail* — Luzerne County Flood Protection Authority
40. *Switchback Trail* — County of Carbon
41. *Tatamy Rail Trail* — Tatamy Borough
42. *The Circuit: Greater Philadelphia's Regional Trail Network* — Circuit Coalition
43. *Trexler Nature Preserve Trails* — Lehigh County
44. *Trout Creek Parkway Trail* — City of Allentown
45. *Upper Mount Bethel Trail* — Upper Mount Bethel Township
46. *Wilson Borough Bikeway* — Wilson Borough

Source: Delaware & Lehigh National Heritage Corridor, Inc.





*“Riding Through the Gorge” submitted by Peter Treiber of Bethlehem, PA, to the 2009 Photo Contest, 2nd place, “For the Fun of It” category. (D&L Photo Gallery)*

Valley regional trail network. The D&L Corridor organization will build on these efforts as it continues to encourage the construction of a robust regional network of recreational trails.

## PRIORITIES

### *D&L Trail*

**Complete the D&L Trail in the next five years and solidify lasting leadership for perpetual maintenance.**

- ◇ Develop a detailed capital improvement plan for the D&L Trail; consider synergy with the suggested capital improvement planning for the canals described in Chapter III, “Preserve.”
- ◇ Achieve excellent on-the-ground leadership and collaboration among Trail owners and stakeholders through the D&L Trail Alliance.
- ◇ Institute a system of annual work plans with priorities developed by each of the three regional councils working through the D&L Trail Alliance.
- ◇ Enhance systems to address ongoing safety and maintenance:
  - Organize volunteer Trail Tenders groups along the entire D&L Trail.
  - Organize volunteer Trail Patrol groups along the entire D&L Trail.
- ◇ Name and mark of the entirety of the trail as the “D&L Trail,” uniting all segments under a common banner. (Retain local names, too, as appropriate to local trail management.)
- ◇ Attain National Historic Trail Status.
- ◇ Increase visibility of the D&L Trail as the last connections are made over the next five years (described further in Chapter V, “Celebrate”).



*The Ironton Rail-Trail is wide, safe and easily accessible — and one of the many fine trails contributing to a regional network of trails within and beyond the D&L Corridor. (D&L Photo Gallery)*



- ◇ Seek long-term financial stability for the D&L Trail, including these possibilities:
  - Consider organizing a special giving program for the D&L Trail, such as an endowment fund or other special funding mechanisms as appropriate.
  - Explore the potential for the canals to be used in association with utilities, where utility companies would share the use of the towpaths for underground utilities and provide maintenance assistance and/or funding for the canals. (Note: this idea is also included in priorities listed in Chapter II, “Connect,” it is applicable also to the preservation of the canals.)

### ***Regional Linkages***

**Enlarge and enrich the experience of regional linkages that connect to the D&L Trail. Highest priority should be trails that provide connectivity to the D&L Trail and/or which add to the length of existing, regionally significant trails with potential for such connectivity.**

- ◇ Through the D&L Trail Alliance, continue to convene trail leaders across the region periodically to share ideas and experiences, encourage regional awareness of best practices, and build supportive relationships among trail initiatives.
- ◇ Working with trail leaders, NPS, DCNR, and others as appropriate, develop a Corridor-wide plan for regional trail development and report periodically on progress.
- ◇ Devote technical assistance to the efforts of regional trail organizations seeking to enhance the network of trails throughout the Corridor through recreational and interpretive improvements.
- ◇ Develop a plan for joint municipal purchasing of special trail maintenance equipment and materials.
- ◇ Support programs that increase public information about public access to and the cultural and natural resources along regionally significant trails.

# CHAPTER III

## PRESERVE: ASSURING A FUTURE FOR HERITAGE ASSETS

### INTRODUCTION

The best way to foster connections and stewardship, as described in Goal 1 (right), is to make the public aware of the D&L Corridor’s heritage resources through education and interpretation programs and encourage their greatest possible public enjoyment. These assets include historic structures and districts, wildlife habitat and trails, parks and rivers, canals, beautiful places and their stories and events, and more.

The primary strategy for the D&L Corridor organization’s “preserve” part of its mission, therefore, is to provide education and interpretation. The D&L Trail offers the primary platform to make it possible for residents and visitors to enjoy educational and interpretive activities, either as an experience in its own right or as the primary connector to many of the Corridor’s interpretive sites and communities. Thus, the two mission activities of “connect” and “preserve” are intricately linked. Moreover, they provide the basis for all other planning in this document.

Current programs include the Tales of the Towpath, the D&L Corridor’s flagship educational program (see sidebar) and the “Visually Speaking” program, deployed throughout the D&L Corridor to achieve interpretive and wayfinding signage (see illustration, page 24).

The recent strategic alliance between the D&L Corridor organization and the National Canal Museum (described in Chapter I) presents a major opportunity for enhancing educational programs of the D&L Corridor. The National Canal Museum itself offers educational programs and an excellent museum facility as a base for those programs. The museum can also provide leadership in cultivating partnerships among interpretive attractions and Corridor communities to present the region’s stories comprehensively through both education and interpretation programming.

This chapter on preservation also recognizes three critical responsibilities. The first is preserving canal structures in their own right as one of the nation’s most significant early engineering systems. The second is to

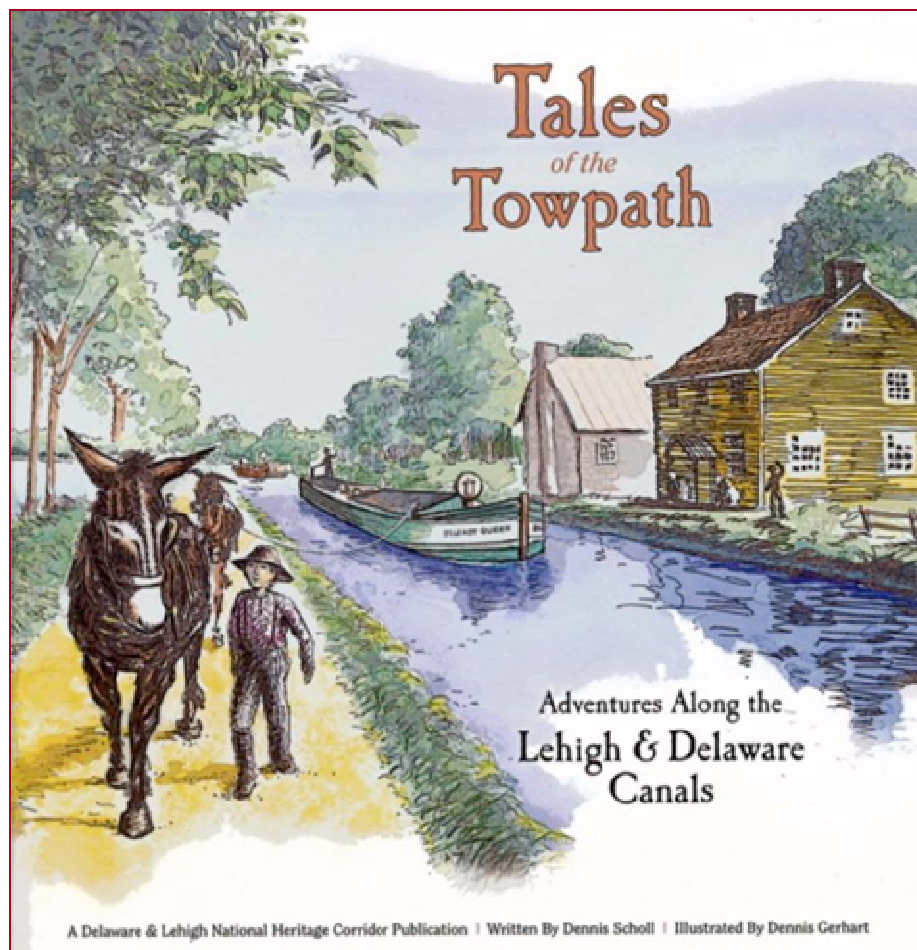
### Goals that Apply to Chapter III

**GOAL 1: Foster Connections and Stewardship:** Promote deeper connections among communities, neighbors, and the land and greater appreciation of the region’s history and its cultural and physical assets in order to foster stewardship and commitment to sustaining and improving the region’s quality of life.

**GOAL 3: Educate and Interpret:** Establish a common interpretive framework and a cooperative system of interpretive and educational facilities and programs.

**GOAL 5: Encourage Partners:** Encourage all partner organizations and communities to participate fully in Corridor initiatives, play effective roles in advancing Corridor goals, and leverage financial support to bring new vigor to the region’s economy and assets.

The D&L Corridor's flagship educational program is "Tales of the Towpath," based on a richly illustrated children's book of the same name.



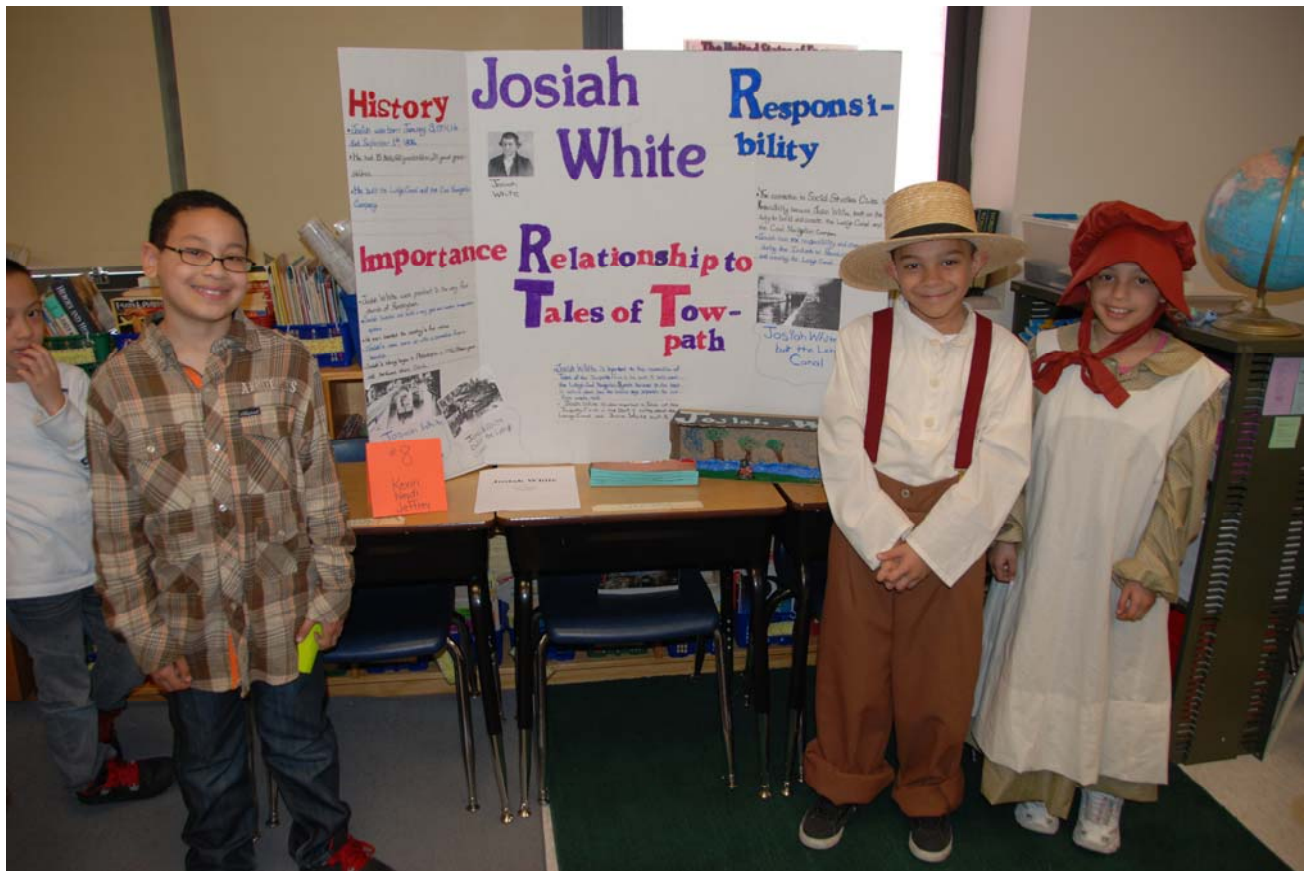
### **Tales of the Towpath**

The Tales of the Towpath traveling trunks curriculum offers 4th- and 5th-grade students a unique opportunity to explore mid-19th century life along the Lehigh and Delaware canals and understand the canals' importance in the growth of the American Industrial Revolution. In 2011, the Pennsylvania Council of Social Studies Educators recognized it as an "Outstanding Program of Excellence."

Developed by an advisory committee comprising teachers, principals, curriculum coordinators, and local historians, the Tales of the Towpath curriculum is centered on an illustrated storybook of the same name written by D&L Outreach Coordinator Dennis Scholl. The book follows the life of a young Irish boy, Finn Gorman, whose father takes his family to America in 1846 and eventually becomes a canal boat captain. Young Finn's adventures lead readers on a journey into the D&L's past, when anthracite coal was fueling unbridled industrial and economic growth.

The curriculum arrives at participating schools in reproduction 19th-century ship trunks. Each trunk contains an inventory of items representative of 19th-century life along the canals and in coal towns.

The curriculum was taught in 70 public, parochial and private elementary schools during the 2012-2013 school year. Twelve public school districts teach Tales of the Towpath including Bethlehem and Allentown, two of the Corridor's largest school districts. More than 200 teachers have received curriculum training since 2008.



continue the Lehigh Valley Greenway Conservation Landscape Initiative, a longstanding effort supported by the DCNR that supports the regional trails network discussed in Chapter II, “Connect,” as well as landscape conservation more broadly. The third preservation opportunity is the challenge of preserving the cultural landscape of the D&L Corridor as a whole.

*Students presenting their final Tales of the Towpath school project. (Photo by Dennis Scholl, D&L National Heritage Corridor, Inc.)*

## OPPORTUNITIES & APPROACH

### *Education*

The Tales of the Towpath, the D&L Corridor’s flagship educational program (see sidebar), has many opportunities to grow and contribute to the interpretation, revitalization, and enhancement of the region.

Both education and interpretation are critical to the “preserve” element of the Corridor’s mission and considerable planning needed for both activities. Education has been chosen as the top priority for such planning. Long-range planning is currently underway both to expand the program and maximize the impact of the new strategic alliance with the National Canal Museum on both formal pre-K-12 school programs and adult education opportunities. This planning is intended to answer such questions as:

- ◆ What are the objectives for reaching all schools in the Corridor with this program?





One of the earliest activities undertaken by the D&L Corridor organization was the “Visually Speaking” program to create interpretive and directional signs, or “waysides.” Waysides are used to add meaning to visitor experiences by providing directions, additional information, an introduction to an otherwise hidden story, or explanations regarding regions, towns, or sites. Working through cost-share programs with partners, the D&L Corridor organization has installed more than 200 such signs.

- ◆ What are the objectives for enhancing the Grade 4 focus that exists now?
- ◆ What are objectives for expanding the concept above and below Grade 4 (pre-K-12)?
- ◆ How can the program be connected to STEM (science, technology, engineering, and math) curricula in the region?
- ◆ How can the canal boat ride’s contribution to community and student education be reinforced?
- ◆ How can the National Canal Museum’s “Immersion Day” educational program be reinforced and integrated into all educational programming?
- ◆ How should the intended upgrade of the National Canal Museum’s exhibit space at the Emrick Center be accomplished?
- ◆ How will the educational facility at Freemansburg be used and further developed/supported in terms of ownership, management, and programming?
- ◆ What other facilities are needed as enhancements and expansions are pursued?
- ◆ What are general-audience interpretive “two-for-the-price-of-one” benefits to be gained from expansion of the concept pre-K-12?



*“Locktender House & Canal” in Walnutport submitted by Terry Ann Oswald of Slatington, PA, to the 2009 Photo Contest, “Canal Culture” category. The recent strategic alliance between the D&L Corridor organization and the National Canal Museum (described in Chapter I) presents a major opportunity for enhancing interpretive programs of the D&L Corridor in partnership with all museums throughout the region, such as the Walnutport Canal Association, which tends this important interpretive site at Kelchner’s Lock. (D&L Photo Gallery)*

- ◆ How can this program obtain funding for expansion?
- ◆ How should the Board of Directors and staff organize to support educational strategies?

The completed long-range educational plan will provide important guidance for the second top priority for long-range planning, the comprehensive interpretive plan discussed in the next section.

## ***Interpretation***

The “Visually Speaking” program, on which Corridor-sponsored interpretation is now based, has proven a useful tool since it was created in 1995. It is to remain an ongoing program. Additional planning and funding is needed in particular for maintenance of the signs guided by this program, and obtaining maintenance funding is a high priority for the resource development program explained in Chapter VI, “Sustain.”

The practice of interpreting whole regions has evolved considerably since the first management plan’s guidance was written and the “Visually Speaking” program was put into place. In addition, while the first management plan encouraged partners’ involvement, the promise of the achievements that collaboration would bring has been incompletely realized. In the words of the first management plan, “The establishment of an effective and exciting system for an area of the size, complexity and significance of the Corridor will depend on the partnership of all the institutions and the leadership of a single organization having expertise and depth” (D&L Management Plan, 1993, p. 77)

The recent strategic alliance between the D&L Corridor organization and the National Canal Museum (described in Chapter I) presents a major opportunity for enhancing interpretive programs of the D&L Corridor. The D&L Strategic Alliance is first engaging in educational planning. Immediately following completion of this work [meaning the education

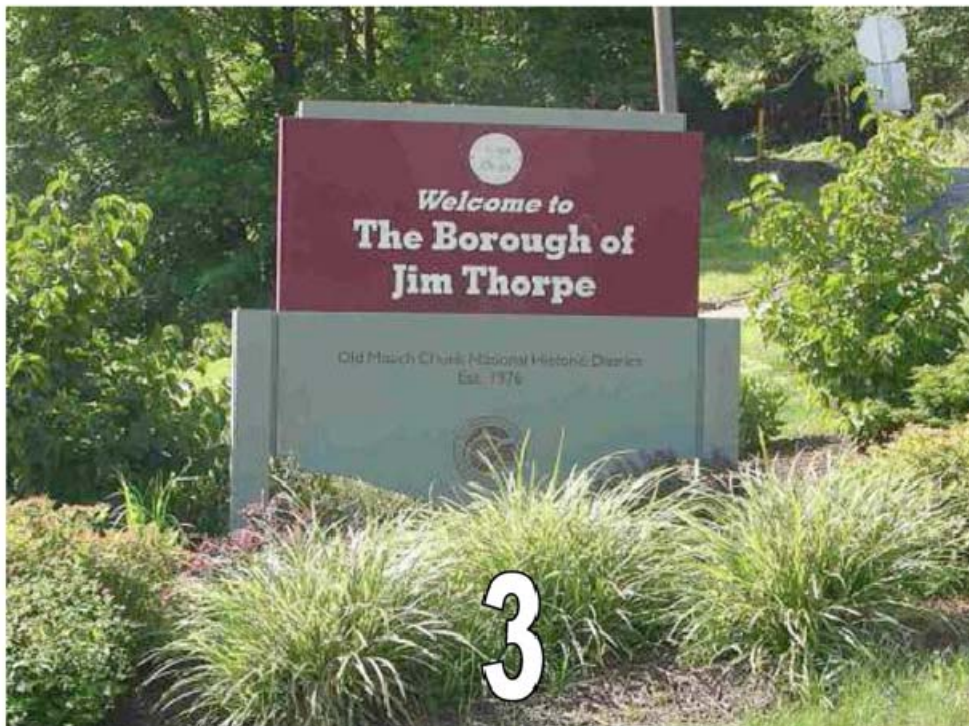


*The historic No. 9 Mine and Wash Shanty Museum in Lansford, “the world’s oldest continuously operated anthracite coal mine,” employs a sign that reflects the D&L Corridor’s “Visually Speaking” guidelines. (Photo by A. Elizabeth Watson, AICP, Heritage Strategies, LLC)*



## Sign Types

The D&L produces three main types of signs: **interpretive (1)**, **directional/regulatory (2)**, and **directional (3)**.



**Clockwise from top:**  
an interpretive display;  
a directional sign with  
regulatory symbols; a  
directional entrance  
sign

Source: *Visually Speaking: Bring your Stories to Life – A Comprehensive Guide to Sign Development within the Delaware & Lehigh National Heritage Corridor*, 2010, p. 4,  
[http://www.delawareandlehigh.org/images/library/Sign\\_Development\\_Brochure.pdf](http://www.delawareandlehigh.org/images/library/Sign_Development_Brochure.pdf).



*Sharp-eyed visitors to the seemingly wild Lehigh Gorge State Park can spot evidence of past industry, including mines, logging roads, canal locks, and this small, former tunnel of the Buck Mountain Railroad along the road to the Rockport access. It is possible to create unobtrusive interpretive presentations through such media as smartphone applications or simple guidebooks, to preserve the quiet scene just as we see it here. (Photo by A. Elizabeth Watson, AICP, Heritage Strategies, LLC)*

plan], a modern comprehensive interpretive plan is needed to guide the continuing evolution of the interpretive experience of the D&L Corridor, engaging all partners. Fortunately, the D&L Corridor organization and the National Canal Museum – whose strategic alliance provides new impetus for interpretive planning – need not start from scratch. The D&L Corridor has long had such a comprehensive plan, which can be updated to recognize changing conditions, practices, and partners’ needs.

