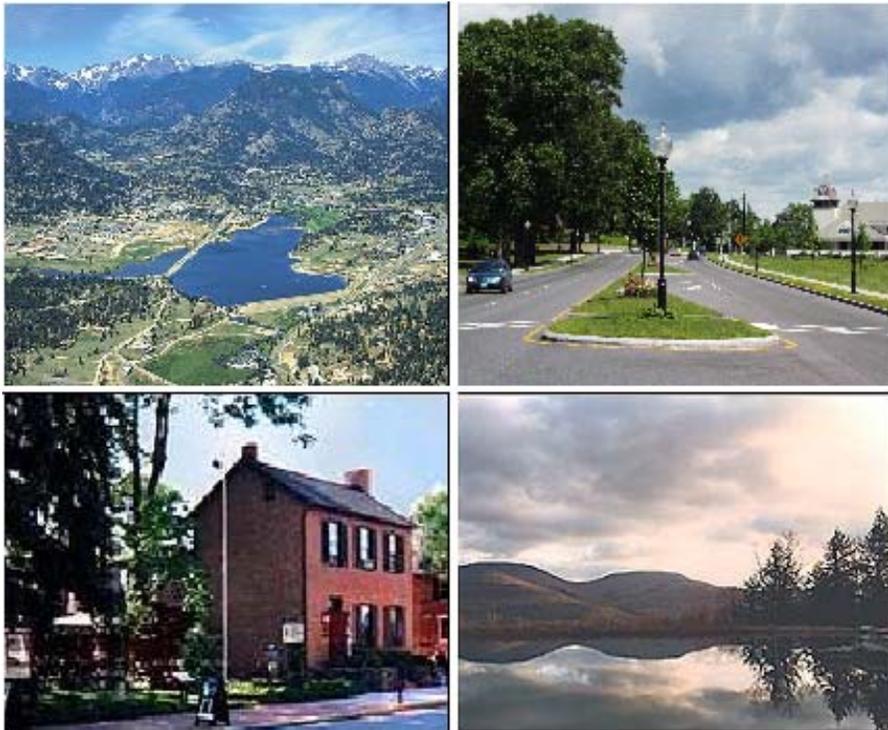


SUMMARY & ANALYSIS OF SIMILAR INITIATIVES FOR PARK-COMMUNITY ECONOMIC DEVELOPMENT

Volume 5

A Guidebook Published for Cattaraugus County's Smart Development for Quality Communities Series



PREPARED FOR

**CATTARAUGUS COUNTY LEGISLATURE'S
ALLEGANY STATE PARK PERIMETER STUDY**

PREPARED BY

CATTARAUGUS COUNTY DEPARTMENT OF ECONOMIC DEVELOPMENT, PLANNING AND TOURISM

and

T H E S A R A T O G A A S S O C I A T E S



LANDSCAPE ARCHITECTS, ARCHITECTS, ENGINEERS, AND PLANNERS, P.C.

July 31, 2001

© Cattaraugus County



COUNTY LEGISLATURE

GERARD J. FITZPATRICK
Chairman

303 Court Street
Little Valley, New York 14755

July 31, 2001

Members, Cattaraugus County Legislature
Economic Development and Planning Agencies
Municipalities, Businesses and Citizens

Dear Colleagues:

We are fortunate to have Allegany State Park in Cattaraugus County. The 65,000 acres inside the park present nature at its best, attracting an average of 1.5 million people every year. The perimeter zone around the park is even larger, offering a wide variety of recreational opportunities, business activities, and tourist attractions.

This study by Cattaraugus County, called Cattaraugus County Allegany State Park Perimeter Study (2001), received funding support from Senator Patricia McGee. This national case study by The Saratoga Associates gives us lessons learned from similar communities in other regions. These lessons are relevant to Cattaraugus County as we take the following actions:

- Promoting alternative themes and community settings in communities around the edge of Allegany State Park, in New York State in a collaborative manner.
- Developing plans and projects that will add character and value to the communities in the perimeter zone, aimed at expanding growth potentials for both industrial developments and tourist-sensitive attractions.

We want our county to grow and prosper, while protecting your community's character, environment, and beauty. This report gives us valuable guidance as we face the future. For information on Cattaraugus County, go to our Home Page at www.co.cattaraugus.ny.us.

Sincerely,

A handwritten signature in black ink, appearing to read "Gerard J. Fitzpatrick", is written over a printed name and title.

Gerard J. Fitzpatrick
Chairman

GJF:THM:mep
Enclosure

CATTARAUGUS COUNTY LEGISLATURE

Gerard J. Fitzpatrick, *Chairman*
D. John Zimbardi, *Vice-Chairman*
Crystal J. Abers
David Anastasia
Jon K. Baker
Elliott J. Ellis, Jr.,
E. James Ellis
Gary M. Felton
Richard L. Giardini, Jr.
Carol A. Ginter
Earl R. Helms

Mark S. Williams, *Majority Leader*
Carmen A. Vecchiarella, *Minority Leader*
Charles G. Krause
Patrick J. McCrea
Thomas M. Moser
Anthony L. Revetti
William R. Rostan
Paul J. Schafer
James J. Snyder
Howard D. Zollinger

ROUTE 219 DEVELOPMENT COMMITTEE

Gerard J. Fitzpatrick, *Co-Chairman*
Francis Andera
Anthony Barrile
Arthur Benson
Charles Coolidge
Hugh Dunne
Gary Gottlieb
Cleo John
Robert Keis
Jeffrey Kessel
Charles Krause

William King, *Co-Chairman*
Thomas Livak
Terry Martin
David Rivet
Donald Rychnowski
Edward Walker
Sue Washington
John Widger
Don B. Winship
George Wyman
Carmen Vecchiarella

CATTARAUGUS COUNTY DEPARTMENT OF ECONOMIC DEVELOPMENT, PLANNING AND TOURISM

Thomas M. Livak, *Director*
Annette Frank, *Senior Account Clerk Typist*
Terry H. Martin, *Chief Planner**
Carol M. O'Brien, *Planner***
Margaret E. Puszcz, *Stenographic Secretary***
Debra Opferbeck, *Tourism Specialist*
Deborah G. Maroney, *Development Specialist*
Teri Parker, *Keyboard Specialist*
Joseph Williams, *Procurement Specialist*
Fred Scicchitano, *Business Counselor*
Laurie Andrews, *Business Counselor*
Becky Smith, *Keyboard Specialist*

*Designed the Allegany State Park Perimeter Study, Project Manager and Supervisor.

**Professional support staff to the Allegany State Park Perimeter Study.

TABLE OF CONTENTS

A. INTRODUCTION..... 1

B. CASE STUDIES 3

1. GETTYSBURG NATIONAL MILITARY PARK, GETTYSBURG, PENNSYLVANIA 3

2. J.N. “DING” DARLING NATIONAL WILDLIFE REFUGE, SANIBEL ISLAND, FLORIDA 5

3. ROCKY MOUNTAIN NATIONAL PARK, ESTES PARK, COLORADO 6

4. FREDERICKSBURG AND SPOTSYLVANIA NATIONAL MILITARY PARK, FREDERICKSBURG,
VIRGINIA 8

5. ARCHES AND CANYON LANDS NATIONAL PARKS, MOAB, UTAH 10

6. CATSKILL WATERSHED AGREEMENT AND THE CATSKILL WATERSHED CORPORATION 11

7. REDISCOVERING THE FIRST WILDERNESS 13

8. ADDITIONAL CASE SUMMARIES..... 16

C. FINDINGS 18

1. KEY ISSUES..... 18

2. RELEVANCE TO CATTARAUGUS COUNTY 19

3. OVERARCHING THEMES FOR GATEWAY DEVELOPMENT 22

4. PRIMARY PLANNING TOOLS/TECHNIQUES 23

5. OVERALL FINDINGS 24

6. RECOMMENDATIONS FOR CATTARAUGUS COUNTY 25

BIBLIOGRAPHY:..... 27

APPENDIX 28

1 SUMMARY OF CATTARAUGUS COUNTY STUDIES

2 A VISION FRAMEWORK FOR CATTARAUGUS COUNTY, NEW YORK (2001)

A. INTRODUCTION

Background

Significant highway improvements (I-86 and Route 219) are proposed in the vicinity of the Allegany State Park/Salamanca area of Cattaraugus County. This newly emerging regional transportation crossroads will likely create locational advantages for a variety of traditional industrial and commercial investments, as well as for tourist related development associated with Allegany State Park and other local recreational resources. With more than 1.4 million annual visitors, Allegany State Park is already an important regional tourist destination and economic resource for Cattaraugus County. Expected in conjunction with improved transportation access is an increased demand for tourist support services such as stores, restaurants, hotels, boating and other recreational services, and attractions in the vicinity of the major gateways to Allegany State Park.

Cattaraugus County has retained The Saratoga Associates, Landscape Architects, Architects, Engineers and Planners, P.C. to identify new opportunities for economic investment and tourism related to this emerging crossroads. The Allegany State Park Perimeter Study identifies ways to direct desirable growth to strategic locations outside of the park in a manner appropriate to the character of the surrounding gateway communities. The first step in this perimeter study is this national survey of park gateway communities with similar economic and quality of life issues, which identifies model planning initiatives that might be applicable in Cattaraugus County.