This updated comprehensive interpretive plan is expected to provide:

- ◆ A clearer, simplified regional interpretive context, including themes, stories, and linkages, based on Chapter V of the first management plan and the guidance in the existing interpretive plan;
- ◆ An opportunity to extend planning for the D&L Strategic Alliance and the educational programs more deeply into interpretive programs;
- ◆ An opportunity for all interpretive partners to contribute insights and identify needs, to build regional, collaborative responsibility for the entire interpretive experience to be enjoyed by residents and visitors, including revisiting the idea of an interpretive compact as described in the first management plan;
- ◆ Encouragement for continuing engagement with interpretive attractions (public, nonprofit, private);
- ◆ Ways to respond to the challenges of long-term survival experienced by interpretive partners, including building capacity across the region based upon interpretive partners’ interests, needs, and abilities;
- ◆ Ways to interpret sites currently uninterpreted that would add significantly to the cultivation of “greater understanding of Corridor heritage” and enable “greater involvement of individual communities in developing and telling their own stories” (D&L Management Plan, 1993, p. 77);





*From the original Management Plan: "Due to the stewardship of the Delaware Canal State Park, numerous municipal owners, and private owners, the Delaware and Lehigh are the most fully intact and watered historic towpath canals in the nation" (p. 46). Twenty years later, while many canal structures remain threatened, many others have been stabilized and preserved, such as the locktender's house and lock on the Lehigh Canal at Walnutport. ("Lock 23 (Kelchner's Lock)" submitted by Gordon Perry, of Saylorsburg, PA, 2011 Photo Contest, 2nd place, "Canal Culture" category; D&L Photo Gallery)*

- ◆ Opportunities to intensify the D&L Corridor's relationships with the National Park Service in terms of interpretation;
- ◆ Opportunities to involve state agencies;
- ◆ Guidance and priorities for addressing the needs of the National Canal Museum's archives – their proper curation, preservation, and conservation practices and their integration into interpretive programs, including a good understanding of staffing to maintain those assets.
- ◆ Guidance and priorities for establishing regional orientation online and at key locations through the Corridor;
- ◆ Guidance and priorities for implementing a wide variety of interpretive media; and
- ◆ Encouragement for community interpretation as a key heritage tourism and revitalization strategy, including initiatives to interpret cultural traditions, as discussed further in Chapter V, "Celebrate."

During or immediately after the interpretive planning process, it may also be possible to create a demonstration program with one or two communities for community-based interpretive programs and expanded D&L wayfinding.

## **Wayfinding**

Because the wayfinding system has evolved together with the development of interpretive wayside exhibits, the comprehensive interpretive plan





recommended here is expected to include both interpretation and wayfinding, including non-sign-based ways to enable wayfinding. Thus, this plan can be expected to have a significant impact on placemaking and identity throughout the region, reinforcing the D&L Corridor's effects on community revitalization programs as anticipated in Chapter IV, "Revitalize." The wayfinding plan would also address the call in Chapter II, "Connect," for a naming system for the D&L Trail that unites all segments under a common banner.

The wayfinding plan completed in 2009 for New Hope, Yardley, Morrisville, and Bristol, "Landmark Towns Strategic Wayfinding Plan," is a model for additional, detailed plans that would be undertaken on a sub-regional basis to implement the wayfinding plan recommended here, conceived as a broader set of guidelines.

## ***Preservation Initiatives***

"Preserve" as an element of the D&L Corridor's mission also includes activities directly addressing the long-term preservation of important resources associated with the significance of the Corridor.

### **The Canals**

The D&L Trail traces the route of the early canals – the Upper Grand Navigation System (from White Haven through the Lehigh Gorge), the Lehigh Canal (east from Jim Thorpe through the Lehigh Valley), and the Delaware Canal, south from Easton to Bristol. While the D&L Trail uses

*"Canal Path," on the Delaware Canal near Kintnersville, submitted by Joseph Zogorski of Doylestown, PA, to the 2009 Photo Contest, "The Nature of Transportation" category. (D&L Photo Gallery)*

Figure 3.1 Original Policy Statement on the Canals, first D&L National Heritage Corridor Management Plan, pp. 45, 48. This policy as excerpted remains in place.

### Listings of the Lehigh Canal and Delaware Canal in the National Register of Historic Places

- Carbon County Section of the Lehigh Canal, 10-Aug-79 (Carbon, Northampton)
- Lehigh Canal, Lehigh Gap to south Walnutport boundary, 2-Oct-78 (Northampton)
- Lehigh Canal, Walnutport to Allentown Section, 15-Aug-80 (Northampton, Lehigh)
- Lehigh Canal, Allentown to Hopeville Section, 17-Dec-79 (Northampton)
- Lehigh Canal, Eastern Section Glendon and Abbott Street Industrial Sites, Hopeville to confluence of Lehigh and Delaware Rivers, 2-Oct-78 (Northampton)
- Delaware Division of the Pennsylvania Canal, 29-Oct-74 (Northampton, Bucks)

The intent of Commission policy on the Delaware and Lehigh canals is improved public enjoyment, which by definition includes public access. The Commission will support stabilization, physical improvement and rehabilitation as needed to enhance their recreational and interpretive value and their status as attractions and public amenities. Major threats to their integrity will be addressed. Full rehabilitation as a working, functioning waterway is not envisioned.

The current intent is to undertake strategic Commission initiatives to enhance visibility for the canal system, leverage a greater level of public interest and support, and therefore build a strong, supportive constituency for continued improvement.

Though complete public ownership of the canals is desirable in the long term, it is not a priority in the ten-year timeframe of this Plan and not necessary for the completion of the continuous trail. The long-term priority is interpretation and public use along the entire length, via public ownership or easements permitting public access.

For the Lower Division of the Lehigh Canal, the Commission's basic goal is rehabilitation at key interpretive and/or recreational spots, stabilization to maintain the basic integrity of the canal, and completion of the D&L Trail along its towpath. Unmet needs for both canals are extensive, but begin at a more basic level in many places along the Lehigh. For this reason, the Commission's approach to sections of each canal can be expected to vary widely at times. Ultimately, however, the goals for each are the same: extensive public access and enjoyment, stabilized and enhanced physical structures, and excellent interpretation and signage.

In general, owners of the various canal segments will continue to maintain their segments, though the Commission will endeavor to help owners address the most urgent needs — those tasks that, if left undone, would undermine the integrity of the canals. Physical improvement projects might include stabilizing lock and dam structures, replacing culverts with bridges and creating added parking and access. Funding will be a combination of federal, state, local and private monies.

the southeast railroad bed through the gorge, it relies on towpaths for a significant portion of its length; trail use has certainly been a long-term factor in the canals' preservation, especially for the Delaware Canal.

It is critical, however, to preserve canal structures in their own right as one of the nation's most significant early engineering systems. This is a long-standing policy expressed in full in the first management plan, to which we refer readers (Figure 3.1 excerpts critical portions of the policy). Keeping water in those segments already capable of holding water is an important preservation strategy; in the case of the Delaware Canal, the ability to water 59 of the full 60 miles of the system is a key element of its significance as a National Historic Landmark.





*“Lock at Lumberville” submitted by Todd White of Perkasio, PA, to the 2009 Photo Contest, “Historic Architecture & Engineering Marvels” category. (D&L Photo Gallery)*

When the first management plan was written, the idea of maintaining the canals seemed a major preservation challenge, both simple to define (save the canals!) and complex to address (dozens of structures across many miles and municipalities) – and as expected at the time, all along, funding and labor to restore and maintain them have been hard to come by. In some cases, valiant efforts of Corridor volunteers have made a significant difference, and this should continue to be encouraged while redoubled efforts to gain funds and national attention to the issue are made.

In the process, all involved should remain open to future possibilities. For example, both canals, on both the Lehigh and Delaware Rivers, in both the watered and dry sections, appear to offer an unusual opportunity for making these structures “earn their keep” and meet 21<sup>st</sup> century needs in new ways, by adapting them to address storm water management. In such a heavily developed landscape, where the land’s natural absorptive capacity is reduced by impervious surfaces like roads, parking lots, and roofs, the canals have suffered greatly over the years from the impacts of flooding. Moreover, local municipalities are under increasing pressure to deal with the problem, even as the landscape continues to develop and lose “room” for storm water management facilities. Existing canal structures, with proper design and reinforcement, could become such facilities, benefiting from funds that must be spent to support continued development under recent, more stringent state requirements. This approach for achieving their lasting preservation deserves immediate attention. The fully developed concept, if proven, would undoubtedly receive widespread national attention. Study of this possibility was initiated during the management planning process and is incomplete as of this writing.

Another possibility for exploration is the canals’ potential for association with utility corridors. Utility companies could share the use of the towpaths for underground utilities and provide maintenance assistance and/or funding for the canals. This idea is also included in Chapter II, “Connect,” among the priorities for seeking long-term funding to support the D&L Trail.

The canals have been studied thoroughly. It might be useful at some point to revise the current inventory and assessment and create a preservation plan to guide investment of time (staff and volunteers) and funds in the

### **Lehigh Canal Repairs Urgently Needed**

The entire Lehigh Canal (“Lower Grand Division of the Lehigh Navigation”) was surveyed by the National Park Service’s Historic American Engineering Record in a project completed in 1979.

That study led to the listing of multiple segments of the canal in the National Register of Historic Places (see sidebar, opposite page) and formed the basis of the inventory of needed repairs provided in the original management plan on pages 49–50.

The following comes from a preliminary internal D&L Corridor staff report prepared for this management plan update, and indicates the need for a full, updated inventory of lock integrity and a consistent means of recording and reporting progress, along with urgent action by all concerned:

Since 1992 two structures listed in the D&L Corridor’s first management plan have received attention. Lock 23 in Walnutport was reconstructed (but received subsequent flood damage not completely addressed as of this writing) and the Monocacy Creek Aqueduct was rebuilt by the City of Bethlehem.

*(Continued on page 33)*



## Our Vision

By 2015, greenways and trails connect natural and cultural resources across the Lehigh Valley linking urban areas to outdoor experiences, protecting watersheds, and retaining the character of the landscape, the region's heritage and the community.

### Counties

Lehigh and  
Northampton

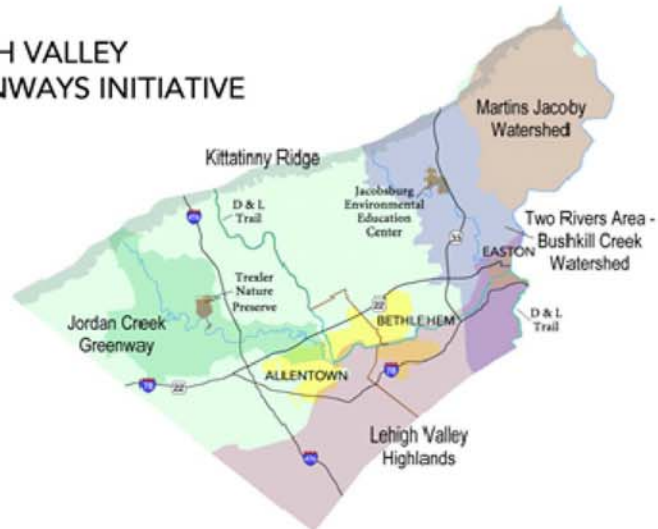
### Sub-Landscapes

The **Two Rivers Area** features the confluence of the Lehigh and Delaware rivers and Jacobsburg State Park.

### **Lehigh Valley**

**Highlands** are focused on balancing development pressures within a traditional agriculture setting.

### LEHIGH VALLEY GREENWAYS INITIATIVE



The **Martins Jacoby Watershed** contains a wetland habitat at the Minsi Lake Preserve.

The **Trexler Nature Preserve** is located within the Jordan Creek Greenway.

Pennsylvania's longest contiguous forested ridge, the **Kittatinny Ridge** (Blue Mountain), is located to the north, and is an important birding area and home to the newly expanded Lehigh Gap Nature Center.

These special places are connected by the **D&L Trail** as it follows the historic transportation path that brought anthracite coal to market.



Figure 3.2 Conserving Regional Character: Lehigh Valley Greenways Conservation Landscape Initiative, 2011 Progress Report (p. 4).

preservation of canal structures. The preservation plan could include developing criteria for prioritization of repairs and strategies for gaining national recognition and funding.

Far more important, however, is to get on with the work of restoration. Any resources that the D&L National Heritage Corridor (management entity and owners) can gather soonest should be directed toward one, two, or three demonstration projects that can help clarify the costs and benefits of various preservation or improvement projects. Consider this “phase one,” working toward accomplishing a sufficient amount of work (and achieving “proof of concept” for incorporating stormwater management, if studies confirm this direction) to enable publicity, fundraising, planning, and additional phases of restoration.

Depending on funding (or availability of appropriate volunteer or student assistance), it may be appropriate to update the National Register listings for the Lehigh Canal, which was nominated in five different segments at five different times (see sidebar), and testing the proposition that it could be eligible as a National Historic Landmark. Similarly, it may be useful to update the Delaware Canal’s nominations to the National Register (1974) and as National Historic Landmark (1979).

### **Lehigh Valley Greenway Conservation Landscape Initiative**

The second preservation opportunity is to continue the work of the Lehigh Valley Greenway Conservation Landscape Initiative, a longstanding effort supported by the DCNR and pursuing a vision that states, “By 2015, greenways and trails connect natural and cultural resources across the Lehigh Valley linking urban areas to outdoor experiences, protecting watersheds, and retaining the character of the landscape, the region’s heritage and the community” (*Conserving Regional Character: Lehigh Valley Greenways Conservation Landscape Initiative, 2011 Progress Report*, p. 4 – see Figure 3.2). The program supports the regional trails network discussed in Chapter II, “Connect,” as well as landscape conservation more broadly, through a collaborative approach involving many partners.

### **The D&L Corridor’s Cultural Landscape**

The third preservation opportunity is preserving the cultural landscape of the D&L Corridor as a whole. An early cultural landscape inventory informed planning for the Corridor. The plan included identification of “reaches” and the “spine” and a “middle corridor” – much as NPS general management plans for national parks have used “management zoning” (which is not zoning in the technical sense used by local government planners, but rather delineation of “character areas”) to determine “treatment,” that is, what actions they will take where, for what reasons. For whatever reason, however, the “reaches” identified in the 1993 plan did not serve the Corridor’s planners. Moreover, in the last twenty years, cultural landscape assessment as a practice has evolved considerably. It is now valuable also for interpretation and scenic protection as well as for more ideas for preservation. At a minimum, new perceptions about the landscape and residents’ and visitors’ experience of the landscape could help to inform the wayfinding project described previously in this chapter. Moreover the capacities of various landscape-based nonprofit and governmental programs (e.g., Wildlands Conservancy, Heritage Conservancy, Conservation Landscape Initiatives, and Susquehanna Greenway) have grown considerably. Better information and analysis could

(Continued from page 31)

### **Lehigh Canal Repairs Urgently Needed**

Other locks have received periodic attention by the D&L Trail Tenders and Lehigh Gorge State Park staff (i.e., Lock 28). Some are in good condition (Locks 28 and 2 in Lehigh Gorge State Park, and Locks 42 and 43 in Bethlehem), but most are deteriorating due to the passing of time and lack of resources. As a result, the integrity of the stone work is compromised by erosion and shifts caused by vegetation whose roots loosen the stone. No lock is safe from the ravages of time; constant, routine attention is key for those that currently appear stable.

Lock 13 at Parryville suffers from a sinkhole, which if not fixed immediately will cause a portion of the west wall to cave in within a year or less. Lock 44 in Freemansburg, where the Freemansburg Canal Education Center is being developed, has three or four sections of the east and west walls that have undergone “cave-ins.” Volunteers are trying to fix these problem areas before more damage occurs.

These historic structures, located along a towpath that is on the National Register, deserve better. Many will be lost forever in the next twenty years if nothing is done soon. Thank goodness we have volunteers helping to preserve them or the situation would be much worse.

*"Through the Trees" submitted by Kent Breining of New Tripoli, PA, to the 2009 Photo Contest, Honorable Mention in "The Nature of the Canal" category. (D&L Photo Gallery)*



help to inform those programs' planning for cultural landscape preservation needs.

## **PRIORITIES**

### ***Education***

**Shape the D&L Corridor as the platform for students and adults to appreciate the region's heritage.**

- ◇ Reinforce Tales of the Towpath as the D&L's flagship educational program.
- ◇ Leverage the resources of the National Canal Museum to cultivate interpretive and educational partners throughout the Corridor.
- ◇ Expand the number of school districts participating throughout the Corridor.
- ◇ Undertake other activities identified by the long-range education plan in preparation at the time of this second management plan.

### ***Interpretation***

**Make the D&L Trail and the Corridor as a whole into a world-class visitor experience through enhanced interpretation.**

- ◇ Support the continuation of the Visually Speaking program as a whole, both through maintaining existing wayside interpretive signs and adding to the system.
- ◇ Undertake a new comprehensive interpretive plan to guide a coordinated corridor-wide interpretive presentation by D&L Corridor communities and partners.
- ◇ Seek interpretive assistance from the National Park Service, through



Steamtown National Historic Site, the Delaware Water Gap National Recreation Area, the Northeast Regional Office, and other NPS advisors.

- ◇ Seek interpretive assistance from the Pennsylvania Department of Conservation and Natural Resources (DCNR), the Department of Environmental Protection (DEP), and the Historical and Museum Commission (PHMC).
- ◇ Leverage the resources of the National Canal Museum to cultivate interpretive and educational partners throughout the Corridor.
- ◇ Emphasize community-based interpretation and partnership-building with existing interpreting institutions.
- ◇ Undertake an interpretive and wayfinding demonstration program with key communities; seek funding and willing community partners to undertake community-wide demonstrations, during or immediately after the interpretive planning process.
- ◇ Respond to the challenges of long-term survival experienced by interpretive partners.
- ◇ Undertake initiatives to interpret cultural traditions, as discussed further in Chapter V, “Celebrate.”

## Wayfinding

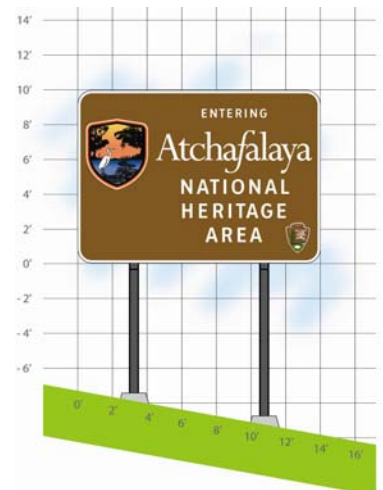
**Make the D&L Trail and the Corridor as a whole into a world-class visitor experience through enhanced wayfinding.**

- ◇ Maintain existing directional signs, especially through raising funds to address long-term maintenance.
- ◇ Encourage PennDOT to erect National Heritage Corridor entry signs for major highways (“brown signs” – preferably including the D&L Corridor’s logo; see sample, Figure 3.3).
- ◇ Maximize the existing wayfinding signage system by creating a long-range plan that addresses all options for wayfinding.
- ◇ Implement the long-range wayfinding system plan through detailed regional plans.

## Preservation

**Gain (and publicize) a detailed understanding of three key issues: the structural preservation needs of the canals, the needs of the Lehigh Valley Greenway Conservation Landscape Initiative, and the preservation needs within the entire cultural landscape of the D&L Corridor.**

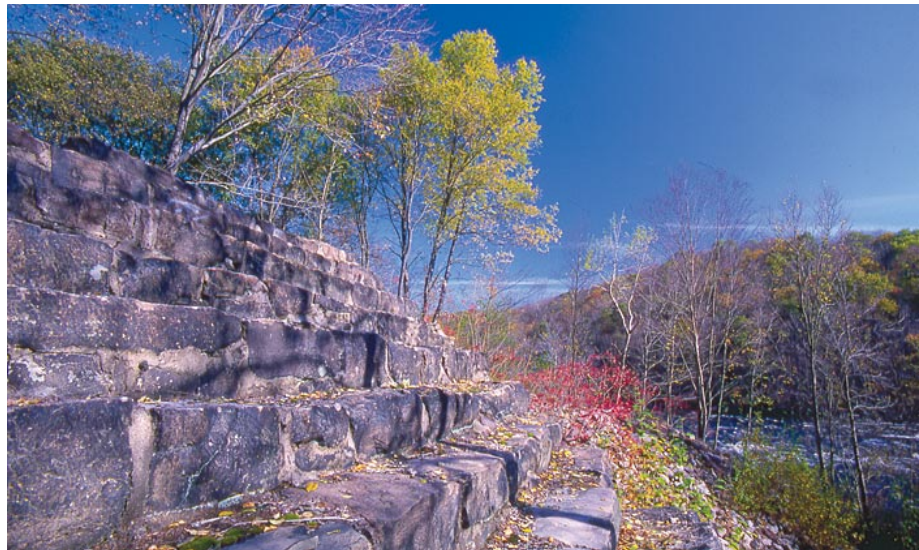
- ◇ For the canals:
  - Undertake demonstration projects that can help clarify the costs and benefits of various preservation or improvement projects. Consider this “phase one,” working toward accomplishing a sufficient amount of work (and achieving “proof of concept” for incorporating stormwater management, if studies confirm this direction) to enable publicity, fundraising, planning, and additional phases of restoration.



*Figure 3.3 The Atchafalaya National Heritage Area erected entry signs on interstate highways in 2013 with the assistance of the Louisiana DOT. (Image courtesy Atchafalaya National Heritage Area)*



*Step-like cribbing fortifies a remnant of the Upper Grand Lehigh Navigation System along the upper Lehigh River in Whitehaven. (D&L Photo Gallery)*



- Longer term, based on experience first gained in demonstration projects, revise the current inventory and assessment and create a

preservation plan to guide investment of time (staff and volunteers) and funds in the preservation of canal structures.

- Seek national recognition for the challenge of preserving the canals from such national institutions as the National Trust for Historic Preservation (as a National Treasure or one of the trust's annually recognized Eleven Most Endangered Places), the National Park Service, or engineering or scientific associations. Longer term, update existing National Register and National Historic Landmark and documentation of the canals.
  - Seek support from the Pennsylvania Department of Environmental Protection, the Army Corps of Engineers, and the Pennsylvania Historical and Museum Commission for a uniform "general permit" that will allow routine and emergency maintenance to be undertaken along the canals and at stream crossings to minimize time and cost associated with "individual permits."
  - Develop a plan for joint municipal purchases of special canal maintenance equipment and materials.
  - Explore the potential for the canals to be used in association with utilities, where utility companies would share the use of the canals' towpaths for underground utilities and provide maintenance assistance and/or funding for the canals. (Note: this idea is also included in the D&L Trail section since it is applicable to both the trail and the canals.)
  - Investigate ways to preserve and sustain canal structures through regional and/or community-based storm water control projects, including investigating grant and loan opportunities for storm water management and flood control for affected municipalities. Assist municipalities with the use and maintenance of the canal as a storm water management and flood control asset.
- ◇ Continue the Lehigh Valley Greenway Conservation Landscape Initiative.
- ◇ Rework the existing cultural landscape assessment and prioritization for long-range landscape protection activities.

# CHAPTER IV

## REVITALIZE: ADVANCING ECONOMIC VITALITY

### INTRODUCTION

An enhanced quality of life for the region's residents is the ultimate payoff for the Corridor as an expression of the heritage area concept. The D&L Corridor is committed to community revitalization activities, right down to achieving explicit federal legislative approval for this work, back in 1998.

Communities throughout the D&L Corridor have lost much of the economic underpinnings first stimulated by the canal more than 175 years ago, a struggle that began in the 20<sup>th</sup> century and continues to challenge many communities. There are, moreover, modern challenges that, increasingly, are incorporated into wide-ranging discussions of "community sustainability" or "resilience." The Corridor has a role to play in such important conversations about communities' futures.

The D&L Trail passes through fifty-four municipalities (see sidebar). There are 216 municipalities altogether in the five D&L Corridor counties (Bucks, 54; Carbon, 23; Lehigh, 25; Luzerne, 76; Northampton, 38). Through Landmark Towns, Market Towns, and other initiatives (in the Anthracite Region in particular), the D&L Corridor organization has worked to help small communities help themselves by cultivating their abilities to "connect, preserve, revitalize, and celebrate."

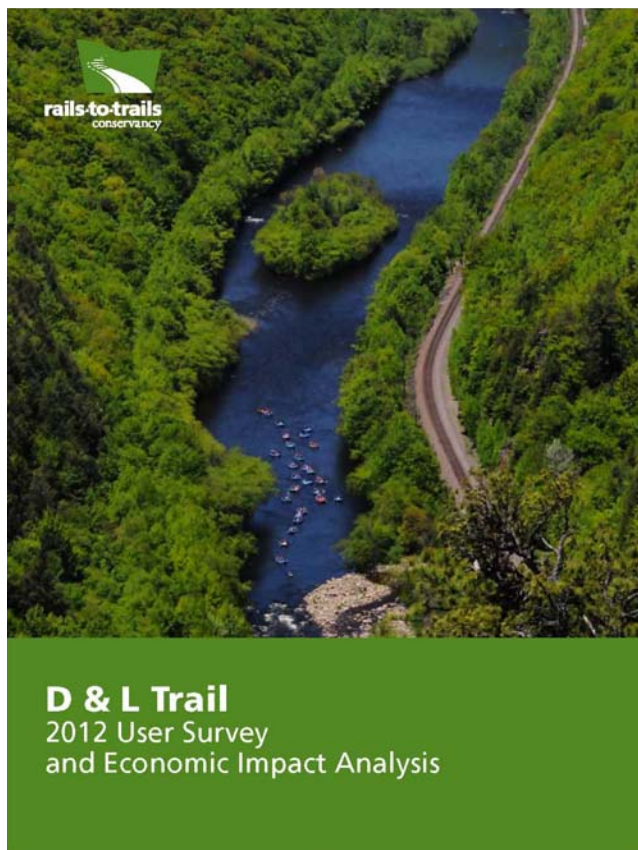
The first phase of work by the D&L Corridor organization on community revitalization consisted of its Market Towns initiative. Over time, as state funding was reduced for a broader program, a focus on Delaware Canal communities emerged, "Landmark Towns." Currently under that program, with funding assistance from the William Penn Foundation, four communities (Bristol, Morrisville, New Hope, and Yardley) are again contributing to the Landmarks Towns program by focusing on enhancing their connections to the Delaware Canal (which includes the D&L Trail) in order to stimulate community development.

### Goals that Apply to Chapter IV

**GOAL 1: Foster Connections and Stewardship:** Promote deeper connections among communities, neighbors, and the land and greater appreciation of the region's history and its cultural and physical assets in order to foster stewardship and commitment to sustaining and improving the region's quality of life.

**GOAL 4: Advance Economic Vitality:** Bring new vigor to the region's economy and enhance amenities available to residents and visitors alike.

**GOAL 5: Encourage Partners:** Encourage all partner organizations and communities to participate fully in Corridor initiatives, play effective roles in advancing Corridor goals, and leverage financial support to bring new vigor to the region's economy and assets.



*Figure 4.1 D&L Trail 2012 User Survey and Economic Impact Analysis. The D&L Trail initiatives described in Chapter II reinforce initiatives offered in this chapter. The report's "bottom line" (p. 2): An analysis of data gathered from infrared counters located along the D&L Trail and completed user surveys indicates an estimated 282,796 annual user visits to the trail, resulting in a total economic impact in 2012 of \$19,075,921. Of this, \$16,358,201 is estimated to have been directly injected into the local economy.*

Over the years, the D&L Corridor organization has also supported individual community projects with potential for significant community impact. For example, the community of White Haven recently opened a library and visitor center in the old Lehigh Valley Railroad engine house.

## OPPORTUNITIES & APPROACH

Because of the focus on the D&L Trail, the D&L Corridor organization has cultivated relationships most prominently with the fifty-four trail municipalities, a focus that will continue as in the past. In the next ten years, communities linked by the entire regional trail network and others that see benefits to participating in Corridor programs will be encouraged to find ways to participate, as appropriate to resources available to both these partners and the D&L Corridor organization.

One step the D&L Corridor organization will continue is to track community participation, done currently in the form of annual "partnership" counts provided to the Alliance of National Heritage Areas (which has been measuring NHAs' progress over the years). Over time, willing communities should consider establishing an ongoing relationship with the D&L Corridor organization and partners

through identification in each community of an advisory body tasked with identifying and leading Corridor-related programs as appropriate.

Much work in community revitalization and historic preservation – the two "engines" of local economic development for any heritage area – requires staff time and grant-making, both costly and intensive resources to generate on behalf of communities. To make the D&L Corridor organization's provision of such assistance as efficient and effective as possible, answering communities' requests and encouraging their participation will be done in the context of structured, transparent programs that follow guidelines, policies, criteria, work plans, budget, and all the rest of good organizational practice. The current Landmark Towns program illustrates this approach. At the same time, the D&L Corridor organization will work to understand communities' needs and trends and adjust accordingly, through the assessment program discussed below.

## Community Revitalization

Trail connections, "Main Street" revitalization techniques, historic preservation, and celebratory events such as "Miles of Mules" and the recently established Marathon/Half Marathon (see Chapter V, "Celebrate") have been community revitalization tools that are natural to the D&L Corridor's purpose and mission and will continue. (Marketing and promotion, critical to driving the visitation that can drive community revitalization, are also subjects of Chapter V.)

### Focusing on Enhancing the Economic Benefits of Trail Connections

Enhancing the economic benefits of the D&L Trail and the regional trail





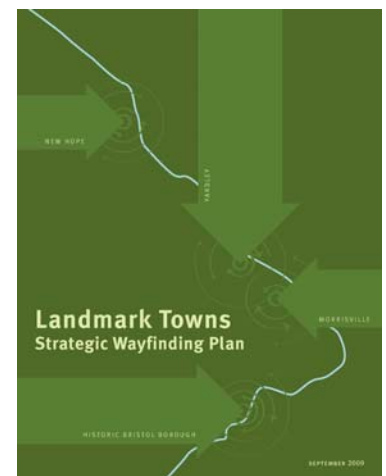
*“New Hope” submitted by Todd White of Perkasie, PA, to the 2009 Photo Contest, “Canal Culture” category. (D&L Photo Gallery)*

network will be a special focus. The D&L Trail 2012 User Survey and Economic Impact Analysis, undertaken by the Rails-to-Trails Conservancy for the D&L Corridor organization, suggests that the most economic benefits conferred by trails on communities occur where the trails are most connected to the communities they serve – that is, richer public access facilities, more spur trails to commercial districts, etc. (see Figure 4.1). The Landmark Towns program, currently applied to Bristol, Morrisville, New Hope, and Yardley, is ultimately to be expanded to become a “Trail Towns” program based on the D&L Corridor’s experience through its Market Towns and Landmark Towns programs (modeled after the National Main Street Center’s principles, <http://www.preservationnation.org/main-street/about-main-street/#.UcGcieeoqrk>) and taking advantage of experience elsewhere in Pennsylvania, notably the Trail Towns program of the Great Allegheny Passage Trail connecting western towns in the state to Pittsburgh (<http://www.trailtowns.org/>).

This focus on building community-trail connections is also a response to the rapidly developing interest across the nation in making it easier for people to regularly walk or bike. The D&L Trail and regional trails network discussed in Chapter II, “Connect,” are simple but powerful preventative medicine when it comes to helping Corridor residents avoid health care problems from obesity and inactivity. Related interests are helping more children walk to school more safely and encouraging older adults – a rapidly increasing population everywhere – to be more active. As more Corridor communities seek ways to take advantage of the benefits of trail-making, the D&L Corridor organization is ready not only with the expertise to build trails, but also to show them how to maximize the economic impacts of their investments.

### **Tracking Progress and Making it Visible**

The D&L Corridor’s communities in general must also be encouraged to recognize their part in creating a Corridor-wide “system” of excellent communities. It is timely to consider ways to achieve greater visibility for the D&L Corridor’s role in community revitalization and show how communities’ heritage and recreation development efforts add value to the region’s economic future.



*The D&L Corridor organization has built expertise over many years of providing services to small towns in the region. A priority is to expand the current “Landmark Towns” program in four communities along the Delaware Canal to a “Trail Towns” program throughout the Corridor.*





*"A Ride in the Past" on the Josiah White II canalboat along the Lehigh River Canal in Easton's Hugh Moore Park, submitted by Janara Hoppock of Easton, PA, to the 2011 Photo Contest, 3<sup>rd</sup> place, "Canal Culture" category. (D&L Photo Gallery)*

One key method of achieving such recognition and visibility would be to create a visually appealing "dashboard" to show periodic progress on a regional basis. This would require the D&L Corridor organization to identify appropriate indicators that can be used to measure progress, establish a baseline for each indicator, and then report periodically. Indicators can be drawn from the substantial body of work on "sustainability" indicators from "smart growth" advocates as well as standard tourism indicators.

One self-executing mechanism that the D&L Corridor organization can make available to all municipalities and which would contribute to the dashboard project is creating a voluntary, uniform program for self-assessment. A first focus might be aiming for all D&L Trail Towns and then all D&L Trail communities to participate, including tourism-related businesses. Participating municipalities could develop and periodically renew a short statement of needs and accomplishments in relation to the Corridor's goals. (For an example of the simple assessment and goal-setting intended, see Kentucky's Trail Town program with its excellent short guide at <http://www.kentuckytourism.com/userfiles/Industry/Adventure/4%20-%20Trail%20Town%20How%20to%20Guide.pdf>.)

The D&L Corridor organization can develop a template for this self-assessment and periodic measurement and encourage links among



Over the years, the D&L Corridor organization has also supported individual community projects with potential for significant community impact. For example, the community of White Haven recently opened this library and visitor center in the old Lehigh Valley Railroad engine house. (Photo by Sandra Duda, D&L National Heritage Corridor, Inc.)

municipalities’ and the D&L’s websites to make such information generally accessible. Submission of an up-to-date statement of needs could be a requirement of D&L grant applications, to create an incentive over and above the satisfaction of simple good housekeeping and measurement of progress by D&L Corridor partners.

If made accessible through web linking the data from participating communities could help to compose a “snapshot” that provides an additional level of detail beyond the dashboard for those following the D&L Corridor’s progress as a whole. “You get what you measure” is a truism in the world of evaluation that is applicable here. Rather than ask communities to develop actual plans, instead simply identify key strategies and measures that will create and track conditions for success, and adjust as needed as projects proceed.

This form of tracking and reporting is one way of addressing a suggestion made recently by the economic analysis firm Tripp Umbach in a major study projecting the economic impacts of the nation’s 49 national heritage areas, which selected the D&L Corridor as one of six areas for intensive study (see sidebar, Chapter V, “Celebrate”). That report remarks that “solid data is needed to illustrate that the Corridor is truly an asset and has provided substantial benefits to this region.”

### **Influencing Regional Economic Development Leaders**

The D&L Corridor organization is a prime “thought leader” and advocate for the “creative economy” approaches that have gained recent attention in the economic development world and will reach out to regional and county economic development organizations throughout the Corridor. While such groups may appreciate the value of heritage assets to economic development, they need specialized knowledge and skills to incorporate historic preservation and related approaches into their programs effectively. Such knowledge and skills are maintained within the D&L staff and can be made available to other economic development leaders through collaborative efforts. A key step in this outreach at the moment is to work with Envision Lehigh Valley, which has recently selected a consultant to lead the economic development planning portion of a multi-year planning





*Historic preservation has been a key economic development strategy for the Borough of Jim Thorpe and many other communities large and small throughout the D&L Corridor. Jim Thorpe's Main Street program was among the nation's pioneer programs, begun in the 1980s and today one of approximately 2,000 communities across the nation that have successfully employed the Main Street approach. ("Downtown Jim Thorpe," submitted by David L. Rehrig of Bethlehem to the 2009 Photo Contest, "Canal Culture" category; D&L Photo Gallery)*

project supported by a Sustainability Plan grant from the U.S. Department of Housing and Urban Development.

### ***Addressing Historic Preservation***

The D&L Corridor organization is also a critical influence for historic preservation, a critical strategy for any community seeking to revitalize its economy and enhance its assets and quality of life. The first management action plan remains valid in nearly every point.

Unfortunately, as funding available to the Pennsylvania Historical and Museum Commission and local governments has declined in recent years, historic preservation in the region has languished. More resources are needed to insure that communities and owners of historic properties do the best possible job in caring for the irreplaceable assets and unique community character that contribute to economic vitality. The D&L Corridor organization itself can support these partners through technical assistance and grants, but only with additional funding, as well.

Local governments can also help themselves, however, by completing or updating historic preservation plans as part of their routine comprehensive planning activities. The first management action plan provides much guidance for such work. The historic preservation planning process enables municipalities (and counties) "stay ahead of the curve" by:



- ◆ Identifying critical properties and projects;
- ◆ Communicating historic preservation values to their residents and encouraging dialogue about priorities;
- ◆ Identifying ways to make preservation integral to economic development and land use planning; and
- ◆ Encouraging appropriate private investment.

The D&L Corridor organization can also act as advocate on rare occasions when nationally significant historic and archeological resources are endangered (outside the canals, acknowledged in Chapter III as a priority), but the organization's limited resources are better devoted to encouraging sufficient advance planning and investment to avoid last-ditch fights. A decision to act as an advocate challenging those whose actions threaten a historic resource will be rare and most carefully considered.

## PRIORITIES

### *Community Revitalization*

Fulfill the promise of heritage development as a source of community vitality.

- ◇ Expand the Landmark Towns program to a Corridor-wide Trail Towns program.
- ◇ Encourage all municipalities located along the D&L Trail to participate in D&L Corridor organization-sponsored programs for community revitalization and build their awareness of their collective "belonging" to the Corridor (and ownership in it):
  - Maintain a checklist of communities' participation, reporting on progress through such means as Board of Directors' meetings, annual reports, meetings with constituent groups, etc.
  - Encourage D&L Trail communities to establish an ongoing relationship with the D&L Corridor organization through identification in each community of an existing advisory body or organization to lead local relationship-building, or creation of a community-based committee tasked with identifying and leading Corridor-related programs as appropriate; develop a simple "job description" for this local role.
  - For every willing D&L Trail community, encourage self-assessment through development of a simple template, covering identification of needs and priorities for community revitalization, heritage tourism, historic preservation, interpretation, and project development.
- ◇ Include municipalities along other regional trails, as appropriate, in D&L Corridor organization-sponsored programs shared with communities along the D&L Trail.
- ◇ Maintain geographic coverage by the D&L Corridor organization throughout the Corridor with regional initiatives as appropriate that influence community revitalization in groups of municipalities, whether along the D&L Trail, other regional trails, or simply in the Corridor at large.

## Municipalities (and Villages) Intersecting with the D&L Trail

### Northern Region\*

1. City of Wilkes Barre
2. Wilkes Barre Township
3. Borough of Laurel Run (Oliver Mills)
4. Borough of Ashley (proposed)
5. Fairview Township (Mountain Top)
6. Wright Township
7. Dennison Township
8. Borough of White Haven
9. Kidder Township (Lehigh Tannery)
10. Lehigh Township (Rockport)
11. Borough of Jim Thorpe
12. Mahoning Township
13. Borough of Lehighton
14. Franklin Township
15. Borough of Weissport
16. Borough of Parryville
17. Borough of Bowmanstown
18. East Penn Township

### Central Region\*

19. Slatington Borough
20. Washington Township
21. Walnutport Borough
22. Whitehall Township
23. Northampton Borough
24. Borough of North Catasauqua
25. Borough of Catasauqua
26. Hanover Township
27. City of Allentown
28. Fountain Hill Borough
29. City of Bethlehem
30. Bethlehem Township
31. Freemansburg Borough
32. Palmer Township
33. City of Easton

### Southern Region\*

34. Williams Township (Raubsville)
35. Borough of Riegelsville
36. Durham Township
37. Nockamixon Township

\*Ordered geographically, north to south

(Continued on page 44)

Slatington recently received a new highway bridge with decorative lighting and pedestrian access on both sides of the road. Note the absence of overhead wiring. Such “placemaking” efforts improve conditions for economic development. (Photo by A. Elizabeth Watson, AICP, Heritage Strategies, LLC)



- ◇ Create a program for individual businesses to participate in a certification program related to “trail town” development. This could be undertaken as a pilot program as the Trail Town program advances, perhaps in one Trail Town per region to start. Criteria for participation might include such qualifications as completion and maintenance of hospitality training for staff, existence of on-site bike racks or bike storage, staff knowledge of nearby trails and the D&L Trail and regional system, partnership or support of local heritage organizations, and membership or sponsorship relating to the D&L Corridor organization.
- ◇ Develop a simple “dashboard” of regional, county, and municipal indicators to measure and illustrate progress over time. Encourage municipalities to participate with their own dashboards.
- ◇ Report routinely to all economic development agencies in or serving the Corridor and individual jurisdictions (periodically as appropriate and as agreed) on community revitalization activities and progress.
- ◇ Convene community leaders across the region periodically to share ideas and experiences, encourage regional awareness of best practices, and build supportive relationships among communities.

(Continued from page 43)

## **Municipalities (and Villages) Intersecting with the D&L Trail**

### **Southern Region cont'd\***

38. Bridgeton Township (Upper Black Eddy)
39. Tinicum Township (Point Pleasant, Erwinna)
40. Plumstead Township
41. Solebury Township (Lumberville, Centre Bridge)
42. Borough of New Hope
43. Upper Makefield Township (Washington Crossing)
44. Lower Makefield Township
45. Yardley Borough
46. Borough of Morrisville
47. Falls Township
48. Borough of Tullytown
49. Bristol Township
50. Bristol Borough

\*Ordered geographically, north to south

## ***Historic Preservation***

Expand the D&L Corridor organization’s ability to advise and encourage communities and property owners on historic preservation opportunities and challenges.

- ◇ Seek grant funding to allow the D&L Corridor organization to provide technical assistance, planning projects, and small grants to stimulate leadership in historic preservation by local governments, local organizations, and property owners.
- ◇ Encourage municipalities to complete or update historic preservation plans as part of their routine comprehensive planning activities.

# CHAPTER V

## CELEBRATE: CREATING VISIBILITY AND A POSITIVE CLIMATE FOR ACHIEVEMENT

### INTRODUCTION

In the D&L Corridor organization’s mission of “connect, preserve, revitalize, and celebrate,” the last word is strongly related to the preceding three, and to all of the goals addressed in this plan. The “celebrate” component relates to attracting both residents and visitors and to feeding their hunger for positive action – whether this is enjoying a well-conducted community festival, or participating in a volunteer event, or collecting family oral histories.

At the same time, many such activities can contribute directly to the community revitalization addressed in the preceding chapter, especially programs organized to support heritage tourism and volunteer activities. They also contribute to the partnerships and visibility that are vital for building long-term sustainability.

Overall such activities offer opportunities to create a positive climate for community life by creating richly connected networks of volunteers and groups that are deeply interested in heritage assets and dedicating their own time to care of those assets. Such networks increase each community’s capacity to make long-term decisions about investing collective resources (time and energies as well as the more obvious tax dollars) needed to support heritage development.

As documented in a recent report the total annual economic impact of tourism and visitation in the D&L Corridor is more than \$233.5 million, directly affecting 3,323 jobs. D&L-stimulated tourism generates more than \$20 million in annual local and state taxes (see sidebar).

### Goals that Apply to Chapter V

**GOAL 1: Foster Connections and Stewardship:** Promote deeper connections among communities, neighbors, and the land and greater appreciation of the region’s history and its cultural and physical assets in order to foster stewardship and commitment to sustaining and improving the region’s quality of life.

**GOAL 4: Advance Economic Vitality:** Bring new vigor to the region’s economy and enhance amenities available to residents and visitors alike.

**GOAL 5: Encourage Partners:** Encourage all partner organizations and communities to participate fully in Corridor initiatives, play effective roles in advancing Corridor goals, and leverage financial support to bring new vigor to the region’s economy and assets.

**GOAL 6: Build Long-term Sustainability:** Build constituencies and accomplish projects that generate interest, investment, and momentum to sustain the Corridor over time.



## Analyzing the Economic Impact from the D&L Corridor

The D&L Corridor was one of six National Heritage Areas recently analyzed to provide the basis for a national projection of the economic impact of NHAs. The bottom line of that analysis: “NHAs contribute \$12.9 billion annually. The economic activity supports approximately 148,000 jobs and \$1.2 billion annually in Federal taxes from sources such as employee compensation, proprietor income, indirect business tax, households, and corporations.”