Park Gateway Issues

Parks, wildlife refuges, or wilderness areas can be powerful environmental and economic assets. Tourism is an obvious way to capitalize on nearby public lands. The same scenic, recreational, environmental and cultural resources that draw visitors to the area may also contribute to a high quality of life in the surrounding communities. However, across the nation, many park gateway communities are ill prepared for tourism-related economic growth. Rapid or unplanned development often results in faceless commercial and residential development, strip malls, sign proliferation, franchise architecture, traffic congestion and automobile dependent communities and other undesirable impacts. Such out of character development and related unintended results may ultimately diminish the natural and recreational experience both outside and within the park that serves as the primary stimulus of the regional economy, and diminishes a cherished quality of life.

Case Studies

Specifically targeted in this analysis are case studies demonstrating park-community partnerships that have been established to advance economic growth opportunities while preserving the important environmental and recreational resources that serve as the foundation for a successful tourist economy.

Case studies evaluated and the key issues analyzed include:

- Gettysburg National Military Park – Gettysburg, Pennsylvania: Cooperative planning to protect and restore the integrity of nation’s most visited battlefield, and to enhance the historic character of its gateway community as a means to bolster an under performing tourist economy;
- J.N. “Ding” Darling National Wildlife Refuge – Sanibel Island, Florida: Local planning initiatives to achieve a sustainable balance between sensitive environmental resources and high demand waterfront development;
- Rocky Mountain National Park - Estes Park, Colorado: Park and community cooperation to protect scenic park resources, resolve local economic impacts and maintain a high quality of life in a small, yet heavily traveled mountain community;
- Fredericksburg and Spotsylvania National Military Park – Fredericksburg, Virginia: Cooperative initiatives to preserve cultural resources and aesthetic character of a prominent historic resource and to capitalize on associated economic opportunities in a rapidly expanding suburban community;
- Arches and Canyon Lands National Parks – Moab, Utah: Cooperative planning initiatives to resolve land use conflict and create a unique multi-use recreational destination;
- Catskill Watershed Agreement – Cooperative planning initiatives to preserve the primary New York City aquifer and improve the economic and social qualities of regional communities.
- Rediscovering the First Wilderness – A cooperative planning initiative between two New York State Counties and eight Towns to promote tourism in the Northern Hudson River Corridor in a manner in which the cultural and environmental resources are preserved and enhanced.

A brief summary of additional relevant gateway community planning accomplishments is also provided.

B. CASE STUDIES

1. GETTYSBURG NATIONAL MILITARY PARK, GETTYSBURG, PENNSYLVANIA

Setting

The 6000-acre Gettysburg National Military Park surrounds the Borough of Gettysburg, Pennsylvania, population 7,376 (1999), which is approximately the same population as the City of Salamanca on the perimeter of Allegany State Park in Cattaraugus County, New York. Gettysburg is a small rural community located 50 miles northwest of Baltimore and accessed by U.S. Routes 15 and 30. The borough has a compact downtown core with agricultural uses extending outward both within and beyond the park boundaries. Approximately 1.7 million people visit the National Military Park annually and the local economy is heavily dependent on the associated tourist market, with significant growth in lodging, restaurants and other tourist services occurring over the years.

Key Issues

Unregulated development, such as strip development and franchise architecture along Route 30, adjacent to, and visible from, the National Military Park began to degrade the historic landscape and interfere with the National Park Service's (NPS) ability to provide cultural interpretation of the battlefield. Commercial exploitation of the region's historic assets threatened the very attributes that make it such a powerful attraction. Moreover, the downtown area was not realizing significant economic benefit from park visitors.

Planning Initiatives

Realizing that expanding commercial development along the park perimeter was diminishing the park experience and becoming a threat to the local tourist economy, the NPS conducted an inventory of private parcels surrounding the park to identify and prioritize lands considered critical to cultural interpretation. With this information, the 11,000-acre federal "Gettysburg Historic District" was established to strengthen public review of development projects within the park viewshed and assure architectural and site development compatible with the historic landscape. The State of Pennsylvania has also designated a portion of the Borough of Gettysburg as a State Historic District, within which new development must adhere to specific design regulations in an effort to preserve the historic and aesthetic character of the area. A local review board enforces the State Historic District design guidelines. Moreover, when requested, the NPS provides comments on development projects proposed within the Historic Districts. In an effort to help the downtown business community attract and retain park visitors, the NPS and Borough of Gettysburg have worked together to revitalize the streetscape of the commercial district in a manner consistent with a nineteenth-century theme. Revitalization efforts have also focused

on improving pedestrian connections both within the downtown and outward from the commercial district into the park. To better communicate both park and community issues concerning business development, an NPS representative serves on the local Chamber of Commerce board of directors.