The firm that created the report, Tripp Umbach, observed that

Partnerships create opportunities; economic development opportunities evolve from ideas generated by NHAs. As reported during an interview with the Delaware & Lehigh National Heritage Corridor stakeholders, “the staff of an NHA thinks about heritage-related economic development every second, every minute, and every day.” NHAs are eager to capitalize on development opportunities and can provide a catalyst for organizing collaborative efforts. This theme was consistent among all of the NHA case study sites. NHAs are catalysts for educational and programmatic opportunities related to cultural and natural resource preservation.

The results of Tripp Umbach’s analysis included these points specifically relating to the D&L Corridor:

Tourism numbers are calculated by D&L’s regional partners. The three-year average total of visitors and tourists to the D&L region [2009 – 2011] was approximately 1,576,281 visitors. These visitors spend money in the region, creating a positive ripple effect on the economic structure. Based on the annual average number of visitors to the NHA region and its partner sites, more than \$233,554,847 in economic benefit was supported annually within the region and state(s).

**Table 4.1 D&L National Heritage Corridor – Annual Economic Impact of Tourism and Visitation**

Visitor Segment	% of Total Visitation	Direct Effect	Indirect Effect	Induced Effect	Total Effect
<b>Local Day</b>	29%	\$10,205,906	\$2,827,673	\$3,947,093	\$16,980,672
<b>Non-Local Day</b>	40%	\$23,336,972	\$6,458,595	\$8,980,961	\$38,776,528
<b>Overnight</b>	31%	\$99,322,485	\$33,959,299	\$44,515,865	\$177,797,649
<b>Total</b>	100%	\$132,865,363	\$43,245,566	\$57,443,918	\$233,554,847

The economic spending analysis demonstrates within the region, visitors travelling from outside the region and staying overnight represent the largest economic benefit to the economy of the local region and the state. Although overnight visitors only comprise an estimated 31% of NHA visitation, overnight visitors account for approximately 75% of the economic benefit of NHAs. This is primarily driven by the increased amount of fresh dollars from outside the region spent on lodging, accommodations, restaurants, transportation, etc. ...NHAs also support state and local governments with the generation of government revenue or tax revenue. The tourism, operations, and grantmaking activities of D&L generate \$22,407,779 in tax revenue annually.

**Table 4.2 D&L National Heritage Corridor – Annual Employment Impact of Tourism and Visitation**

Visitor Segment	Direct Effect (jobs)	Indirect Effect (jobs)	Induced Effect (jobs)	Total Effect (jobs)
<b>Local Day</b>	184.7	20.6	33.5	238.8
<b>Non-Local Day</b>	418.6	47.3	76.2	542.1
<b>Overnight</b>	1,864.3	257	377.8	2,499.1
<b>Total</b>	2,467.6	324.9	487.6	3,280.1

Source: The Economic Impact of National Heritage Areas: A Case Study Analysis of Six National Heritage Area Sites in the Northeast Region of the United States and Projections on the National Impact of All National Heritage Areas, by Tripp Umbach, 2013, p. 14.



## OPPORTUNITIES & APPROACH

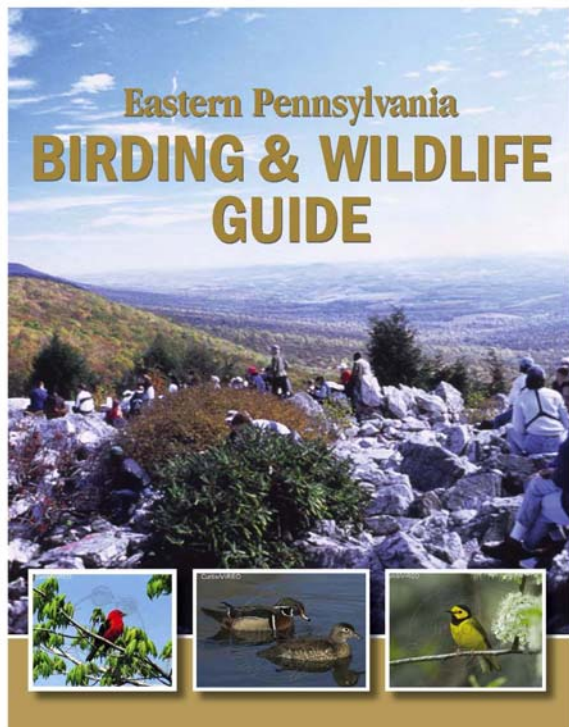
### *Heritage Tourism*

The D&L Corridor organization is responsible for promoting heritage tourism in collaboration with the region's tourism promotion agencies (DMOs), which have supported development and maintenance of the D&L web site as a primary tool for getting the word out to audiences.

The division of labor between D&L and the tourism promotion agencies in the region must be addressed on a continuing basis on both sides. The DMOs promote all kinds of travel and tourism throughout the region. They look to the D&L Corridor organization for its share of the specialized work in providing the D&L website and other information and promotion for the sake of reaching travelers interested in heritage and trail-based recreation. The D&L Corridor looks to the DMOs for expertise in marketing and promotion, for funding the D&L website, and for direct promotion as appropriate. All parties can improve their collaboration by:

- ◆ Developing an internal messaging strategy among the region's community leaders and attractions;
- ◆ Communicating routinely to identify upcoming opportunities for messaging and other strategies;
- ◆ Cross-training staff; and
- ◆ Collectively addressing training needs for docents and other visitor guidance at interpretive attractions.

*"St. Patrick's Day Parade" in Jim Thorpe, submitted by Cleo Fogal of Jim Thorpe to the 2012 Photo Contest, 2nd place, "My Community" category. (D&L Photo Gallery)*



*“Heritage” includes natural resources. Among the tourism promotional products the D&L Corridor organization has supported is this birding and wildlife guide for eastern Pennsylvania, co-sponsored with the NPS, DCNR, Schuylkill River National and State Heritage Area, and Lehigh Gap Nature Center.*

## ***Events***

Both the development of programs to celebrate the region’s cultural heritage and the development of volunteer opportunities to support the D&L Corridor (including its communities and partners) are opportunities related to celebration. Both types of programs help to build constituencies of residents that will support the D&L Corridor. They cultivate residents’ ties to their communities and sense of place – and provide visibility for the D&L Corridor as a primary expression of their sense of connection.

Events are a particular opportunity for the D&L Corridor organization to create region-wide visibility and participation, using the D&L Trail as a primary platform for such recently established events as the Marathon/Half Marathon (and earlier ones such as Miles of Mules). Events can be staff-intensive, however, requiring careful cost-benefit evaluation. With perhaps rare exceptions, community-based events and programs should not be led by the D&L Corridor organization; rather, technical assistance and grants should be focused toward encouraging others to undertake them.

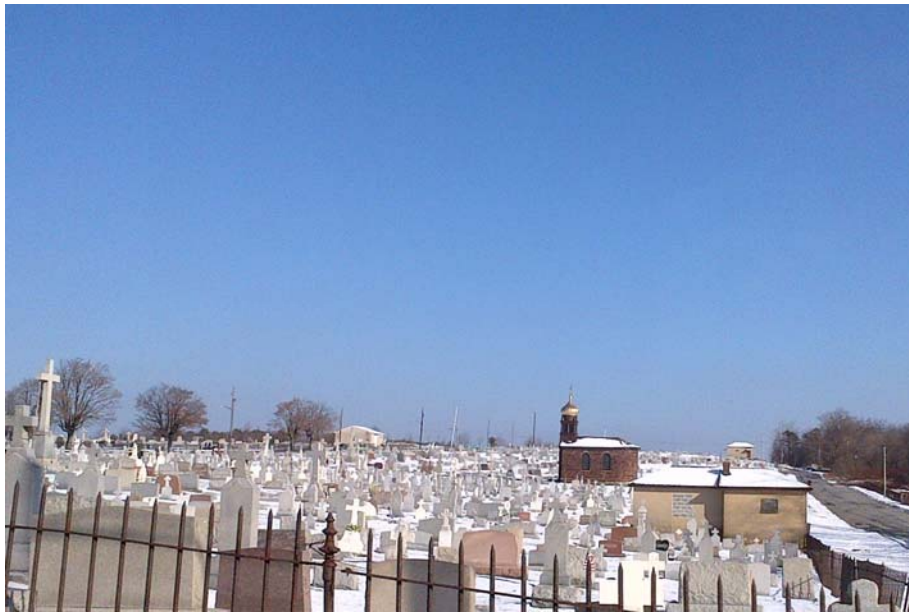
Criteria for the D&L Corridor organization’s participation in any given event should include the following:

- ◆ Self-sustaining in terms of expenses, including staff time to the extent feasible, balanced with evaluation of the promotional benefits of spending staff time and other resources in achieving success;
- ◆ Large attraction (or potential to grow to become one) to visitors from beyond the Corridor;
- ◆ Clearly identified partner or partners (not simply financial sponsors, but organizations that will help carry the effort in variety of ways, including taking ultimate responsibility once the event is established);
- ◆ Valuable regional impact;
- ◆ Offers an experience based on or which sustains heritage assets (stories, sites, programs, etc.); and
- ◆ Other carefully developed criteria based on current and future experience.

## ***Community Culture***

Events can also highlight community and cultural heritage and traditions in ways that will encourage communities to supply greater weight to these values. Oral history may prove especially popular among partners. Relating these efforts to community historic preservation goals would also





*Summit Hill's cemetery includes a Greek Orthodox chapel with its gold onion-shaped dome, signifying one of the many Eastern European cultures to be found in the D&L Corridor's Anthracite Region. (Photo by A. Elizabeth Watson, AICP, Heritage Strategies, LLC)*

help to address the historic preservation strategy expressed in the preceding chapter.

Support from the first management action plan for community culture is strong: "Cultural heritage is an important aspect of Corridor interpretation. It requires a strong documentation and interpretation program. It also requires efforts to assure the continuation of cultural practices and the Commission [read: D&L Corridor organization] intends to be active in promoting this heritage" (p. 119).

## ***Communications and Volunteerism***

Heritage tourism, cultural heritage programs, and programs to stimulate volunteer participation all require coordination from the D&L Corridor organization. A communications plan is a mechanism for addressing communications with the public in general, with volunteers, and with potential heritage travelers (heritage tourism marketing). Such a plan can identify the most effective ways to improve sponsorship and promotion of community events as well as D&L-created events (e.g., Miles of Mules or the D&L Marathon/Half-Marathon). It can also address effective communications with volunteers – a key part of volunteer recruitment and retention. The communications planning recently undertaken by the D&L Corridor organization will be a cornerstone of larger communications planning that is expected to grow out of this first, critical coordinating endeavor.

## **PRIORITIES**

### ***Heritage Tourism***

Promote regional experiences to bring public attention to Corridor resources and successes and to provide economic development opportunities that support community revitalization.

- ◇ Work on a routine, continuing basis with DMOs to identify and address opportunities to maximize marketing and visitor services provided by



*2003's "Miles of Mules" Corridor-wide project celebrated visual arts and the history of eastern Pennsylvania and its once-extensive canal system. (Photo courtesy D&L National Heritage Corridor, Inc.)*

The D&L Corridor's first annual Marathon/Half-Marathon in 2011 celebrated the D&L Trail's new long-distance possibilities along the Lehigh River. The D&L Trail and connecting regional trails network are simple but powerful preventative medicine when it comes to helping Corridor residents avoid health care problems from obesity and inactivity. As more Corridor communities seek ways to take advantage of the benefits of trail-making, the D&L Corridor organization is ready not only with the expertise to build trails, but also to show them how to maximize the economic impacts of their investments. (Photo courtesy D&L National Heritage Corridor, Inc.)



the D&L Corridor organization, D&L partners, DMOs, and others (e.g., Chambers of Commerce) that promote Corridor offerings.

- ◇ Work with DMOs to identify specific measures of Corridor success in heritage tourism to be included in the “dashboard” concept discussed in Chapter IV, “Revitalize.”
- ◇ Undertake region-wide events to stimulate use of the D&L Trail and promote the Corridor as a whole:
  - Continue holding the Marathon/Half-Marathon and seek a primary partner sponsor or concession manager to undertake operations on a long-term basis.
  - Hold a 30th anniversary event to celebrate the D&L Corridor’s “big bang” moment, in conjunction with opening of the full D&L Trail.
  - Consider holding a second arts celebration building on the D&L Corridor organization’s experience from the “Miles of Mules” event, which stimulates an important connection to the arts community as well as the tourism industry.
  - Remain open to other opportunities, adhering to careful analysis of their potential and applying criteria as suggested in discussion here.
- ◇ In evaluating development of initiatives that support the D&L trail network, community interpretation and/or education, community revitalization, and preservation of community traditions, lend greater weight to proposals that also promise a good return in terms of heritage tourism, promotion, and community awareness.



Summit Hill commemorates the discovery of anthracite coal nearby with an attractive memorial in a community park. (Photo by A. Elizabeth Watson, AICP, Heritage Strategies, LLC)

## Community & Cultural Heritage

Interpret, preserve, promote, archive, and present community and cultural heritage (“our collective memory”) as a significant part of both community engagement and interpretation.

- ◇ Support and promote community events, arts initiatives, and other programs that preserve and celebrate community and cultural heritage.
- ◇ Encourage community historic preservation plans (see description,



Chapter IV, “Revitalize”) to address community and cultural heritage and interpretation.

- ◇ Support ethnographic studies of cultural traditions stemming from the D&L Corridor’s industrial and ethnic heritage.
- ◇ Promote activities (interpretation, events, apprentice programs, etc.) that help to keep traditions alive and appreciated.
- ◇ Encourage oral history and story-telling programs:
  - Assess the needs of and coverage by existing oral history programs.
  - Incorporate oral history records into interpretive programs.
  - Support community and partner events that include oral history activities and presentation.



*“Historic Art – Catasauqua” submitted by Veronica Galm of Catasauqua, PA, to the 2012 Photo Contest, “My Community” category. (D&L Photo Gallery)*



*Volunteers cleaning up and building a riparian buffer to protect Sand Island Park in Bethlehem in the early spring of 2012. (Photo courtesy D&L National Heritage Corridor, Inc.)*

## ***Volunteerism***

Create a large cadre of volunteers bound ever more closely to the goals of the D&L Corridor.

- ◇ Evaluate the existing volunteer force for the D&L Trail as a part of capital development planning – how much can volunteers contribute to the completion and maintenance of the D&L Trail? How many are needed? What is their current and desired experience?
- ◇ Assess the needs of and coverage by existing volunteer programs maintained by partnering organizations, agencies, and communities; organize partners to address the findings from this assessment.
- ◇ Participate in volunteer training programs conducted by partnering organizations, agencies, and communities to ensure that volunteers understand their place in the work of the D&L Corridor.
- ◇ Continue and expand recognition programs that include volunteer activities, such as the annual dinner given by the D&L Corridor organization.



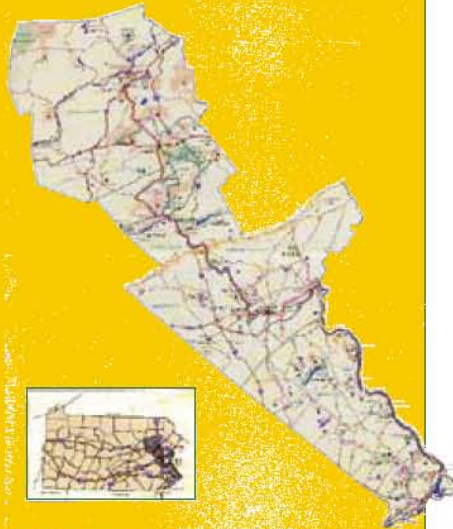
*Corridor residents, trail users, and dignitaries gather for the dedication of the newly completed pavilion at the Slatington Trailhead in 2013. (Photo by Dale Freudenberger, D&L National Heritage Corridor, Inc.)*



# Delaware and Lehigh National Heritage Corridor

Where America was Built™

## Boy Scout Service Opportunities



### **Delaware & Lehigh National Heritage Corridor Spans Five Eastern PA Counties**

The Delaware & Lehigh National Heritage Corridor includes five Pennsylvania counties: Luzerne, Carbon, Lehigh, Northampton and Bucks. The Corridor is recognized as the birthplace of the 19th century Industrial Revolution in America and contains hundreds of historic and natural sites.

The 165-mile D&L Trail is the "spine" of the Corridor and follows the paths of the Lehigh and Delaware canals and railroads that carried anthracite coal from mines to markets. The Lehigh River originates in the northern forests of the Corridor and flows south and east until it empties into the Delaware River at Easton. Much of the D&L Trail follows these two scenic rivers.

The Corridor is also a Pennsylvania State Heritage Area.



**DCNR**



For more information, contact:  
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### **D&L TRAIL IS A PERFECT PLACE FOR SCOUT VOLUNTEERS**

The Delaware & Lehigh (D&L) Trail meanders from Wilkes-Barre in Luzerne County to Bristol in Bucks County. It links the present to the past, offering visitors a multitude of opportunities to view spectacular scenery, learn history about the Corridor's settlement and development, and get great exercise by walking, running, hiking, biking, and cross-country skiing. The D&L Trail is ever-changing, with new segments opening every year and others receiving improvements that make them more user-friendly. Keeping the trail in tip-top shape requires lots of volunteer work. Volunteers who maintain the D&L Trail are called **Trail Tenders**; people of all ages who appreciate the trail and understand the importance of trail stewardship. Scouts can become Trail Tenders, too. You and your adult leaders can take part in litter cleanups, repair drainage problems, patch trails, clean and replace trail signs, control invasive plants, and undertake a variety of other trail enhancement projects. It's a great way to provide service to your community and the visitors who travel the D&L Trail.



Scouts such as these from White Haven have provided valuable services to the D&L Trail. Some have designed trail enhancement projects to earn Eagle Scout awards.



### **HOW CAN YOU BECOME PART OF THE TRAIL TENDERS?**

There are opportunities for Scouts of all ages to become involved with the D&L Trail. Since the trail winds from Luzerne to Bucks counties, Scouts from Minsi Trails, Northeastern Pennsylvania and Bucks County councils can take part.

These are just some project ideas for Scouts along the D&L Trail. We'll be happy to listen to your ideas. Contact us today!

**CUBS** and their leaders can organize trail cleanups and establish bluebird trails and plant wildflowers.



**BOY SCOUTS** are perfect cleanup organizers and can identify invasive plants and learn how to get rid of them. The Heritage Corridor has five specific service opportunities for Eagle Scout candidates.



**VENTURING** crews can initiate historic preservation projects and other long-term trail enhancements.



# CHAPTER VI

## SUSTAIN: MAKING A LASTING CONTRIBUTION

### INTRODUCTION

The focus in recent years on completing the D&L Trail cuts two ways. On the one hand, such a major project has required all the organizational energies and resources it is possible to muster, and a great deal of funding on top of that. Without such focus – a strategic course correction that began approximately ten years after publication of the first management plan – the progress made to date would likely not have been nearly as great, and the Corridor would not be so well positioned for the next decade of achievement.

That focus, however, has also overshadowed other key elements of the D&L’s “portfolio” of multiple missions and programs. It is time to rebalance that portfolio, just as successful investors often must do when the values of some elements of their portfolios tend to out-perform others that are just as important to maintaining diversity and resilience. The analogy is not that far off base from the business world’s use of the word portfolio, for successful diversity and resilience are needed for the D&L Corridor organization’s sustainability, defined here as the “strategy, framework, and resources necessary for achieving the stated purpose and goals of the Delaware & Lehigh National Heritage Corridor” (see sidebar on terms, Chapter I).

Rebalancing the D&L portfolio will help all participants reach more of the goals expressed in this plan. By becoming more visible and expanding from a strict focus on the D&L Trail to a visionary regional network offering rich recreational opportunities; by undertaking equally vital interpretation, wayfinding, education, and preservation initiatives; by urging greater community attention to revitalization, historic preservation, heritage tourism, community interpretation, and community cultural traditions – by doing all of these good things (and telling the world of the Corridor’s achievements), the D&L Corridor organization will be able to muster more resources to lead this work and support Corridor partners in doing the same.

### Goals that Apply to Chapter VI

#### **GOAL 5: Encourage Partners:**

Encourage all partner organizations and communities to participate fully in Corridor initiatives, play effective roles in advancing Corridor goals, and leverage financial support to bring new vigor to the region’s economy and assets.

#### **GOAL 6: Build Long-term**

**Sustainability:** Build constituencies and accomplish projects that generate interest, investment, and momentum to sustain the Corridor over time.



## OPPORTUNITIES & APPROACH

### *Partner Engagement*

The D&L Corridor organization may be central to the management of the D&L Corridor, but the organization alone cannot achieve the ambitions of this plan. Partnerships and encouraging partners' capabilities are critical strategies.

This plan defines partners as any public or private organization, institution, agency, or individual that collaborates with the Board and staff on specific initiatives that help implement the management plan. This definition includes both those who collaborate through cooperative agreements ("formal partners") and those who contribute to D&L Corridor goals without a formal agreement ("relationships"; see Table 6.1). Critical partners to engage in organized programs include but are not limited to members of the D&L Trail Alliance, local governments, partners managing interpretive sites and programs, and agencies promoting tourism.

It is anticipated that the D&L Corridor's patterns of partnership will continue with the current dual focus on the D&L Trail and community revitalization, adding enrichment of Corridor interpretation with assistance through the recent strategic alliance with the National Canal Museum. Involvement of other partners in D&L Corridor organization activities and committees is to be a part of this effort. The D&L Corridor organization will join with partners in achieving greater visibility for the Corridor and catalyzing partner leadership through events and other activities.

There are two outside "anchor" partners for the D&L National Heritage Corridor: the National Park Service and the Pennsylvania Department of Conservation and Recreation. Both partnerships require ongoing and close attention from the D&L Corridor organization to address funding requirements set by both agencies and to take advantage of other benefits each offers.

For the NPS, the 2006 Conservation Study Institute (cited opposite page) spent considerable time on the idea of enhancing the D&L Corridor's relationship with the NPS and stated, among other recommendations, that "Further NPS interpretive support could be focused on providing greater Corridor-wide interpretive cohesion through assistance to partners that are associated with the Corridor's story (such as historic sites, parks, museums, and local communities)" (p. 65).

<b>Table 6.1 D&amp;L Partnership Information</b>		
	<b>Formal Partnerships</b>	<b>Relationship Partnerships</b>
<b>2011</b>	135	165
<b>2010</b>	150	200
<b>2009</b>	135	160

Source: D&L National Heritage Corridor, Inc., via Tripp Umbach, 2013, p. 24.



For Pennsylvania, the Pennsylvania Heritage Parks Program is in the process of being restored with new guidelines in development at this writing; DCNR has long been a stalwart partner.

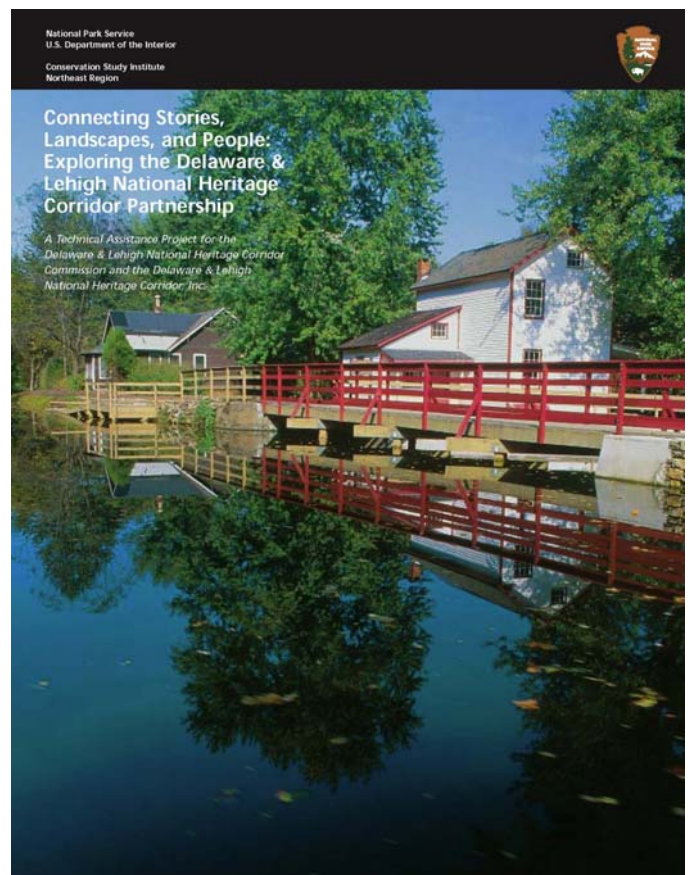
The National Canal Museum is also, of course, a critical partner. The “D&L Strategic Alliance” described in Chapter I emerged during the same timeframe as this second management plan and has influenced thinking throughout. Such a large move has had many strategic implications, from staffing to resource development and virtually everything else. The two organizations are putting finishing touches on an affiliation agreement and have begun moving forward with work planning surrounding adapting their educational programming to the new potential revealed by the relationship. Interestingly, as the two organizations move forward together, they are potentially laying the groundwork for further affiliations and alliances, particularly in terms of the educational and interpretive programs that are so important to the D&L Corridor.

## ***Organizational Management & Business Planning***

As the D&L Corridor organization engages in the business planning that is needed both routinely and to focus on the new strategic alliance with the National Canal Museum, the makeup and evolution of the Board of Directors requires attention. New board members brought on during this management planning process have already been a response to the recognized need for greater diversity and experience to support this plan. As the newly constituted Board picks up speed, an emphasis is needed on governance and policy rather than a focus on individual programs and projects. The Board should ask about progress on the goals expressed in this plan and hold the executive director/president accountable for results.

For the staff, a new emphasis on work planning begun during this management planning process has brought added clarity. The next step is underway, connecting such planning to the routine work of budgeting and monitoring expenditures, particularly of staff time. Staff activities should be tracked as program expenditures as much as possible rather than be included in the category of “overhead,” which must be carefully defined only as those administrative expenditures (staff time included) that cannot be allocated to direct support of programs. Alignment of staffing and leadership responsibilities to priorities in this plan will be needed over time. Board focus will be needed in addition to staff execution, since additional resources will clearly be needed if staffing is to be expanded, as appears necessary.

The Pennsylvania Association of Nonprofit Organizations has put forth a voluntary certification process based on standards described in <http://www.pano.org/Resources/Fact%20Sheet-Word2012.pdf>. Completion of certification allows the organization to assure partners, sponsors, donors, and funders that it has passed an important test of its administrative skills



Connecting Stories, Landscapes, and People: Exploring the Delaware & Lehigh National Heritage Corridor. Sustainability Study Report. A Technical Assistance Project for the Delaware & Lehigh National Heritage Corridor Commission and the Delaware & Lehigh National Heritage Corridor, Inc., by Suzanne E. Copping, Philip B. Huffman, Daniel N. Laven, Nora J. Mitchell, and Jacquelyn L. Tuxill; Woodstock, VT: Conservation Study Institute, 2006. This report remains an important resource for Corridor planners and partners.

## **"Get Your Tail on the Trail" Raises Profile, Members, Funds for D&L, Inc.**

In May of 2013, the Delaware & Lehigh National Heritage Corridor (D&L) and St. Luke's University Health Network began a program to encourage D&L Corridor residents to get healthier through the "Get Your Tail on the Trail!" initiative. The program is designed to draw attention to the 165-mile D&L Trail and encourage people of all ages and all activity levels to get outdoors and get active by walking, running, or bicycling on the D&L Trail.

The "wellness partnership" between the D&L Corridor organization and St. Luke's University Health Network, a Bethlehem-based health provider with facilities throughout the D&L Corridor, seeks to make the D&L Trail a recognized "fitness haven."

By the end of July, just three months into the program, the organizations' "Get Your Tail on the Trail" program (<http://tailonthetrail.org/>) had already enlisted 1,000 health-conscious followers, including 150 people who attended a National Trails Day walk/run in scenic Jim Thorpe. "We're promoting wellness and introducing the D&L Trail to a new group of users," says D&L Executive Director Elissa Garofalo. "Residents are discovering a resource that's in their backyards."



Source: <http://www.wfmz.com/news/New-program-in-Bethlehem-teaches-fitness-history/-/121458/19975448/-/11o9ci2/-/index.html>

Dr. Bonnie Coyle, Director of Community Health at St. Luke's, says that a regular wellness program can decrease the risk and effects of hypertension, high blood pressure, depression, diabetes, obesity and heart disease.

By enrolling online, "Tail on the Trail" followers are challenged to walk, bike or run 165 miles over a six-month period. Participants learn how to maintain their health, keep a record of D&L Trail activities, and take part in events with St. Luke's administrators and staff. Benefits to the D&L Corridor organization include widespread community recognition and a St. Luke's sponsorship to offset the costs of such outreach.

and internal controls. Meeting the standards is a multi-year proposition that is best approached with a multi-year work plan.

## ***Communications***

Perhaps the most critical activity of the D&L Corridor organization outside of resource development (the subject of the next section) is communications. Achieving visibility and recognition for the D&L Corridor is vital, in order to cultivate a supportive constituency at home, attract visitors, and attract funding. The organization has begun communications planning with a focus on a marketing strategy for the D&L Trail Alliance. That planning has just begun, and it is clear from the questions asked by the consulting team during the selection process that the strategy will lay groundwork for an overall messaging and branding strategy, building on existing, long-standing efforts in such arenas as the D&L website.

As a whole, the D&L Corridor organization's staff are talented communicators. Therein, however, lies the challenge: with so many staff managing communications related to their areas of responsibility, and with those who have some level of responsibility for coordinating communications stretched flat out to accomplish other tasks, communications has become both everyone's and no one's. It needs some focus. A single point of communications is needed day to day, even while maintaining a high level of contribution from the entire staff. If the "single point" is not a single person, then it should comprise a committee that meets, plans, and communicates routinely (at least twice a month), with a leader with tie-breaker status or a direct relationship to the executive director/president, who would make "buck stops here" decisions when needed.

## ***Resource Development***

The D&L Corridor organization faces a number of challenges in implementing this plan – as it has for the last twenty years. Recently, however, federal funding has become less predictable, and there is an ever-present possibility that this federal "base funding" could be reduced. State funding has also had its element of uncertainty. Both are critical sources and the organization must and will work vigorously in pursuing all avenues to maintain them.

At the same time, in order to achieve financial stability and organizational growth sufficient to match D&L Corridor organization staff and programs with the ambitions of this plan, the organization must cultivate regional and local relationships and build other sources of funding. The organization has great value to the region, and has begun exploring the implications of raising private and corporate donations and sponsorships based on that value. This is a top-priority focus.

A perennial issue for "meta" organizations like the D&L Corridor organization – institutions that serve other institutions – is a fear of competing with partners. This, combined with the original structure of the federal Commission (which had so many rules to follow in fundraising that it seemed virtually impossible), has held the D&L Corridor organization back in developing deep-bench capability in fundraising. This has now changed, and the organization is determined to succeed.



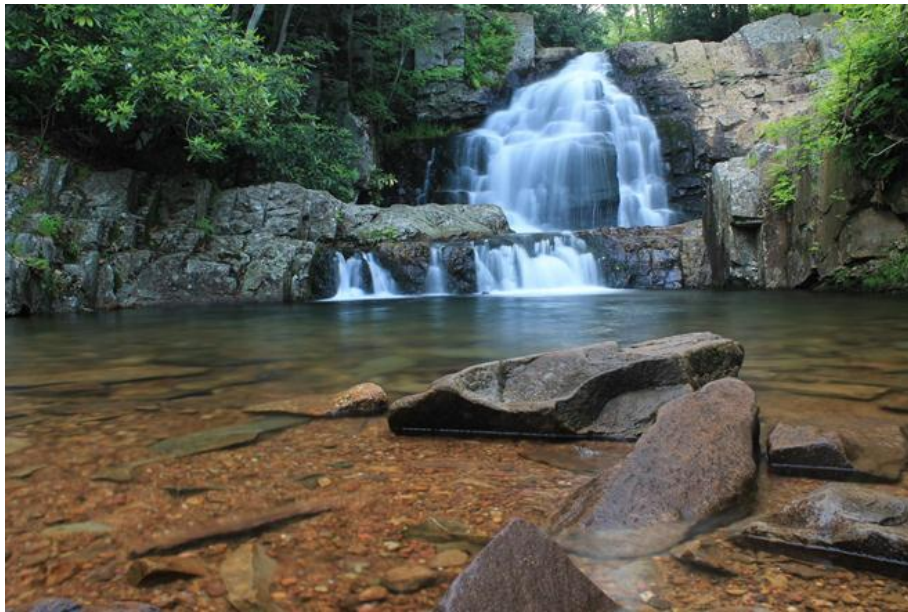
The first management action plan suggested the establishment of a “Delaware & Lehigh Foundation” – needed to overcome the problems of involving the federal Commission. Later in the 1990’s, the organization determined to create the D&L National Heritage Corridor, Inc., today’s nonprofit management entity (see timeline, Chapter I), solely responsible for developing the funds needed to implement this plan. And partners are learning to recognize the D&L Corridor organization’s place in the realm of fundraising, recognizing that “a rising tide lifts all boats.” The D&L Corridor’s success redounds to them.

## PRIORITIES

### *Partner Engagement*

**Enhance the Corridor by pooling resources, information, and expertise with other organizations.**

- ◇ Ensure that partners participate in D&L Corridor programs and build their awareness of their collective “belonging” to the Corridor (and ownership in it):
  - Maintain a checklist of partners’ participation, reporting on progress through such means as Board of Directors’ meetings, annual reports, meetings with partners, etc.
  - Engage in a partners’ needs assessment process established over time: Encourage all partners’ self-assessment through development of a simple template, covering identification of needs and priorities for activities related to goals in this management plan.<sup>1</sup>
  - Encourage partners to establish an ongoing relationship with the D&L Corridor organization through a committee tasked with identifying and leading Corridor-related programs as appropriate; develop a simple “job description” for this partner role.<sup>1</sup>
  - Convene partners across the region periodically to share ideas and experiences, encourage regional awareness of best practices, and build supportive relationships among partners.<sup>1</sup>
- ◇ Develop effective relationships with state agencies:
  - Maintain a strong relationship with the Pennsylvania Department of Conservation and Recreation.
  - Build a stronger relationship with the Pennsylvania Historical and Museum Commission.
  - Build a stronger relationship with PennDOT.
  - Build a relationship with the Pennsylvania Department of Environmental Protection.
- ◇ Develop effective relationships with the National Park Service:
  - Engage with the Delaware Water Gap National Recreation Area.
  - Engage with Steamtown National Historic Site.
  - Seek interpretive assistance from the NPS’s Northeast Regional Office and other NPS advisors.
- ◇ Establish protocols to track and address individual issues as they materialize with the evolution of the D&L Trail Alliance as a major element of management and cooperation among partners; evaluate



*"Hawk Falls" at Hickory Run State Park, submitted by Cheryl A. Miller of Weatherly, PA, to the 2012 Photo Contest, 1<sup>st</sup> place, "Nature" category. (D&L Photo Gallery)*

issues based on the goals and strategies of this plan and adapt policies as needed.

## ***Organizational Management & Business Planning***

### **Achieve excellence.**

- ◇ Establish protocols to track and address individual organizational and business issues as they materialize with the strategic alliance with the National Canal Museum; evaluate issues based on the goals and strategies of this plan and adapt policies as needed.
- ◇ Carefully evaluate all new initiatives through procedures developed by board and staff that encourage full communication of expectations and thorough assessment of outcomes and impacts.
- ◇ Develop the Board of Directors through careful appointments, thorough board orientation and training, and periodic evaluation to develop an effective board culture and fulfill three roles: (1) assuring the resources to achieve this plan, (2) acting as high-level sounding board on policies and progress on the plan, and (3) maintaining a high profile within the region as directors of the Corridor.
- ◇ Organize Board of Directors' agendas according to the priorities set forth in this plan – the purpose of the board's meetings should be to focus on progress in meeting the plan's goals.
- ◇ Delegate detailed review of programs, projects, and operations to board committees. Expect these committees to provide summary reporting in board meetings in relation to accomplishments of the goals of the management plan:
  - Provide specific job descriptions for committees.
  - Arrange meeting schedules to support directors' spending time to support committees as well as to attend board meetings.

- ◇ Create annual budgets in coordination with development of annual work plans keyed to this management plan.
- ◇ Develop measures of proficiency based on the standards of excellence promulgated by the Pennsylvania Association of Nonprofit Organizations and a plan for meeting all standards in a period of time appropriate to the size of the D&L Corridor organization's budget and staff.
  - Measure and evaluate progress in implementing this plan and growing the capacity of the D&L Corridor organization.
  - Annual evaluation: Undertake an annual evaluation process tied to objectives developed to measure progress on the goals and strategies laid out in this plan.
  - Federal evaluation: TBD [we are awaiting work on progress by the NPS and ANHA on a new evaluation procedure addressing sustainability standards].

## ***Communications***

### **Achieve visibility and recognition for the D&L Corridor.**

- ◇ Create a single point of coordination for all communications.
- ◇ Create and maintain a communications plan to provide guidance to all public engagement activities of the D&L National Heritage Corridor, including the following recommendations:
  - Upgrade the website on a continuous basis.
  - Expand digital/social media usage.
  - Continue annual reports, the annual recognition dinner, and other means of highlighting and measuring progress and getting the word out to the media and the public.
  - Develop measures for evaluating the effectiveness and scope of public outreach.
  - Report periodically on progress made in meeting the expectations of this plan.
  - Tie the communications plan to resource development planning, especially in coordinating the schedules for tasks in annual work plans (that is, aiming for a uniform annual calendar for all communications activities).
  - Develop a multi-phase plan to increase visibility of the D&L Trail as the last connections are made over the next five years (discussed in Chapter II, "Connect").
  - Coordinate the communications plan with marketing and promotion related to heritage tourism and events.



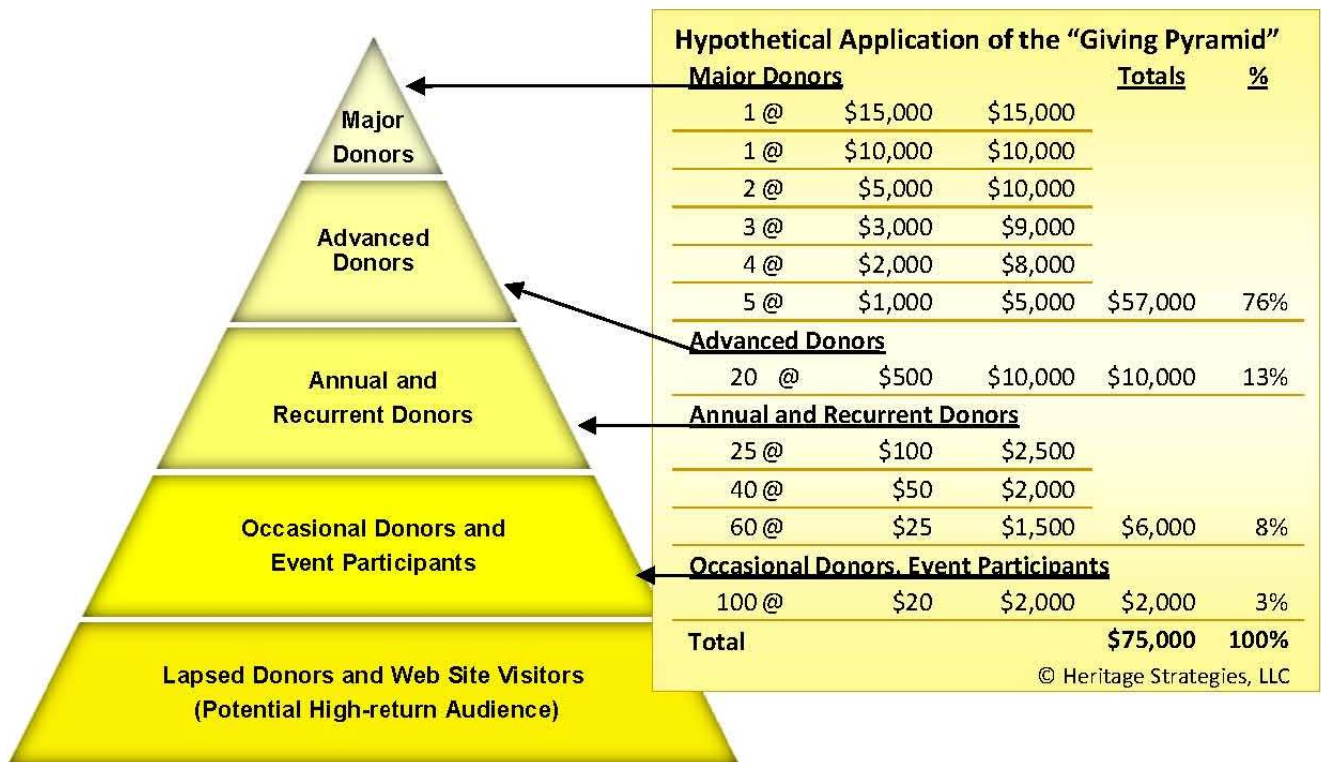


## ***Resource Development***

**Achieve financial stability and organizational growth sufficient to match D&L Corridor organization staff and programs with the ambitions of this plan.**

- ◇ Develop a resource development work plan with long-term and short-term elements and targets.
- ◇ Cultivate the Board of Directors' role as leaders in resource development, individually and together.
- ◇ Raise funds through strategic development of lasting relationships with "investors" (members, funders, sponsors, volunteers).
- ◇ Establish a membership program with proven value and widespread support as measured by numbers as well as dollars.
- ◇ Expand the major donor base strategically, over time.
- ◇ Establish an endowment; consider strategic segmentation of the endowment for donors who wish to contribute to special elements of Corridor programs (e.g., D&L Trail, education, etc.).
- ◇ Create special services and joint campaigns with sponsors (this has begun with the program being put in place with St. Luke's).
- ◇ Plan for a capital campaign in ten years to fund the endowment and one or two critical projects identified in year five.

*"Where Are the Mules in Snow?" New Hope locktender's house, submitted by Veronica Morton of Furlong, PA, to the 2009 Photo Contest, Honorable Mention in "The Nature of the Canal" category. (D&L Photo Gallery)*



Pictured: The "giving pyramid is the traditional illustration of the concept that a few funders often provide the preponderance of support for a charity's budget. It is accompanied here with hypothetical numbers, objectives showing specific fundraising targets in relation to each kind of donor. Notice how the numbers in the left column increase, reflecting the pyramid – and how the targeted gift amount declines from top to bottom. In this hypothetical case, just 36 sources are assumed for 89% of the funds to be raised.

Figure 6.1 "Giving Pyramid" (Source: Crossroads of the American Revolution National Heritage Area Management Plan, Chapter 11, "Management," chart by Heritage Strategies, LLC)

# CHAPTER VII

## THREE-YEAR IMPLEMENTATION STRATEGY

### INTRODUCTION

The role of the D&L Corridor organization is to tend the “flame” of this management plan and undertake initiatives that stand the greatest chance of creating tangible, catalytic results that will serve the public and inspire further action by many partners.

The preceding chapters of this plan were written with all stakeholders in mind. This chapter applies to the D&L Corridor organization itself, Board and staff. It is meant to serve as the organization’s first three-year strategic plan, which will guide work planning and budgeting.