The NPS has sponsored several comprehensive plans for mutually beneficial growth management plans over the past several decades. The NPS has also sponsored growth management seminars for local planners and included partnership actions to preserve farmlands and road corridors as part of a recently completed General Management Plan for the battlefield. Currently, the NPS is funding a series of additional actions, including updating the Historic District plan and developing an interpretive plan for the Borough of Gettysburg. All are intended to help local communities protect and interpret historic properties.

Under the Federal historic district legislation, the NPS offers landowners and local governments financial assistance and free advice concerning available conservation tools, and use of appropriate historic preservation and landscape techniques. Property owners qualifying for Federal assistance must adhere to specific design regulations consistent with the historic and aesthetic character of the lands surrounding the battlefield. Pennsylvania's Office of Parks, Recreation and Historic Preservation is a partner agency responsible for enforcement of design guidelines. NPS grants have been used to design signs and educational interpretive material, improve regional transportation systems, and update historic preservation ordinances. In addition, the Gettysburg Pathway Plan provides federal funds to assist with the restoration of historic buildings and streetscape improvements in the downtown and surrounding areas to enhance the link between the community and the park.

Cooperative agreements between the NPS, municipalities, citizens advocacy groups and corporate partners have been organized to fund specific projects, including the placement of utility lines underground and the removal of an unsightly and highly visible observation tower. The 310 foot tall tower was constructed to afford visitors a 360 degree view of the battlefield and surrounding landscape. However, it was out of character with the battlefield setting and detracted from the visitors' experience.

Results

Cooperative planning at Gettysburg has had mixed success. The local initiative to protect lands surrounding the park from inappropriate development has led to a greater level of planning oversight for perimeter development and federal planning and financial assistance to the community. However, the long-term success of cooperative planning initiatives ultimately depends on the ability of one or more partners to implement plan recommendations. According to Gettysburg National Military Park planner Deborah Darden, the gateway communities have historically had difficulty putting plan recommendations into practice. Consequently, incompatible development still occurs in areas visible from the battlefield.

One recent success story has been the removal of the 310-foot tall observation tower described above, that greatly detracted from the surrounding landscape.

According to Adams County Planner Richard Smoyer, the NPS is seeking a degree of regulatory control over private lands surrounding the park, which is creating friction with perimeter communities. Mr. Smoyer stated that collaborative planning efforts have been more successful when focused on mutual economic benefit, rather than issues that are targeted to improve park programs only. Overall, the community has been very pleased with the results of the Gettysburg Pathway Plan. The NPS is currently pursuing implementation of the second phase of the pathway plan to expand the geographic area of the program.

For More Information Contact:

- The Gettysburg – Adams County Area Chamber of Commerce, 33 York Street, Gettysburg, Pennsylvania 17325, phone: (717) 334-8151
- Gettysburg National Military Park, 97 Teneytown Road, Gettysburg, Pennsylvania 17325, phone: (717) 334-1124

2. J.N. “DING” DARLING NATIONAL WILDLIFE REFUGE, SANIBEL ISLAND, FLORIDA

Setting

Sanibel Island is located on the Gulf Coast of Florida, just off the mainland from the City of Fort Myers. The island extends over an area 12 miles long and three miles wide with approximately 6,000 year-round residents (1997). Sanibel Island’s economy relies heavily on over 700,000 annual visitors (1997) to the Ding Darling National Wildlife Refuge. The Refuge occupies nearly half of the island and includes 5,300 acres of tropical hardwoods, beaches, freshwater marshes, and mangrove swamps that provide habitats for a variety of wildlife including endangered species.

Key Issues

Prior to the construction of a three-mile causeway in 1963, access to the island was limited to ferry service. With improved transportation access, the island experienced a significant increase in tourism and associated economic development. Zoning regulations in place at the time were insufficient to prevent development on beaches, sensitive sand dunes, and other environmentally sensitive areas adjacent to the National Wildlife Refuge. If left unregulated, development would eventually degrade the sensitive ecological resources and community character that make the island a popular tourist destination.

Planning Initiatives

Sanibel Island conducted a detailed inventory of its natural resources. Based on this inventory, the community enacted a comprehensive plan that allows continued development, yet takes steps to protect the island’s natural resources. Key components of the comprehensive plan include:

- Development of ecological boundaries to target development away from sensitive resources;

- Development of performance standards encouraging environmentally compatible development and quality landscape;
- Public involvement in determining and realizing the island's future.

As a tool to implement the concepts of the comprehensive plan, Sanibel Island adopted a strong zoning ordinance that guides development in desirable locations and requires aesthetically pleasing structures and landscape compatible with the natural landscape.

Results

According to City Planner Bruce Rogers, Sanibel Island's plan has been successful due to a close working relationship that the community and local officials have developed with the refuge officials. In addition, the comprehensive plan is effective because the local community is very protective of the natural environment of the island. Mr. Rogers stressed that the key factor in formulating and implementing a mutually beneficial plan is to have a strong working relationship between the public land managers and the community. "Everyone should be on a first name basis".