### THE “BIG IDEAS” IN THIS PLAN

This is an ambitious organization. The time and attention possessed by the executive director and the organization as a whole that can be devoted to additional activities is limited. Yet, some of the “big ideas” in this plan are critical for positioning the organization for a more “resourceful” future:

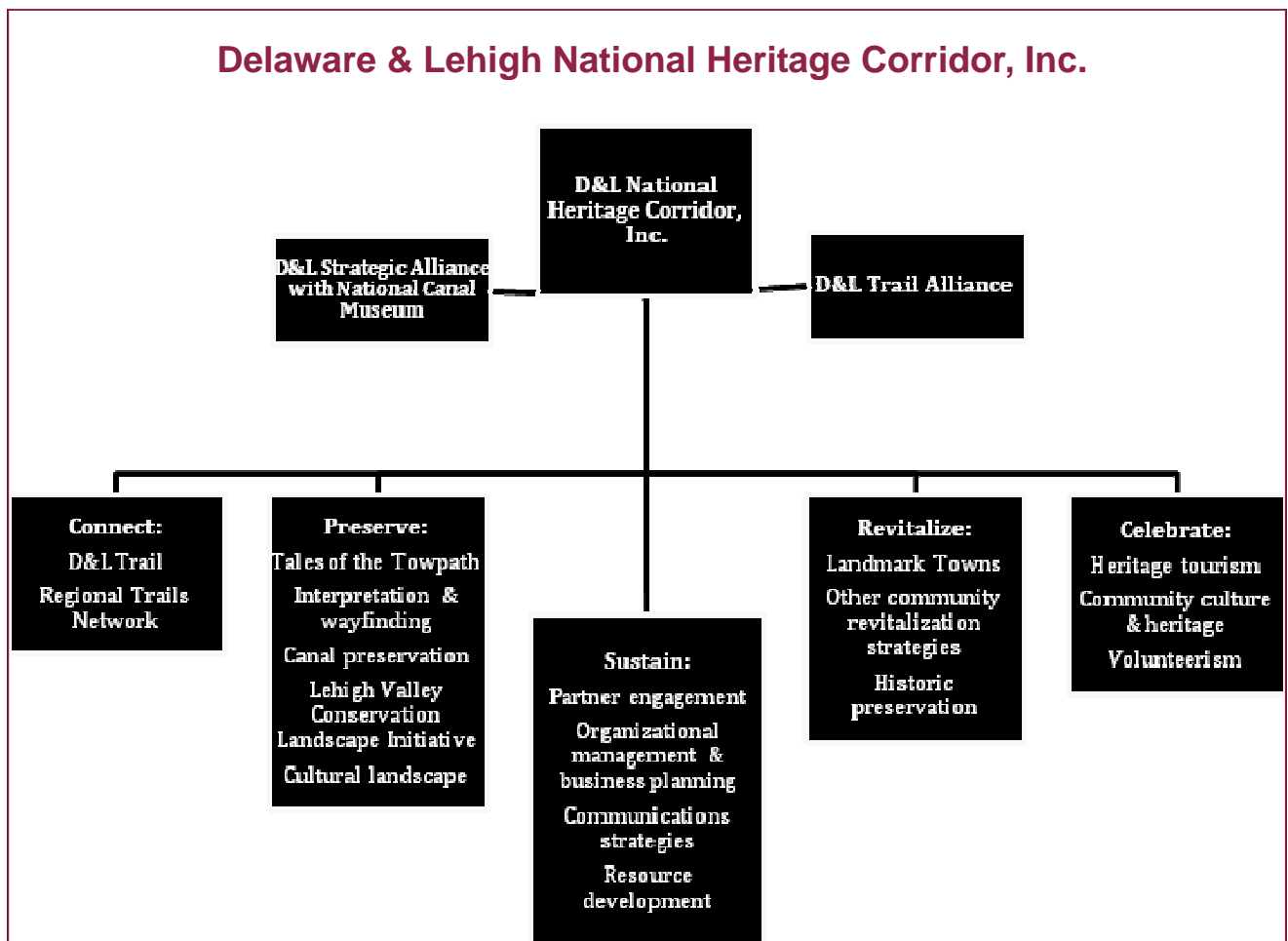
- ◆ Develop a detailed **capital improvement plan for the D&L Trail** (include an assessment of the existing volunteer force for the D&L Trail as a first step in creating a coordinated Corridor-wide effort to cultivate volunteers).
- ◆ Undertake a **long-range education plan**.
- ◆ Revisit and update the existing **comprehensive interpretive plan** to create a coordinated corridor-wide interpretive presentation by D&L communities and partners. Combine this effort with a long-term plan to **maximize the wayfinding signage system** and seek funding and willing community partners to undertake community-wide demonstrations, during or immediately after the interpretive planning process.





*"Stop Gate Operating Mechanism at Riegelsville" (north end of the village behind Mueller's store), submitted by Carole Mebus to the 2012 Photo Contest, 2nd place, "Historic Architecture & Engineering Marvels" category. (D&L Photo Gallery)*

- ◆ **Upgrade the National Canal Museum exhibit space** to support educational programming through an emphasis on "Tales of the Towpath."
- ◆ Encourage PennDOT to **erect National Heritage Corridor entry signs** for major highways ("brown signs" – preferably including the D&L Corridor's logo) by the close of 2018.
- ◆ A **"Save the Canals" initiative**: Update the comprehensive inventory and assessment, and undertake more projects.
- ◆ Expand the Landmark Towns program to a **Corridor-wide Trail Towns program**, including the following two steps:
  - ◇ Organize **reporting on partner participation** in and benefits from participating in the D&L Corridor..
  - ◇ Work toward **full participation by many more municipalities** in Corridor programs for community revitalization; maintain a checklist of communities' participation and develop a simple **"dashboard" to illustrate progress over time**.
- ◆ Grant funding to support **community-based heritage activities**, from community events and arts initiatives to oral history programs to planning for historic preservation and heritage interpretation.



- ♦ An ambitious **summer internship program**, perhaps coordinated with the **National Park Service**, to take on the many specific initiatives identified in this plan and to be identified by additional planning by the D&L Corridor organization, interpretive partners, communities, and others.

Figure 7.1 Structure of the D&L National Heritage Corridor, Inc.

## GOALS AND OBJECTIVES

Following are the six goals articulated in Chapter I, together with objectives, generally through 2016 (three years) although some (completion of the D&L Trail and related strategies) aim for 2108 (five years).

### ***Goal 1: Foster Connections and Stewardship***

*Promote deeper connections among communities, neighbors, and the land and greater appreciation of the region's history and its cultural and physical assets in order to foster stewardship and commitment to sustaining and improving the region's quality of life.*

All of the goals below contribute to this “overarching goal.”

## ***Goal 2: Create a Robust Regional Network of Trails***

*Create a fully connected regional trails network supporting both recreation and interpretation, using both the “spine” of historic transportation routes (canals and rails) and other linking routes.*

### ***Objectives***

- ◇ Complete the D&L Trail:
  - Develop a detailed capital improvement plan for the D&L Trail (by the close of 2014).
  - Complete the work plan for the William Penn Foundation to **support the D&L Trail Alliance** and toward making the trail a lasting proposition on an organizational basis (by 2014).
  - Complete the **pedestrian crossing at Jim Thorpe** by the close of 2016.
  - Complete the 165-mile D&L Trail by the **close of 2018**.
  - Name and mark of the entirety of the trail as the “D&L Trail,” uniting all segments under a common banner. (Retain local names, too, as appropriate to local trail management.) (By close of 2018)
- ◇ Provide **significant assistance to at least ten trail organizations or individual projects to extend regionally significant trails** connecting to (or with the potential to connect to) the D&L Trail by the close of 2016.
- ◇ **Convene trail leaders** across the region at least once by the close of 2016 (to share ideas and experiences, encourage regional awareness of best practices, and build supportive relationships among trail initiatives).
- ◇ Develop a **plan for joint municipal purchasing of special trail and canal maintenance equipment and materials**.

## ***Goal 3: Educate and Interpret***

*Establish a common interpretive framework and a cooperative system of interpretive and educational facilities and programs.*

### ***Objectives***

- ◇ Complete a **long-range educational plan** addressing expansion and enhancement of “Tales of the Towpath” and the combined forces of the D&L Corridor and the National Canal Museum (by close of 2014).
- ◇ **Expand the number of school districts participating in Tales of the Towpath** by at least four by the close of 2016. (Note: The program began in 2008. By the close of the 2012-13 school year, twelve public school districts teach Tales of the Towpath including Bethlehem and Allentown, two of the Corridor’s largest school districts.)
- ◇ **Enhance the Emrick Center’s exhibits** to connect to Tales of the Towpath (by close of 2016).





*“Bridges @ Two Rivers” taken above Easton indicates the town’s strategic importance at the junction of two major rivers, the point where the Lehigh joins the Delaware. (Submitted by Loretta Lester, 2012 Photo Contest; D&L Photo Gallery)*

- ◇ Begin a **formal maintenance plan for existing Visually Speaking wayfinding and wayside interpretive signs**; complete the plan by the close of 2014.
- ◇ Begin an updated **comprehensive interpretive and wayfinding plan** to guide a coordinated corridor-wide interpretive presentation by D&L Corridor communities and partners (including further leverage of the resources of the National Canal Museum and seeking interpretive assistance from the NPS) by the close of 2016; complete the plan by the close of 2018. (An option, according to funds and willing participants, is to undertake one or two **community demonstration programs**.)
- ◇ Encourage PennDOT to **erect National Heritage Corridor entry signs** for major highways (“brown signs” – preferably including the D&L Corridor’s logo) by the close of 2018.
- ◇ Undertake a “Save the Canals” initiative:
  - Seek support from the Pennsylvania Department of Environmental Protection, the Army Corps of Engineers, and the Pennsylvania Historical and Museum Commission for a uniform **“general permit” that will allow routine and emergency maintenance** to be undertaken along the canals and at stream crossings to minimize time and cost associated with “individual permits.”
  - Investigate ways to preserve and sustain canal structures through regional and/or community-based **storm water control projects**; hire one (or possibly two) engineering intern for the summer of 2014 in collaboration with a local university and/or engineering firm.
  - **Update existing studies that have inventoried and assessed canal structures**, by 2015.
  - At a point that an updated assessment of existing conditions is available from the preceding step, **seek national recognition for the challenge of preserving the canals** from such national

institutions as the National Trust for Historic Preservation (as a National Treasure or one of the trust's annually recognized Eleven Most Endangered Places), the National Park Service, or engineering or scientific associations.

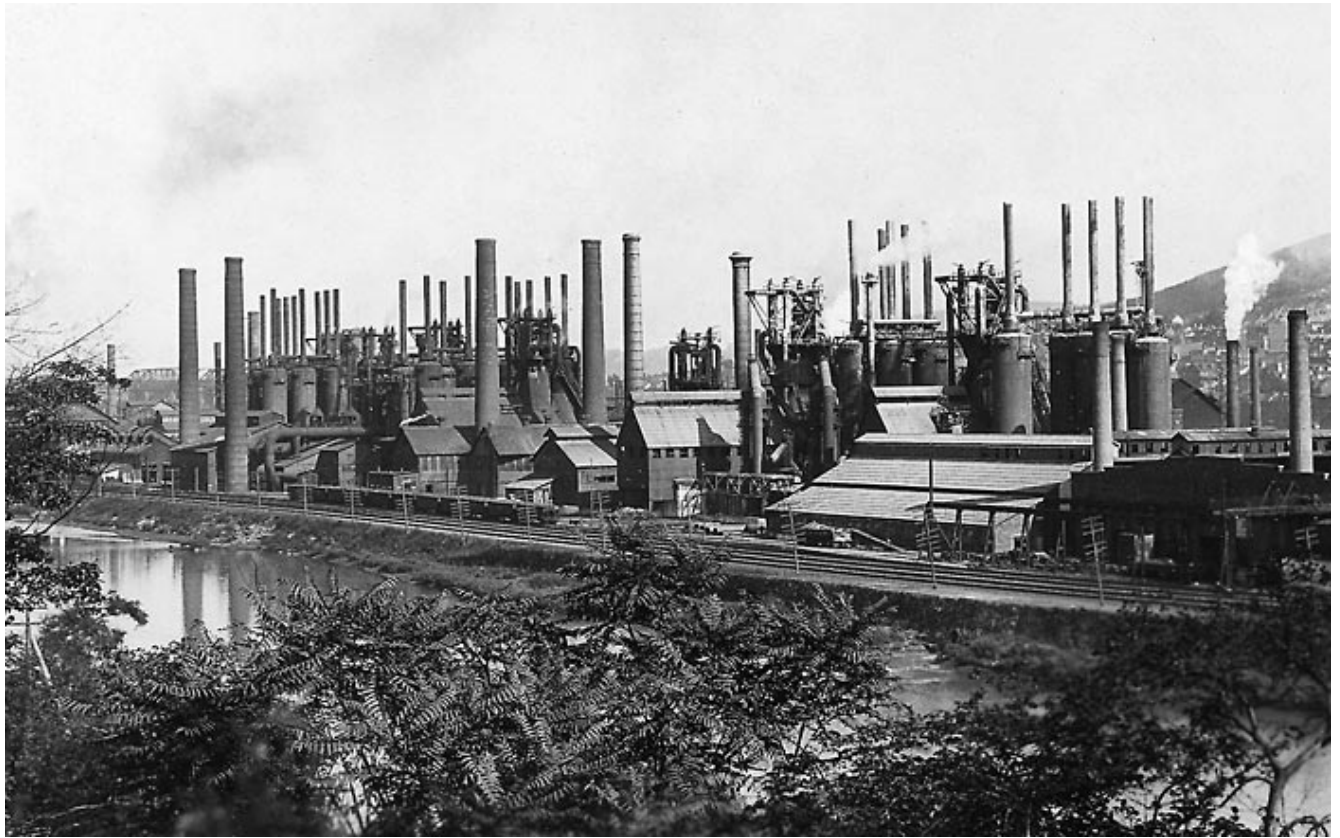
- Complete at least one **canal preservation demonstration project** by the close of 2016.
- ◇ **Continue the Lehigh Valley Greenway Conservation Landscape Initiative.** (Note: work plans are developed in partnership with DCNR.)
- ◇ **Continue Anthracite Region initiatives.** (Note: work plans are developed in partnership with DCNR.)

## ***Goal 4: Advance Economic Vitality***

*Bring new vigor and resilience to the region's economy and enhance amenities available to residents and visitors alike.*

### ***Objectives***

- ◇ Continue the **Landmark Towns program.** (Note: work plans are developed in partnership with the four towns and the funders.)
- ◇ By the close of 2016, expand the Landmark Towns program to a **Corridor-wide Trail Towns program**, including the following two steps:
  - Develop a process for **tracking local governmental and community-based involvement** in Corridor-related economic enhancement activities by the close of 2014: Develop a simple, web-based template for community leaders to **identify needs and priorities** for community revitalization, heritage tourism, historic preservation, interpretation, and project development and periodically report their progress. **Focus on municipalities along the D&L Trail and other regional trails.** (Use this process to support needs assessment and program design for the Trail Towns program.)
  - Evolve the template into support for a simple **“dashboard” of regional, county, and municipal indicators to measure and illustrate progress over time**, by the close of 2016. Encourage municipalities to participate with their own dashboards.
- ◇ Report at least once every six months to at least six **major economic development and tourism agencies** in or serving the Corridor (and/or individual jurisdictions) on community revitalization and heritage tourism activities and progress.
- ◇ **Work on a routine, continuing basis with DMOs to identify and address opportunities to maximize marketing and visitor services** provided by the D&L Corridor organization, D&L partners, DMOs, and others (e.g., Chambers of Commerce) that promote Corridor offerings.
- ◇ **Convene community leaders** across the region at least once by the close of 2016 (to share ideas and experiences, encourage regional awareness of best practices, and build supportive relationships among communities).



- ◇ **Seek grant funding to allow the D&L Corridor organization to provide technical assistance, planning projects, and small grants** to stimulate leadership in historic preservation by local governments, local organizations, and property owners.
- ◇ Encourage at least six municipalities (distributed across the Corridor) to begin new or updated **historic preservation plans** as part of their routine comprehensive planning activities, by the close of 2016.
- ◇ **Continue holding the Delaware & Lehigh Heritage Marathon/Half-Marathon** and seek a primary partner or concession manager to undertake operations on a long-term basis by 2016.
- ◇ Begin planning for a **second arts celebration by 2018** (building on the D&L Corridor organization's experience from the "Miles of Mules" event but not necessarily replicating it).
- ◇ **Seek grant funding to support and promote community events, arts initiatives, and other programs that preserve and celebrate community and cultural heritage**, including at least one ethnographic study by 2016 of cultural traditions stemming from the D&L Corridor's industrial and ethnic heritage (could be a summer internship).
- ◇ **Assess the needs of and coverage by existing oral history programs** by 2016 (could be a summer internship).
- ◇ Assess the needs of and coverage by existing **volunteer programs** maintained by partnering organizations, agencies, and communities by 2016.

*Historic view of Bethlehem Steel: "From ships to skyscrapers, Bethlehem Steel helped build a nation." (D&L Photo Gallery)*



Coplay's Saylor Park is devoted to the story of "liquid rock," a vital building material for the Industrial Revolution and honors the father of the American Portland Cement industry, David O. Saylor (1827-1884). The park preserves nine Schoefer vertical kilns (operated 1892-1904), with the Saylor Park & Cement Industry Museum built at their base, administered by the Lehigh County Historical Society. The land and kilns are a gift of the Coplay Cement Manufacturing Company. (D&L Photo Gallery)



### ***Goal 5: Encourage Partners***

*Encourage all partner organizations and communities to participate fully in Corridor initiatives, play effective roles in advancing Corridor goals, and leverage financial support to bring new vigor to the region's economy and assets.*

### ***Objectives***

From preceding goals and objectives:

- ◇ Complete the work plan for the William Penn Foundation to **support the D&L Trail Alliance** and toward making the trail a lasting proposition on an organizational basis, by 2014.
- ◇ **Convene trail leaders** across the region at least once by the close of 2016 (to share ideas and experiences, encourage regional awareness of best practices, and build supportive relationships among trail initiatives).
- ◇ Undertake a new comprehensive interpretive and wayfinding plan to guide a coordinated **corridor-wide interpretive presentation by D&L Corridor communities and partners** and to further leverage the **resources of the National Canal Museum**; complete the plan by the close of 2018.

- ◇ Continue the **Lehigh Valley Greenway Conservation Landscape Initiative**. (Note: work plans are developed in partnership with DCNR.)
- ◇ Continue the **Landmark Towns program**. By the close of 2015, expand this program to a Corridor-wide Trail Towns program. (For more on involving local governments and community organizations in advancing economic vitality, see Goal 4.)
- ◇ **Convene community leaders** across the region at least once by the close of 2016 (to share ideas and experiences, encourage regional awareness of best practices, and build supportive relationships among communities).
- ◇ Seek grant funding to allow the D&L Corridor organization to provide technical assistance, planning projects, and small grants to **stimulate leadership in historic preservation** by local governments, local organizations, and property owners.
- ◇ Seek grant funding to **support and promote community events, arts initiatives, and other programs** that preserve and celebrate community and cultural heritage, including at least one ethnographic study by 2016 of cultural traditions stemming from the D&L Corridor's industrial and ethnic heritage (could be a summer internship).
- ◇ Assess the needs of and coverage by **existing oral history programs** by 2016 (could be a summer internship).
- ◇ Assess the needs of and coverage by **existing volunteer programs** maintained by partnering organizations, agencies, and communities by 2016 (could be a summer internship or college class project; this may be superseded or supported by the Lehigh Valley Community Platform, <http://nccsweb.urban.org/communityplatform/lehighvalley/ourcommunity>).

Also:

- ◇ Continue to **count partnerships** on an annual basis for the Alliance of National Heritage Areas, aiming at minimum to maintain a base number of partnerships at the current level of 300 (formal and “relationships”). By 2016, **develop internal, qualitative measures** for understanding existing and new partners' capacities for supporting the D&L Corridor.
- ◇ Develop **effective relationships with state agencies**:
  - Maintain a strong relationship with the Pennsylvania Department of Conservation and Recreation.
  - Build a stronger relationship with the Pennsylvania Historical and Museum Commission.
  - Build a stronger relationship with PennDOT.
  - Build a relationship with the Pennsylvania Department of Environmental Protection.
- ◇ Develop **effective relationships with the National Park Service**:
  - Engage with the Delaware Water Gap National Recreation Area.
  - Engage with Steamtown National Historic Site.
  - (Engagement re interpretive planning is mentioned under

Although the major focus of the D&L Corridor is its post-Revolutionary War industrial heritage, the region nevertheless possesses one of the nation's most important Revolutionary War sites, Washington's Crossing State Park. ("Drum Corps," submitted by Mary Ryan, 2012 Photo Contest, honorable mention in the "My Community" category; D&L Photo Gallery)



"Education and Interpretation," goal and objectives above.)

## ***Goal 6: Build Long-term Sustainability***

*Build constituencies and accomplish projects that generate interest, investment, and momentum to sustain the Corridor over time.*

### ***Objectives***

- ◇ Organize **all messaging as a single, unified whole** by the end of 2014:
  - Create a single point of coordination for all communications by the close of 2013.
  - Create a **marketing plan for the D&L Trail** by the close of 2013 to increase its visibility as the last connections are made over the next five years (part of the work plan for the D&L Trail Alliance).
  - **Continue and expand recognition programs** that include volunteer activities, such as the annual dinner given by the D&L Corridor organization.
  - Create a **communications plan** by the close of 2014 to provide guidance to all public engagement activities of the D&L National Heritage Corridor. Include measures for evaluating the effectiveness and scope of public outreach. In particular, address coordination with resource development and marketing and promotion related to heritage tourism and events.
- ◇ Develop a **resource development work plan** with long-term and short-term elements and targets by the close of 2014. Include the following two elements:
  - Establish a **membership program** with proven value and widespread support as measured by numbers as well as dollars; have an enhanced membership program for the D&L Strategic Alliance operating as a single, unified whole (including software, staffing, accounting) by the end of 2013.