Due to enforced zoning and performance standards conceived in the comprehensive plan, Sanibel Island has achieved a sustainable balance of nature and economic development. Developed portions of the island are dominated by well-landscaped homes and businesses. Streets are lined with a thick canopy of native trees reflective of the adjacent wildlife refuge. There are no high-rises, billboards or gaudy signs to obstruct the scenic land and seascapes. Furthermore, the island has remained pedestrian friendly with the help of an extensive network of paved bike trails.

Sanibel Island provides an example of a community that used comprehensive planning to identify potential adverse impacts associated with economic growth before problems arose. With such foresight, Sanibel Island was successful in achieving a sustainable balance between the sensitive environmental resources that draw visitors and residents to the island and high demand economic development.

For More Information Contact:

- Sanibel Island Department of Natural Resources, 800 Dunlop Road, Sanibel, Florida 33957, phone: (941) 472-3700
- Sanibel Department of Planning, 800 Dunlop Road, Sanibel, Florida 33957, phone: (941) 472-4136
- J.N. "Ding" Darling National Wildlife Refuge, One Wildflower Drive, Sanibel, Florida 33957, phone: (941) 472-1100

3. ROCKY MOUNTAIN NATIONAL PARK, ESTES PARK, COLORADO

Setting

The City of Estes Park, Colorado, population of 4,773 (1998), is located in an alpine valley at the foot of the Rocky Mountains and is the eastern gateway to Rocky Mountain National Park. The 266,000-

acre National Park includes 113 summits exceeding 10,000 feet in elevation and draws more than three million annual visitors. Largely due to the economic attraction of the national park as well as the region's high quality of life, the population of Estes Park grew by more than 35 percent between 1980 and 1990.

Key Issues

The combination of real estate development and ineffective land use regulation around the perimeter of the park resulted in the loss of important wintering rangeland, negatively impacting migrating wildlife. Moreover, newly constructed homes, condominiums and roads became visible from once unspoiled vistas throughout the Park, diminishing the aesthetic qualities that draw visitors and new residents to the region. Other issues identified include seasonal fluctuation in the tourist season that adversely affects the local economy, and traffic and parking problems associated with the increased population and tourism.

Planning Initiatives

The NPS hired a land use specialist to communicate the park's mission to adjacent landowners and communities and to build partnerships with local communities. Partnerships were created through regular meetings with town and county planning officials to discuss land use strategies and methods to guide development away from critical habitat areas and viewsheds.

The Town of Estes Park initiated a community planning process designed to produce a new land use plan for the town and valley. "Visioning Workshops" were held to solicit the thoughts of local residents on what makes the valley special and what needs to be done to preserve the character. Additionally, local leaders and the NPS convened a two-day conference attended by government agencies, local and county officials, landowners, homeowners associations, university faculty, Chamber of Commerce, citizens groups and environmental organizations to explore cooperative methods to resolve the land-use challenges confronting the region.

Park officials have taken a leadership role in establishing a working relationship with the community and initiating policy and programs to address identified issues. The Park began promoting year-round recreational activities in an effort to establish a more balanced tourist economy for the local community. The NPS is also considering a transportation system that shuttles visitors to the park as a means to ease traffic congestion in the community. This shuttle system will also benefit the park and visitors by decreasing the amount of automobiles within the park. Furthermore, the NPS began planning a visitor's center within the Town of Estes Park. Under the plan, the NPS will lease space for staff and exhibits and the developer will run food and retail concessions. The NPS will have final approval of all design and landscaping to assure compatibility with the park's mission and public image.

Results

According to Rocky Mountain National Park land use specialist Larry Gamble, the collaborative approach is producing promising results.

- With assistance from the NPS, the town has adopted new development codes that put limitations on night-lighting, restricts development on certain ridge lines important to the park, and requires landowners to develop wildlife impact plans for development proposed in areas considered important to the park's wildlife.
- A 1/4 percent sales tax is dedicated to fund purchase of conservation easements on over 1,400 acres of sensitive land adjacent to the park.
- Approximately 100 acres of low altitude rangeland adjacent to the park has been donated to the Park by a not-for-profit organization for the purpose of habitat preservation.
- Seasonal tourism fluctuations have begun to even out. In 1999, the park's September visitation rates exceeded the August rates.
- The town and the NPS are still evaluating the traffic and parking problems and are devising practical solutions that will benefit both the park and community.
- The NPS has recently secured federal legislative approval and funds for the construction of the visitor's center in downtown Estes Park.

For More Information Contact:

- Estes Park Community Development Department, P.O. Box 1200, Estes Park, Colorado 80517, phone: (970) 586-5331
- Rocky Mountain National Park, Estes Park, Colorado 80517, phone: (970) 586-1399

4. FREDERICKSBURG AND SPOTSYLVANIA NATIONAL MILITARY PARK, FREDERICKSBURG, VIRGINIA

Setting

The 7,923-acre Fredericksburg and Spotsylvania National Military Park is composed of several small, unconnected land holdings that follow the trench lines and troop movements of the Union and Confederate Armies during the Civil War. Approximately 1.6 million people visit the National Military Park annually. The Town of Fredericksburg, with a population of over 20,000 (1990), is located in one of the fastest growing regions of Virginia. Spotsylvania County grew by nearly 80 percent during the 1980's.

Key Issues

Residential and commercial development has been constructed close to, and sometimes contiguous

with park properties. Such close development has severely affected the aesthetic character of the historic landscape and adversely affects park visitors' ability to interpret historic events. Moreover, development adjacent to the park is degrading non-public historic resources, which the NPS is seeking to preserve. In addition, gateway communities were not effectively utilizing the economic opportunities created by park visitors. Such opportunities were being lost to incompatible development as well as a general lack of understanding of the economic value of historic attractions.

Planning Initiatives

In 1990, the NPS and the local communities began to take a proactive approach to preserve the park's historic resources.

- An inventory of the private land surrounding the park was conducted to identify and prioritize non-public lands in need of preservation.
- The NPS began an active program of educating the community about the importance of the Park's resources to the economic vitality of the region.
- The gateway communities now invite park officials to participate in the review of development projects that may impact the park as well as other sites of cultural significance.
- Park officials hosted a series of educational seminars to brief local elected officials on planning and design techniques for preserving battlefields and historic buildings. Park rangers also educate landowners on ways to preserve the battlefield's integrity.
- The NPS provides economic support in the form of grants to the local community for local planning and conservation programs and assistance on preparing design standards for lands adjacent to battlefield sites.

Results

The success of joint planning initiatives at Fredericksburg has had limited success. According to Fredericksburg and Spotsylvania National Military Park Assistant Park Superintendent John Hennessy, the NPS currently assists with the review of approximately 40 projects a year that take place on and around the park borders. As a result, many potential adverse impacts to historic resources have been avoided. The NPS has provided over \$30,000 in grants to the local community and landowners for planning initiatives and building rehabilitations in an effort to further preserve the historic character of the area. However, Mr. Hennessy stated that the community has not yet adopted any local land use plans that specifically regulate development as a means to protect the resources of the park.

Mr. Hennessy strongly believes that a truly joint comprehensive land use plan developed between the NPS and the locals governments must be enacted to effectively regulate development that may further

threaten the sensitive resources of the park. Until such a plan is implemented, a good working relationship with the local community, free of hostility, is the best method to limit potential adverse impacts.

For More Information:

- Fredericksburg Department of Planning and Community Development, 715 Princess Anne Street, Fredericksburg, Virginia 22401, phone: (540) 372-1179
- Fredericksburg and Spotsylvania National Military Park, 120 Chatham Lane, Fredericksburg, Virginia 22401, phone: (540) 371-0802

5. ARCHES AND CANYON LANDS NATIONAL PARKS, MOAB, UTAH

Setting

Moab, Utah with a population of 5,000 (1997) is the southern gateway to Arches National Park and the northern gateway to Canyon Lands National Park. Arches N.P. covers an area of 76,519 acres and attracts 870,000 visitors annually while Canyon Lands N.P. encompasses an area of 337,598 acres and attracts 447,000 visitors annually. Moab, which is the largest community in the area, began a nationwide marketing strategy in the 1980s to attract tourists above and beyond visitors to the two adjacent national parks. The focus of the strategy was to promote non-park public lands in the region as a multi use recreational resources with world-class opportunities for mountain biking, four-wheeling, hiking and whitewater rafting.

Key Issues

In the early 1990s, the desired increase in tourism and use of natural resources began to adversely impact the surrounding environment. Visitors are not sufficiently educated in proper environmental stewardship or made aware of the sensitive natural and ecological resources that dominate the public lands. Increased tourism resulted in substantial local investment in law enforcement, waste management and other infrastructure. In addition, an unexpected conflict between hikers, mountain bikers and four-wheelers began to diminish the recreational experience of each group.

Planning Initiatives

To address these issues, a collaborative partnership between four adjoining counties, federal officials from the Bureau of Land Management (BLM), U.S. Forest Service, the NPS as well as officials from three different state agencies was formed. The mission of the "Canyon County Partnership" was to protect and restore the region's natural ecosystems and to manage tourism through information sharing and mutual decision-making. The Partnership has developed a regional recreation management strategy that focuses on controlling the damaging side effects of heavy recreational use.