- Create **special services and joint campaigns** with at least one new sponsor per year (e.g., program being put in place with St. Luke's).
  - Establish a **Board of Directors' focus** on resource development and nonprofit leadership.
- ◇ Develop **measures of proficiency** based on the standards of excellence promulgated by the Pennsylvania Association of Nonprofit Organizations by 2014.
  - ◇ Complete a **plan by the close of 2016 for meeting all standards of excellence** of the Pennsylvania Association of Nonprofit Organizations over a period of time appropriate to the size of the D&L Corridor organization's budget and staff.
  - ◇ Undertake an **annual evaluation** to measure progress on the goals and strategies laid out in this plan, beginning by the close of 2014. Include highlights in the D&L Corridor's annual report. Include special attention to geographic coverage as an indicator (northern, central, southern).

## ALIGNING STAFFING AND OTHER RESOURCES TO ACCOMPLISH THIS MANAGEMENT PLAN

The D&L Corridor organization's staffing is robust compared to other National Heritage Areas, but so is its agenda and the scope of its partnerships and geographic region. As the first three years unfold from this point forward, it is clear that the organization will need to focus in particular on enhanced staff resources for education, interpretation (especially planning and outreach to partners), communications, and resource development.

The development of the strategic alliance between the D&L Corridor organization and the National Canal Museum has made some additional staff resources available to cover these needs. Hiring consultants for some well-defined products (e.g., the resource development plan) might prove more economical than a long-term staff commitment. Volunteers may also be an option, especially as the region is attractive for the baby boom generation that will have many skills and experiences to bring to volunteer positions.

Some of these needs might also be covered in part by the employment of summer graduate-level interns, perhaps through collaboration with the National Park Service, which has an extensive, well-planned summer hiring program. Other summer internships are also mentioned in this plan that are relevant to this idea: canal engineering assessment and preservation planning; ethnographic studies; oral history program assessment; volunteer program assessment. There may be many other specific, short-term initiatives that will be identified by additional planning by the D&L Corridor organization, interpretive partners, communities, and others. Though not without ongoing staff costs in terms of the organization's full-time personnel, it should be possible to attract high-quality interns for reasonable cost for well-defined projects. Planning must be undertaken well in advance of the summer hiring season (project design in fall, hiring announcements in winter, hiring in early spring at the



*"Sunset on the Delaware" from an August cruise submitted by Veronica Morton of Furlong, PA, to the 2009 Photo Contest, "The Nature of the Canal" category. (D&L Photo Gallery)*

latest) and so should be included in the existing staff's work plans to make sure such work is accounted for among all other responsibilities.

"Staff resources," therefore, should not necessarily be read as calling for more full-time permanent staffing. That said, it seems an inescapable conclusion that additional hiring will be needed at some point in the next three years, potentially two more full-time equivalent positions.

A number of areas in this plan clearly will require additional funding on top of staff resources. The D&L Trail cannot be completed without additional funds; nor can the canals be preserved; nor can the D&L Corridor organization make strategic grants to partners to encourage them and leverage local funds to support the Corridor's development. In order to make sure the resources are available when they are most needed and effective, it will be critical to undertake vigorous long-range financial planning for the organization – budgeting as well as resource development – using the most sophisticated software and accounting possible. Hard-nosed, realistic, and complete projections can do much to focus Board and staff time and energies where they are most needed, in terms of stretching dollars and raising more.

**Federal Public Laws Related to the  
Delaware & Lehigh National Heritage Corridor**

1. Authorized by Public Law 100-692, November 18, 1988
2. Amended by Public Law 105-355, Title IV, November 6, 1998
3. Amended by Public Law 108-199, Division H, Sec. 142, January 23, 2004
4. Amended by Public Law 111-11, Title VIII, Subtitle C, Section 8202, March 30, 2009
5. Amended by Public Law 113-6, Division F, Title IV, Section 1404(c), March 26, 2013



Public Law 100-692  
100th Congress

An Act

Nov. 18, 1988  
[H.R. 3957]

To establish the Delaware and Lehigh Navigation Canal National Heritage Corridor  
in the Commonwealth of Pennsylvania.

*Be it enacted by the Senate and House of Representatives of the  
United States of America in Congress assembled,*

Delaware and  
Lehigh  
Navigation  
Canal National  
Heritage  
Corridor Act of  
1988.  
Conservation.  
Cultural  
programs.  
Historic  
preservation.

**SECTION 1. SHORT TITLE.**

This Act may be cited as the "Delaware and Lehigh Navigation  
Canal National Heritage Corridor Act of 1988".

**SEC. 2. FINDINGS.**

Congress finds the following:

(1) The Delaware Canal, which opened for regular commercial  
navigation in 1834, provided an early and essential link in a  
4,000 mile national transportation route and helped to trans-  
form Pennsylvania from an agrarian region to the center of an  
industrialized society.

(2) The Canal served as the primary means for transporting  
coal and other bulk goods from the "Anthracite Region" of  
Pennsylvania to New York, New Jersey, Philadelphia, and  
other industrial centers as far away as Europe.

(3) As part of an elaborate national transportation system, the  
Delaware Canal and Lehigh Navigation Canal played a critical  
role in supplying our developing Nation with the coal that  
fueled its factories and heated its homes.

(4) The route of the Delaware Canal parallels stagecoach  
routes and the trails of the Lenni-Lenape Indians, and passes  
numerous 18th, 19th, and 20th century sites of national and  
State historical significance.

(5) In 1978, the Delaware Canal was declared a National  
Historic Landmark, and portions of the Lehigh Navigation  
Canal were placed on the National Register of Historic Places  
and designated a National Recreation Trail.

16 USC 461 note.

**SEC. 3. ESTABLISHMENT OF NATIONAL HERITAGE CORRIDOR; PURPOSE.**

(a) **ESTABLISHMENT.**—There is hereby established in the Common-  
wealth of Pennsylvania the Delaware and Lehigh Navigation Canal  
National Heritage Corridor (hereinafter in this Act referred to as  
the "Corridor").

(b) **PURPOSE.**—It is the purpose of this Act to provide a manage-  
ment framework to assist the Commonwealth and its political sub-  
divisions in developing and implementing integrated cultural,  
historical, and natural resource policies and programs that will  
preserve and interpret for the educational and inspirational benefit  
of present and future generations the unique and significant con-  
tributions to our national heritage of certain historic and cultural  
lands, waterways, and structures within and surrounding the Dela-  
ware and Lehigh Navigation Canal in the Commonwealth.

**SEC. 4. BOUNDARIES AND ADMINISTRATION.**

(a) **BOUNDARIES.**—The boundaries of the Corridor shall include those lands generally depicted on the map entitled “Delaware and Lehigh Navigation Canal National Heritage Corridor” numbered DELE-90,000 and dated August, 1988. The map shall be on file and available for public inspection in the offices of the Department of the Interior in Washington, District of Columbia, and the Pennsylvania Department of Environmental Resources. As soon as practical after the date of enactment of this Act, the Secretary of the Interior shall publish in the Federal Register a detailed description and map of the boundaries established under this subsection.

Public  
information.

Federal  
Register,  
publication.

(b) **ADMINISTRATION.**—The Corridor shall be administered in accordance with the provisions of this Act.

**SEC. 5. DELAWARE AND LEHIGH NAVIGATION CANAL NATIONAL HERITAGE CORRIDOR COMMISSION.**

(a) **ESTABLISHMENT.**—There is hereby established the Delaware and Lehigh Navigation Canal National Heritage Corridor Commission (hereinafter in this Act referred to as the “Commission”). The Commission shall assist appropriate Federal, State, and local authorities in the development and implementation of an integrated resource management plan for the Corridor.

(b) **MEMBERSHIP.**—The Commission shall be composed of 21 members appointed not later than 6 months after the date of enactment of this Act as follows:

(1) The Director of the National Park Service ex officio (or his delegate).

(2) 4 individuals appointed by the Secretary, after receiving recommendations from the Governor who shall represent the Pennsylvania Department of Environmental Resources, the Pennsylvania Historical and Museum Commission, the Pennsylvania Department of Commerce/Economic Development Partnership, and the Pennsylvania Department of Community Affairs.

(3) 8 representatives of local governments from the Commonwealth appointed by the Secretary, after receiving recommendations from the Governor, of whom 4 shall be representatives from the Lehigh Navigation Canal region and 4 shall be representatives from the Delaware Canal region.

(4) 8 individuals from the general public who are citizens of the Commonwealth appointed by the Secretary, after receiving recommendations from the Governor, who shall have knowledge and experience in appropriate fields of interest, relating to the preservation, use, and interpretation of the Corridor of whom 4 shall be residents of the Lehigh Navigation Canal region and 4 shall be residents of the Delaware Canal region. A vacancy in the Commission shall be filled in the manner in which the original appointment was made.

(c) **TERMS.**—Members of the Commission shall be appointed for terms of 3 years and may be reappointed.

(2) Any member appointed to fill a vacancy occurring before the expiration of the term for which his predecessor was appointed shall be appointed only for the remainder of such term. Any member of the Commission appointed for a definite term may serve after the expiration of his term until his successor has taken office.

(d) **COMPENSATION.**—Members of the Commission shall receive no pay on account of their service on the Commission, but while away

from their homes or regular places of business in the performance of services for the Commission, members of the Commission shall be allowed travel expenses, including per diem in lieu of subsistence, in the same manner as persons employed intermittently in the Government service are allowed expenses under section 5703 of title 5, United States Code.

(e) **CHAIRPERSON.**—The chairperson of the Commission shall be elected by the members of the Commission. The term of the chairperson shall be 2 years.

(f) **QUORUM.**—(1) 11 members of the Commission shall constitute a quorum, but a lesser number may hold hearings.

(2) The affirmative vote of not less than 6 members of the Commission shall be required to approve the budget of the Commission.

(g) **MEETINGS.**—The Commission shall hold its first meeting not later than 90 days after the date on which its members are appointed, and shall meet at least quarterly at the call of the chairperson or 6 of its members. Meetings of the Commission shall be subject to section 552b of title 5, United States Code (relating to open meetings).

#### **SEC. 6. STAFF OF THE COMMISSION.**

(a) **IN GENERAL.**—(1) The Commission shall have the power to appoint and fix the compensation of such staff as may be necessary to carry out its duties.

(2) **Staff appointed by the Commission—**

(A) shall be appointed subject to the provisions of title 5, United States Code, governing appointments in the competitive service; and

(B) shall be paid in accordance with the provisions of chapter 51 and subchapter III of chapter 53 of such title relating to classification and General Schedule pay rates.

(b) **EXPERTS AND CONSULTANTS.**—Subject to such rules as may be adopted by the Commission, the Commission may procure temporary and intermittent services to the same extent as is authorized by section 3109(b) of title 5, United States Code, but at rates determined by the Commission to be reasonable.

(c) **STAFF OF OTHER AGENCIES.**—(1) Upon request of the Commission, the head of any Federal agency may detail, on a reimbursable basis, any of the personnel of such agency to the Commission to assist the Commission in carrying out the Commission's duties.

(2) The Commission may accept the services of personnel detailed from the Commonwealth and any political subdivision thereof, and may reimburse the Commonwealth or such political subdivision for those services.

#### **SEC. 7. POWERS OF COMMISSION.**

(a) **HEARINGS.**—(1) The Commission may hold such hearings, sit and act at such times and places, take such testimony, and receive such evidence, as the Commission considers appropriate.

(2) The Commission may not issue subpoenas or exercise any subpoena authority.

(b) **POWERS OF MEMBERS AND AGENTS.**—Any member or agent of the Commission, if so authorized by the Commission, may take any action which the Commission is authorized to take by this Act.

(c) **ADMINISTRATIVE SUPPORT SERVICES.**—The Administrator of the General Services Administration shall provide to the Commission,



on a reimbursable basis, such administrative support services as the Commission may request.

(d) **MAILS.**—The Commission may use the United States mails in the same manner and under the same conditions as other departments and agencies of the United States.

(e) **USE OF FUNDS TO OBTAIN MONEY.**—The Commission may use its funds to obtain money from any source under any program or law requiring the recipient of such money to make a contribution in order to receive such money.

(f) **GIFTS.**—(1) Except as provided in subsection (g)(2)(B), the Commission may, for purposes of carrying out its duties, seek, accept, and dispose of gifts, bequests, or donations of money, personal property, or services, received from any source.

(2) For purposes of section 170(c) of the Internal Revenue Code of 1986, any gift to the Commission shall be deemed to be a gift to the United States.

(g) **ACQUISITION OF REAL PROPERTY.**—(1) Except as provided in paragraph (2) and except with respect to any leasing of facilities under subsection (c), the Commission may not acquire any real property or interest in real property.

(2) Subject to paragraph (3), the Commission may acquire real property, or interests in real property, in the Corridor—

(A) by gift or devise; or

(B) by purchase from a willing seller with money which was given or bequeathed to the Commission on the condition that such money would be used to purchase real property, or interests in real property, in the Corridor.

(3) Any real property or interest in real property acquired by the Commission under paragraph (2) shall be conveyed by the Commission to an appropriate public agency, as determined by the Commission. Any such conveyance shall be made—

(A) as soon as practicable after such acquisition;

(B) without consideration; and

(C) on the condition that the real property or interest in real property so conveyed is used for public purposes.

(h) **COOPERATIVE AGREEMENTS.**—For purposes of carrying out the plan, the Commission may enter into cooperative agreements with the Commonwealth, with any political subdivision of the Commonwealth, or with any person. Any such cooperative agreement shall, at a minimum, establish procedures for providing notice to the Commission of any action proposed by the Commonwealth, such political subdivision, or such person which may affect the implementation of the Plan.

(i) **ADVISORY GROUPS.**—The Commission may establish such advisory groups as it deems necessary to ensure open communication with, and assistance from, the Commonwealth, political subdivisions of the Commonwealth, and interested persons.

#### SEC. 8. DUTIES OF THE COMMISSION.

(a) **PREPARATION OF PLAN.**—Within 2 years after the Commission conducts its first meeting, it shall submit to the Secretary of the Interior a Cultural Heritage and Corridor Management Plan. The Plan shall be based on existing Federal, Commonwealth, and local plans, but shall coordinate those plans and present a unified historic preservation and interpretation plan for the Corridor. The Plan shall—

(1) provide an inventory which includes any property in the Corridor which should be preserved, restored, managed, developed, maintained, or acquired because of its national historic or cultural significance;

(2) develop an historic interpretation plan to interpret the history of the Canal and its surrounding area;

(3) recommend policies for resource management which consider and detail the application of appropriate land and water management techniques, including the development of intergovernmental cooperative agreements, that will protect the Corridor's historical, cultural, scenic, and natural resources in a manner consistent with supporting appropriate and compatible economic revitalization efforts;

(4) detail the ways in which local, Commonwealth, and Federal programs may best be coordinated to promote the purposes of this Act; and

(5) contain a program for implementation of the Plan by the Commonwealth and its political subdivisions.

(b) **IMPLEMENTATION OF PLAN.**—After review and approval of the Plan by the Secretary of the Interior as provided in section 10(a), the Commission shall implement the Plan by taking appropriate steps to preserve and interpret the historic resources of the Canal and its surrounding area, and to support public and private efforts in economic revitalization consistent with the goals of the Plan. These steps may include, but need not be limited to—

(1) assisting the Commonwealth in preserving the Canal;

(2) assisting the Commonwealth and local governments in designing, establishing, and maintaining visitor centers and other interpretive exhibits in the Corridor;

(3) assisting in increasing public awareness of and appreciation for the historical, architectural, and geological resources and sites in the Corridor;

(4) assisting the Commonwealth, local governments, and non-profit organizations in the restoration of any historic building in the Corridor;

(5) encouraging by appropriate means enhanced economic and industrial development in the Corridor consistent with the goals of the Plan;

(6) encouraging local governments to adopt land use policies consistent with the management of the Corridor and the goals of the Plan, and to take actions to implement those policies; and

(7) ensuring that clear, consistent signs identifying access points and sites of interest are put in place throughout the Corridor.

#### **SEC. 9. TERMINATION OF COMMISSION.**

(a) **TERMINATION.**—Except as provided in subsection (b), the Commission shall terminate on the day occurring 5 years after the date of the enactment of this Act.

(b) **EXTENSIONS.**—The Commission may be extended for a period of not more than 5 years beginning on the day of termination referred to in subsection (a) if, not later than 180 days before such day—

(1) the Commission determines such extension is necessary in order to carry out the purpose of this Act;

(2) the Commission submits such proposed extension to the Committee on Interior and Insular Affairs of the United States

House of Representatives and to the Committee on Energy and Natural Resources of the United States Senate; and

(3) the Secretary approves such extension.

#### SEC. 10. DUTIES OF THE SECRETARY.

(a) **APPROVAL OF PLAN.**—The Secretary of the Interior shall approve or disapprove a Plan submitted to him under this Act by the Commission not later than 60 days after he receives such Plan. The Secretary shall approve a Plan submitted to him if—

(1) he finds that the Plan, if implemented, would adequately protect the significant historical and cultural resources of the Corridor while providing adequate and appropriate outdoor recreational opportunities and economic activities within the Corridor;

(2) he determines that the Commission held public hearings and provided adequate opportunity for public and governmental involvement in the preparation of the Plan; and

(3) he receives adequate assurances from appropriate Commonwealth officials that the recommended implementation program identified in the Plan will be initiated within a reasonable time after the date of approval of the Plan, and that such implementation program will ensure effective implementation of the State and local aspects of the Plan.

(b) **DISAPPROVAL OF PLAN.**—If the Secretary disapproves a Plan submitted to him by the Commission, he shall advise the Commission in writing of the reasons therefore and shall make recommendations for revisions in the Plan. The Commission shall within 90 days of receipt of such notice of disapproval revise and resubmit the plan to the Secretary who shall approve or disapprove a proposed revision within 60 days after the date it is submitted to him.

(c) **INTERPRETIVE MATERIALS.**—Following approval of the Plan as provided under subsection (a), the Secretary shall assist the Commission in designing and producing interpretive materials based on the Plan. Such materials may include—

(1) guide brochures for exploring the Corridor by automobile, train, bicycle, boat, or foot;

(2) indoor and outdoor visitor displays, which may include video presentations, at several locations along the Corridor; and

(3) a mobile display describing the history of the Corridor, to be used in the Corridor, public buildings, libraries, and schools.

(d) **TECHNICAL ASSISTANCE.**—The Secretary of the Interior shall, upon the request of the Commission, provide technical assistance to the Commission in the preparation and implementation of the Plan.

#### SEC. 11. DUTIES OF OTHER FEDERAL ENTITIES.

Any Federal entity conducting or supporting activities directly affecting the flow of the Canal or the natural resources of the Corridor shall—

(1) consult with the Secretary and the Commission with respect to such activities;

(2) cooperate with the Secretary and the Commission in carrying out their duties under this Act and, to the maximum extent practicable, coordinate such activities with the carrying out of such duties; and



(3) to the maximum extent practicable, conduct or support such activities in a manner consistent with the Plan and the provisions of this Act.

#### SEC. 12. AUTHORIZATION OF APPROPRIATIONS.

(a) **COMMISSION.**—There is authorized to be appropriated annually to the Commission to carry out its duties under this Act \$350,000, except that the Federal contribution to the Commission shall not exceed 50 percent of the annual costs to the Commission in carrying out those duties.

(b) **SECRETARY.**—There are authorized to be appropriated annually to the Secretary such sums as may be necessary to carry out his duties under this Act.

#### SEC. 13. DEFINITIONS.

For purposes of this Act—

(1) the term “Canal” means the Delaware and Lehigh Navigation Canal;

(2) the term “Commission” means the Delaware and Lehigh Navigation Canal National Heritage Corridor Commission established under section 5(a);

(3) the term “Commonwealth” means the Commonwealth of Pennsylvania;

(4) the term “Corridor” means the Delaware and Lehigh Navigation Canal National Heritage Corridor established under section 3(a);

(5) the term “Plan” means the Cultural Heritage and Corridor Management Plan to be prepared by the Commission pursuant to section 8(a); and

(6) the term “Secretary” means the Secretary of the Interior.

Approved November 18, 1988.

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#### LEGISLATIVE HISTORY—H.R. 3957:

HOUSE REPORTS: No. 100-906 (Comm. on Interior and Insular Affairs).  
CONGRESSIONAL RECORD, Vol. 134 (1988):

Sept. 13, considered and passed House.

Oct. 14, considered and passed Senate, amended.

Oct. 19, House concurred in certain Senate amendments and disagreed to another.

Oct. 20, Senate receded from its amendment.

(b) **PURPOSE OF CENTER.**—The purpose of the Tuskegee Airmen National Center shall be to extend the ability to relate more fully the story of the Tuskegee Airmen at Moton Field. The center shall provide for a Tuskegee Airmen Memorial, shall provide large exhibit space for the display of period aircraft and equipment used by the Tuskegee Airmen, and shall house a Tuskegee University Department of Aviation Science. The Secretary shall insure that interpretive programs for visitors benefit from the University's active pilot training instruction program, and the historical continuum of flight training in the tradition of the Tuskegee Airmen. The Secretary is authorized to permit the Tuskegee University Department of Aviation Science to occupy historic buildings within the Moton Field complex until the Tuskegee Airmen National Center has been completed.

Deadline.

(c) **REPORT.**—Within 1 year after the date of the enactment of this Act, the Secretary, in consultation with Tuskegee University and the Tuskegee Airmen, shall prepare a report on the partnership needed to develop the Tuskegee Airmen National Center, and submit the report to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate.

(d) **TIME FOR AGREEMENT.**—Sixty days after the report required by subsection (c) is submitted to Congress, the Secretary may enter into the cooperative agreement under this section with Tuskegee University, and other interested partners, to implement the development and operation of the Tuskegee Airmen National Center.

Deadline.

#### **SEC. 305. GENERAL MANAGEMENT PLAN.**

Within 2 complete fiscal years after funds are first made available to carry out this title, the Secretary shall prepare, in consultation with Tuskegee University, a general management plan for the historic site and shall submit the plan to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate.