The Partnership enlisted AmeriCorps, a national service program that provides jobs for young adults, to assist in managing popular recreation areas by installing toilets, waste bins and closing off unauthorized trails and roads and restoring damaged areas. AmeriCorps also educates visitors concerning

proper trail use and resource preservation. A county sponsored user fee has been implemented to fund preservation initiatives and law enforcement in high use areas. Furthermore, the Partnership has published a “leave-no-trace” camping guide, which the AmeriCorps crew distributes to visitors.

Results

According to David Wood, a planner with the National Park Service in Moab, Utah, the Canyon Country Partnership has been successful in restoring and protecting sensitive non-park lands that had been degraded by unregulated recreational use. However, due in part to strict federal regulations and differing philosophies among the involved agencies and state and local governments, the Partnership was unable to implement other planning strategies to protect park resources and assist the local economies. The Partnership now acts as a medium through which information is shared between all the involved agencies and the local and state governments.

Mr. Wood was not familiar with any recent planning initiatives between the local communities and the NPS, BLM or the Forest Service. He attributes this lack of collaboration in part to the Federal Advisory Committee Act which sets forth strict regulations concerning federal agencies involved with local community planning. However, Grand County has enacted a new land use plan that includes guidelines for development along the boundary of Arches National Park. The NPS assisted the county by providing a GIS viewshed analysis of visually sensitive areas on private property.

For More Information Contact:

Canyon County Partnership, P.O. Box 970, Moab, Utah 84532, phone: (801) 259-8372

6. CATSKILL WATERSHED AGREEMENT AND THE CATSKILL WATERSHED CORPORATION

Setting

The Catskill watershed provides New York City (NYC) with 90 percent of its water supply - 1.5 billion gallons per day. The watershed encompasses approximately 1,900 square miles over five counties within the Catskill Mountains and the Hudson Valley Region of New York State.

Key Issues

Over the years, environmentally damaging development, faulty septic systems and inadequate municipal sewer treatment plants have adversely impacted the quality of the watershed utilized by the NYC area. In 1989, the EPA promulgated the Surface Water Treatment Rule (SWTR) to protect drinking water sources nationwide, pursuant to the 1986 Safe Drinking Water Act Amendments. This law mandated that all surface water sources - including the NYC water supply - meet certain water quality standards by June 1993, or the water would have to be filtered. To avoid cost prohibitive filtration, NYC developed a Watershed Protection Plan to meet mandated quality standards.

Initiatives

The first plan drafted by the NYC Department of Environmental Protection (DEP) in 1990 was highly controversial and opposed by the watershed communities. In 1995, Governor Pataki convened all the interested parties to negotiate an “Agreement-in-Principle” outlining appropriate measures to maintain and enhance the quality of the City’s drinking water supply, while protecting the economic vitality and social character of watershed communities. The Agreement is a cooperative contract between NYC, NY State, the EPA, the Coalition of Watershed Towns (an organization representing 34 towns, nine villages and five (5) counties located west of the Hudson River), as well as other watershed communities, and non-profit environmental organizations.

In 1997, a “Memorandum of Agreement “ (MOA) was signed by all of the involved parties. The MOA was a vehicle guiding the implementation of the Watershed Protection Program and consisted of numerous components addressing different issues. Three main components of the MOA are:

- **Land Acquisition Program:** The program involves the acquisition of private lands within the watershed for the purposes of assembling sufficient “buffer” areas around the reservoirs to protect the water quality. All land sold is strictly voluntary and eminent domain cannot be used.
- **Rules and Regulations:** These regulations enforceable by the DEP generally include restrictions that reduce contaminants and prevent degradation of the water supply, as well as exemptions for certain activities in designated areas.
- **Protection and Partnership Programs:** Partnership programs have been established to maintain and enhance water quality in the watershed, while at the same time preserving and enhancing the economic and social character of the water communities.

The Catskill Watershed Corporation (CWC) was formed to manage many of the programs in the Catskill/Delaware Watersheds. The CWC is comprised of representatives from five counties, along with politically appointed members. The CWC is responsible for overseeing the implementation of the Watershed Agreement and for making decisions on the disbursement of funds for numerous partnership programs. NYC will contribute more than \$270 million and NYS will contribute an additional \$5 million over the next 15 years for partnership programs geared toward state-of-the-art water pollution infrastructure, as well as educational and economic programs to protect the water quality and to increase the quality of life in the Watershed communities.

The CWC assists watershed communities in obtaining the necessary permits and approvals required under the Agreement and provide technical assistance on infrastructure improvement projects. The CWC also assists watershed communities in obtaining funding for economic development projects.