#### **SEC. 306. AUTHORIZATION OF APPROPRIATIONS.**

There are authorized to be appropriated to the Secretary to carry out this title, \$29,114,000.

16 USC 461 note  
[table].

## **TITLE IV—DELAWARE AND LEHIGH NATIONAL HERITAGE CORRIDOR OF PENNSYLVANIA**

#### **SEC. 401. CHANGE IN NAME OF HERITAGE CORRIDOR.**

The Delaware and Lehigh Navigation Canal National Heritage Corridor Act of 1988 (Public Law 100–692; 102 Stat. 4552; 16 U.S.C. 461 note) is amended by striking “Delaware and Lehigh Navigation Canal National Heritage Corridor” each place it appears (except section 4(a)) and inserting “Delaware and Lehigh National Heritage Corridor”.

#### **SEC. 402. PURPOSE.**

Section 3(b) of such Act (102 Stat. 4552) is amended as follows:

(1) By inserting after “subdivisions” the following: “in enhancing economic development within the context of preservation and”.

(2) By striking “and surrounding the Delaware and Lehigh Navigation Canal in the Commonwealth” and inserting “the Corridor”.

**SEC. 403. CORRIDOR COMMISSION.**

(a) MEMBERSHIP.—Section 5(b) of such Act (102 Stat. 4553) is amended as follows:

(1) In the matter preceding paragraph (1), by striking “appointed not later than 6 months after the date of the enactment of this Act”.

(2) By striking paragraph (2) and inserting the following: “(2) three individuals appointed by the Secretary upon consideration of individuals recommended by the Governor, of whom—

“(A) one shall represent the Pennsylvania Department of Conservation and Natural Resources;

“(B) one shall represent the Pennsylvania Department of Community and Economic Development; and

“(C) one shall represent the Pennsylvania Historical and Museum Commission.”.

(3) In paragraph (3), by striking “the Secretary, after receiving recommendations from the Governor, of whom” and all that follows through “Delaware Canal region” and inserting the following: “the Secretary upon consideration of individuals recommended by the Governor, of whom—

“(A) one shall represent a city, one shall represent a borough, and one shall represent a township; and

“(B) one shall represent each of the 5 counties of Luzerne, Carbon, Lehigh, Northampton, and Bucks in Pennsylvania”.

(4) In paragraph (4)—

(A) By striking “8 individuals” and inserting “nine individuals”.

(B) By striking “the Secretary, after receiving recommendations from the Governor, who shall have” and all that follows through “Canal region. A vacancy” and inserting the following: “the Secretary upon consideration of individuals recommended by the Governor, of whom—

“(A) three shall represent the northern region of the Corridor;

“(B) three shall represent the middle region of the Corridor; and

“(C) three shall represent the southern region of the Corridor.

A vacancy”.

(b) TERMS.—Section 5 of such Act (102 Stat. 4553) is amended by striking subsection (c) and inserting the following:

“(c) TERMS.—The following provisions shall apply to a member of the Commission appointed under paragraph (3) or (4) of subsection (b):

“(1) LENGTH OF TERM.—The member shall be appointed for a term of 3 years.

“(2) CARRYOVER.—The member shall serve until a successor is appointed by the Secretary.

“(3) REPLACEMENT.—If the member resigns or is unable to serve due to incapacity or death, the Secretary shall appoint, not later than 60 days after receiving a nomination of the

Deadline.



appointment from the Governor, a new member to serve for the remainder of the term.

“(4) TERM LIMITS.—A member may serve for not more than 6 years.”.

**SEC. 404. POWERS OF CORRIDOR COMMISSION.**

(a) CONVEYANCE OF REAL ESTATE.—Section 7(g)(3) of such Act (102 Stat. 4555) is amended in the first sentence by inserting “or nonprofit organization” after “appropriate public agency”.

(b) COOPERATIVE AGREEMENTS.—Section 7(h) of such Act (102 Stat. 4555) is amended as follows:

(1) In the first sentence, by inserting “any nonprofit organization,” after “subdivision of the Commonwealth,”.

(2) In the second sentence, by inserting “such nonprofit organization,” after “such political subdivision,”.

**SEC. 405. DUTIES OF CORRIDOR COMMISSION.**

Section 8(b) of such Act (102 Stat. 4556) is amended in the matter preceding paragraph (1) by inserting “, cultural, natural, recreational, and scenic” after “interpret the historic”.

**SEC. 406. TERMINATION OF CORRIDOR COMMISSION.**

Section 9(a) of such Act (102 Stat. 4556) is amended by striking “on the day occurring 5 years after the date of the enactment of this Act” and inserting “on November 18, 2003”.

**SEC. 407. DUTIES OF OTHER FEDERAL ENTITIES.**

Section 11 of such Act (102 Stat. 4557) is amended in the matter preceding paragraph (1) by striking “the flow of the Canal or the natural” and inserting “directly affecting the purposes of the Corridor”.

**SEC. 408. AUTHORIZATION OF APPROPRIATIONS.**

(a) COMMISSION.—Section 12(a) of such Act (102 Stat. 4558) is amended by striking “\$350,000” and inserting “\$1,000,000”.

(b) MANAGEMENT ACTION PLAN.—Section 12 of such Act (102 Stat. 4558) is amended by adding at the end the following:

“(c) MANAGEMENT ACTION PLAN.—

“(1) IN GENERAL.—To implement the management action plan created by the Commission, there is authorized to be appropriated \$1,000,000 for each of fiscal years 2000 through 2007.

“(2) LIMITATION ON EXPENDITURES.—Amounts made available under paragraph (1) shall not exceed 50 percent of the costs of implementing the management action plan.”.

**SEC. 409. LOCAL AUTHORITY AND PRIVATE PROPERTY.**

Such Act is further amended—

(1) by redesignating section 13 (102 Stat. 4558) as section 14; and

(2) by inserting after section 12 the following:

**“SEC. 13. LOCAL AUTHORITY AND PRIVATE PROPERTY.**

“The Commission shall not interfere with—

“(1) the private property rights of any person; or

“(2) any local zoning ordinance or land use plan of the Commonwealth of Pennsylvania or any political subdivision of Pennsylvania.”.

**SEC. 410. DUTIES OF THE SECRETARY.**

Section 10 of such Act (102 Stat. 4557) is amended by striking subsection (d) and inserting the following:

“(d) **TECHNICAL ASSISTANCE AND GRANTS.**—The Secretary, upon request of the Commission, is authorized to provide grants and technical assistance to the Commission or units of government, nonprofit organizations, and other persons, for development and implementation of the Plan.”.

**TITLE V—OTHER MATTERS****SEC. 501. BLACKSTONE RIVER VALLEY NATIONAL HERITAGE CORRIDOR, MASSACHUSETTS AND RHODE ISLAND.**

Section 10(b) of the Act entitled “An Act to establish the Blackstone River Valley National Heritage Corridor in Massachusetts and Rhode Island”, approved November 10, 1986 (Public Law 99–647; 16 U.S.C. 461 note), is amended by striking “For fiscal year 1996, 1997, and 1998,” and inserting “For fiscal years 1998, 1999, and 2000,”.

**SEC. 502. ILLINOIS AND MICHIGAN CANAL NATIONAL HERITAGE CORRIDOR, ILLINOIS.**

(a) **EXTENSION OF COMMISSION.**—Section 111(a) of the Illinois and Michigan Canal National Heritage Corridor Act of 1984 (Public Law 98–398; 98 Stat. 1456; 16 U.S.C. 461 note) is amended by striking “ten” and inserting “20”.

(b) **REPEAL OF EXTENSION AUTHORITY.**—Section 111 of such Act (16 U.S.C. 461 note) is further amended—

- (1) by striking “(a) **TERMINATION.**—”; and
- (2) by striking subsection (b).

**SEC. 503. WASATCH-CACHE NATIONAL FOREST AND MOUNT NAOMI WILDERNESS, UTAH.**

16 USC 1132  
note [table].

(a) **BOUNDARY ADJUSTMENT.**—To correct a faulty land survey, the boundaries of the Wasatch-Cache National Forest in the State of Utah and the boundaries of the Mount Naomi Wilderness, which is located within the Wasatch-Cache National Forest and was established as a component of the National Wilderness Preservation System in section 102(a)(1) of the Utah Wilderness Act of 1984 (Public Law 98–428; 98 Stat. 1657), are hereby modified to exclude the parcel of land known as the D. Hyde property, which encompasses an area of cultivation and private use, as generally depicted on the map entitled “D. Hyde Property Section 7 Township 12 North Range 2 East SLB & M”, dated July 23, 1998.

(b) **LAND CONVEYANCE.**—The Secretary of Agriculture shall convey to Darrell Edward Hyde of Cache County, Utah, all right, title, and interest of the United States in and to the parcel of land identified in subsection (a). As part of the conveyance, the Secretary shall release, on behalf of the United States, any claims of the United States against Darrell Edward Hyde for trespass or unauthorized use of the parcel before its conveyance.

Darrell Edward  
Hyde.

(c) **WILDERNESS ADDITION.**—To prevent any net loss of wilderness within the State of Utah, the boundaries of the Mount Naomi Wilderness are hereby modified to include a parcel of land comprising approximately 7.25 acres, identified as the “Mount Naomi

is amended by striking “any other governmental land management entity” and inserting “any other land management entity”.

SEC. 141. Effective as of November 18, 2003, section 9 of Public Law 100–692 (102 Stat. 4556; 16 U.S.C. 461 note.) is amended to read as follows:

Effective date.

**“SEC. 9. TERMINATION OF COMMISSION.**

16 USC 461 note.

“The Commission shall terminate on November 18, 2007.”.

SEC. 142. Title IV of Public Law 108–108 is amended in section 403(b)(4) by striking “75–5–703(10)(b)” and inserting “75–5–703(10)(c)”.

117 Stat. 1319.

SEC. 143. Public Law 108–108 is amended under the heading “Indian Health Service, Indian Health Services” by striking “(d) \$2,000,000 for the Alaska Federation of Natives sobriety and wellness program for competitive merit-based grants:” and inserting “(d) \$2,000,000 for RuralCap for alcohol treatment and related transitional housing for homeless chronic inebriates in Anchorage, Alaska.”.

117 Stat. 1294.

SEC. 144. Public Law 108–108 is hereby amended by adding at the end of section 344 the following:

117 Stat. 1318.

“(c) EXEMPTIONS.—The requirements of this section shall not apply to amounts in this Act designated as emergency requirements pursuant to section 502 of H. Con. Res. 95 (108th Congress), the concurrent resolution on the budget for fiscal year 2004.

“(d) INDIAN LAND AND WATER CLAIM SETTLEMENTS.—Under the heading ‘Bureau of Indian Affairs, Indian Land and Water Claim Settlements and Miscellaneous Payments to Indians’, the across-the-board rescission in this section, and any subsequent across-the-board rescission for fiscal year 2004, shall apply only to the first dollar amount in the paragraph and the distribution of the rescission shall be at the discretion of the Secretary of the Interior who shall submit a report on such distribution and the rationale therefor to the House and Senate Committees on Appropriations.”.

Applicability.  
Reports.

SEC. 145. THEODORE ROOSEVELT NATIONAL WILDLIFE REFUGE.  
(a) DEFINITIONS.—In this section:

Mississippi.  
16 USC 668dd  
note.

(1) COUNTY.—The term “county” means each of the counties of Leflore, Holmes, Humphreys, Sharkey, Warren, and Washington in the State.

(2) REFUGE.—The term “Refuge” means the Theodore Roosevelt National Wildlife Refuge established under subsection (b).

(3) SECRETARY.—The term “Secretary” means the Secretary of the Interior.

(4) STATE.—The term “State” means the State of Mississippi.

(b) ESTABLISHMENT.—The Secretary shall establish the Theodore Roosevelt National Wildlife Refuge, consisting of approximately 6,600 acres of land that—

(1) as of the date of enactment of this Act, is owned by the United States;

(2) was formerly in the inventory of the United States Department of Agriculture; and

(3) is located in the counties.

(c) MAP.—As soon as practicable after the date of enactment of this Act, the Secretary shall prepare a map depicting the boundaries of the Refuge.



“(2) EVALUATION.—An evaluation conducted under paragraph (1)(A) shall—

“(A) assess the progress of the management entity with respect to—

“(i) accomplishing the purposes of this title for the Corridor; and

“(ii) achieving the goals and objectives of the management plan for the Corridor;

“(B) analyze the Federal, State, local, and private investments in the Corridor to determine the leverage and impact of the investments; and

“(C) review the management structure, partnership relationships, and funding of the Corridor for purposes of identifying the critical components for sustainability of the Corridor.

“(3) REPORT.—

“(A) IN GENERAL.—Based on the evaluation conducted under paragraph (1)(A), the Secretary shall prepare a report that includes recommendations for the future role of the National Park Service, if any, with respect to the Corridor.

“(B) REQUIRED ANALYSIS.—If the report prepared under subparagraph (A) recommends that Federal funding for the Corridor be reauthorized, the report shall include an analysis of—

“(i) ways in which Federal funding for the Corridor may be reduced or eliminated; and

“(ii) the appropriate time period necessary to achieve the recommended reduction or elimination.

“(C) SUBMISSION TO CONGRESS.—On completion of the report, the Secretary shall submit the report to—

“(i) the Committee on Energy and Natural Resources of the Senate; and

“(ii) the Committee on Natural Resources of the House of Representatives.”

(c) AUTHORIZATION OF APPROPRIATIONS.—Section 109(a) of the Quinebaug and Shetucket Rivers Valley National Heritage Corridor Act of 1994 (16 U.S.C. 461 note; Public Law 103–449) is amended by striking “\$10,000,000” and inserting “\$15,000,000”.

#### **SEC. 8202. DELAWARE AND LEHIGH NATIONAL HERITAGE CORRIDOR.**

The Delaware and Lehigh National Heritage Corridor Act of 1988 (16 U.S.C. 461 note; Public Law 100–692) is amended—

(1) in section 9—

(A) by striking “The Commission” and inserting the following:

“(a) IN GENERAL.—The Commission”; and

(B) by adding at the end the following:

“(b) CORPORATION AS LOCAL COORDINATING ENTITY.—Beginning on the date of enactment of the Omnibus Public Land Management Act of 2009, the Corporation shall be the local coordinating entity for the Corridor.

“(c) IMPLEMENTATION OF MANAGEMENT PLAN.—The Corporation shall assume the duties of the Commission for the implementation of the Plan.

“(d) USE OF FUNDS.—The Corporation may use Federal funds made available under this Act—

Effective date.

“(1) to make grants to, and enter into cooperative agreements with, the Federal Government, the Commonwealth, political subdivisions of the Commonwealth, nonprofit organizations, and individuals;

“(2) to hire, train, and compensate staff; and

“(3) to enter into contracts for goods and services.

“(e) RESTRICTION ON USE OF FUNDS.—The Corporation may not use Federal funds made available under this Act to acquire land or an interest in land.”;

(2) in section 10—

(A) in the first sentence of subsection (c), by striking “shall assist the Commission” and inserting “shall, on the request of the Corporation, assist”;

(B) in subsection (d)—

(i) by striking “Commission” each place it appears and inserting “Corporation”;

(ii) by striking “The Secretary” and inserting the following:

“(1) IN GENERAL.—The Secretary”; and

(iii) by adding at the end the following:

“(2) COOPERATIVE AGREEMENTS.—The Secretary may enter into cooperative agreements with the Corporation and other public or private entities for the purpose of providing technical assistance and grants under paragraph (1).

“(3) PRIORITY.—In providing assistance to the Corporation under paragraph (1), the Secretary shall give priority to activities that assist in—

“(A) conserving the significant natural, historic, cultural, and scenic resources of the Corridor; and

“(B) providing educational, interpretive, and recreational opportunities consistent with the purposes of the Corridor.”; and

(C) by adding at the end the following:

“(e) TRANSITION MEMORANDUM OF UNDERSTANDING.—The Secretary shall enter into a memorandum of understanding with the Corporation to ensure—

“(1) appropriate transition of management of the Corridor from the Commission to the Corporation; and

“(2) coordination regarding the implementation of the Plan.”;

(3) in section 11, in the matter preceding paragraph (1), by striking “directly affecting”;

(4) in section 12—

(A) in subsection (a), by striking “Commission” each place it appears and inserting “Corporation”;

(B) in subsection (c)(1), by striking “2007” and inserting “2012”; and

(C) by adding at the end the following:

“(d) TERMINATION OF ASSISTANCE.—The authority of the Secretary to provide financial assistance under this Act terminates on the date that is 5 years after the date of enactment of this subsection.”; and

(5) in section 14—

(A) by redesignating paragraphs (4), (5), and (6) as paragraphs (5), (6), and (7), respectively; and

(B) by inserting after paragraph (3) the following:

Definition.

“(4) the term ‘Corporation’ means the Delaware & Lehigh National Heritage Corridor, Incorporated, an organization described in section 501(c)(3), and exempt from Federal tax under section 501(a), of the Internal Revenue Code of 1986;”.

**SEC. 8203. ERIE CANALWAY NATIONAL HERITAGE CORRIDOR.**

The Erie Canalway National Heritage Corridor Act (16 U.S.C. 461 note; Public Law 106–554) is amended—

(1) in section 804—

(A) in subsection (b)—

(i) in the matter preceding paragraph (1), by striking “27” and inserting “at least 21 members, but not more than 27”;

(ii) in paragraph (2), by striking “Environment” and inserting “Environmental”; and

(iii) in paragraph (3)—

(I) in the matter preceding subparagraph (A), by striking “19”;

(II) by striking subparagraph (A);

(III) by redesignating subparagraphs (B) and (C) as subparagraphs (A) and (B), respectively;

(IV) in subparagraph (B) (as redesignated by subclause (III)), by striking the second sentence; and

(V) by inserting after subparagraph (B) (as redesignated by subclause (III)) the following:

“(C) The remaining members shall be—

“(i) appointed by the Secretary, based on recommendations from each member of the House of Representatives, the district of which encompasses the Corridor; and

“(ii) persons that are residents of, or employed within, the applicable congressional districts.”;

(B) in subsection (f), by striking “Fourteen members of the Commission” and inserting “A majority of the serving Commissioners”;

(C) in subsection (g), by striking “14 of its members” and inserting “a majority of the serving Commissioners”;

(D) in subsection (h), by striking paragraph (4) and inserting the following:

“(4)(A) to appoint any staff that may be necessary to carry out the duties of the Commission, subject to the provisions of title 5, United States Code, relating to appointments in the competitive service; and

“(B) to fix the compensation of the staff, in accordance with the provisions of chapter 51 and subchapter III of chapter 53 of title 5, United States Code, relating to the classification of positions and General Schedule pay rates;”;

(E) in subsection (j), by striking “10 years” and inserting “15 years”;

(2) in section 807—

(A) in subsection (e), by striking “with regard to the preparation and approval of the Canalway Plan”; and

(B) by adding at the end the following:

“(f) OPERATIONAL ASSISTANCE.—Subject to the availability of appropriations, the Superintendent of Saratoga National Historical Park may, on request, provide to public and private organizations



	SEC. 1404. (a) Division II of Public Law 104-333 (16 U.S.C. 461 note) is amended in each of sections 107, 208, 310, 408, 507, 607, 707, 809, and 910, by striking “2012” and inserting “2013”.
Effective date.	(b) Effective on October 12, 2012, section 7 of Public Law 99-647, as amended by section 702(d) of Public Law 109-338 and section 1767 of Public Law 112-10, is further amended by striking “the date” and all that follows and inserting “September 30, 2013”.
16 USC 461 note.	(c) Section 12 of Public Law 100-692 (16 U.S.C. 461 note) is amended—
	(1) in subsection (c)(1), by striking “2012” and inserting “2013”; and
	(2) in subsection (d), by striking “the date that is 5 years after the date of enactment of this sub section” and inserting “September 30, 2013”.
	(d) Section 108 of Public Law 106-278 (16 U.S.C. 461 note) is amended by striking “2012” and inserting “2013”.
	SEC. 1405. Notwithstanding section 1101, the levels for the following appropriations of the Environmental Protection Agency shall be:
	(a) \$785,291,000 for “Science and Technology”;
	(b) \$2,651,440,000 for “Environmental Programs and Management”;
Applicability.	(c) \$1,176,431,000 for “Hazardous Substance Superfund”: <i>Provided</i> , That the matter under such heading in division E of Public Law 112-74 shall be applied to funds appropriated by this division as follows: by substituting “\$1,176,431,000” for “\$1,215,753,000” the second place it appears; and by substituting “September 30, 2012” for “September 30, 2011”; and
Applicability.	(d) \$3,579,094,000 for “State and Tribal Assistance Grants”: <i>Provided</i> , That the amounts included under such heading in division E of Public Law 112-74 shall be applied to fund appropriated by this division as follows: by substituting “\$1,451,791,000” for “\$1,468,806,000”; by substituting “\$908,713,000” for “\$919,363,000”; and by substituting “\$19,952,000” for “\$30,000,000”.
Rescissions.	SEC. 1406. (a) Of the unobligated balances available to the Environmental Protection Agency under the following headings from prior appropriation Acts, the following amounts are rescinded:
	(1) “Hazardous Substance Superfund”, \$15,000,000.
	(2) “State and Tribal Assistance Grants”, \$35,000,000, as follows:
	(A) \$10,000,000 from unobligated Brownfields balances.
	(B) \$5,000,000 from unobligated categorical grant balances.
	(C) \$10,000,000 from unobligated Drinking Water State Revolving Funds balances.
	(D) \$10,000,000 from unobligated Clean Water State Revolving Funds balances.
	(b) No amounts may be rescinded under subsection (a) from amounts that were designated by the Congress as an emergency requirement pursuant to a concurrent resolution on the budget or the Balanced Budget and Emergency Deficit Control Act of 1985.
	SEC. 1407. Notwithstanding subsection (d)(2) of section 33 of the Federal Insecticide, Fungicide, and Rodenticide Act (7 U.S.C. 136w-8), the Administrator of the Environmental Protection Agency may assess pesticide registration service fees under such section for fiscal year 2013.



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