Results

According to Alan Rosa, CWC Executive Director, quantifiable results concerning improved water quality are not yet available. However, the Watershed Agreement has been a success in assisting the local communities with sewer infrastructure improvements, and securing grants and low interest loans to improve their economies. Specifically, during 1999, the CWC:

- administered 740 residential septic system repairs;
- closed on 10 business loans valued at \$2,434,000;
- disbursed \$123,300 in tourism promotion grants;
- completed 16 sand and salt storage buildings for watershed municipalities with several more to be built in 2000;
- paid out \$113,000 to municipalities as reimbursements for costs associated with stormwater control plans; and
- awarded \$200,000 in watershed education grants to 35 schools and organizations.

In addition, the CWC has approved an economic development study for the region and established a Small Business Development Outreach Center as well as several other plans and programs. In August 2000, the CWC adopted a total of nine programs covering economic development initiatives ranging from commercial septic system to hamlet improvements and assistance to cultural institutions. According to CWC Board Vice President Ward Todd, important progress has been made in the area of economic development with the programs implemented by the CWC.

For More Information Contact:

- The Catskill Watershed Corporation, P.O. Box 569, Main Street, Margaretville, New York 12455
- On line @ www.cwconline.org

7. REDISCOVERING THE FIRST WILDERNESS

Setting

The Hudson River flows over 300 miles from its source on Mt. Marcy in the Adirondack Mountains to its terminus in New York City. Over the years, the River has played crucial roles in the development of the upper Hudson River landscape by providing power and transportation for the residents of the many small communities along its shorelines. Today, a vast majority of the river's shorelines are protected by conservation easements or as Forest Preserve, under the ownership of the State of New York. Because of these safeguards, the upper Hudson River affords an aesthetically pleasing landscape of churning rapids, steep slopes, spectacular mountains, and broad scenic vistas and is now becoming an invaluable recreational and tourism resource.

The Upper Hudson River Corridor is located in the southeastern portion of the Adirondack Park, a 6 million acre State Park made up of a patchwork of private and public lands. The Corridor encompasses eight towns within the Counties of Warren and Saratoga and runs between the Towns of Saratoga and North Creek. Prior to the completion of Interstate 87 in the late 1960's which runs north and south between Albany and the Canadian border, the Upper Hudson River Corridor was the main access point into the heart of the Adirondacks. Today, boating, canoeing, water skiing, kayaking, whitewater rafting and fishing are common place in this section of the River. Only recently however, has it been recognized as a real asset to the local recreational and tourism industry with an emphasis on outdoor recreation. Because the Upper Hudson River Corridor originally helped establish the Adirondacks as the First Wilderness, it is the logical starting place for those wishing to explore the possibilities of the First Wilderness today.

Key Issues

The Upper Hudson River Corridor offers an array of outdoor recreational opportunities, however, it is felt that the full potential of this resource has yet to be realized. In 1995, Warren County purchased a forty mile right-of-way of the former Adirondack Branch of the Delaware and Hudson Railroad, extending from the town of Corinth in Saratoga County to the hamlet of North Creek in the Warren County town of Johnsbury. The line had been abandoned years ago, and was in need of serious repairs. In addition, due to the close proximity to the Hudson River, the line passes adjacent to sensitive ecological resources, such as wetlands, steep slopes and areas where threatened or endangered species are known to exist. Furthermore, the cultural landscape of the Upper Hudson Corridor is sensitive in itself with numerous historic structures and the various architectural styles of the eight communities that line the corridor. It was imperative that any new development along the corridor take into consideration both the environmental and cultural resources of the area.

The previously described case studies involved planning initiatives which were undertaken to mitigate against environmental impacts brought on by increased development and tourism. The development and tourism occurring in those communities was a direct result of the desire to enjoy the natural environment and the quality of life that the communities had to offer. In contrast, the First Wilderness Plan, was developed to promote tourism and capitalize on the assets of the Upper Hudson Corridor while at the same time, encourage proper environmental stewardship and the preservation of the natural environment upon which the tourism industry is based.

Planning Initiatives

Soon after the rail acquisition by the County, the former Adirondack Branch began taking on a new role in the region. A tourism railroad began operating on an 8 mile section of the line between Riparius and North Creek. The potential for increased tourism in the Corridor became obvious and Warren County

began seeking ways to use the tourism potential of the right-of-way as a springboard to enhance tourism development along the entire Northern Hudson Corridor from Corinth to North Creek.

The initial investment from Warren County combined with Federal funds secured from the Intermodal Surface Transportation Enhancement Act (ISTEA) set the planning process in motion. The Saratoga Associates, Landscape Architects, Architects, Engineers and Planners, P.C. was then hired to assist in developing a plan to address the prospects of more efficiently utilizing the resources of the corridor to enhance tourism. Through an intermunicipal agreement, the Warren County towns of Johnsbury, Thurman, Stony Creek, Warrensburg, and Lake Luzerne joined with the towns of Hadley and Corinth in Saratoga County to create a corridor revitalization plan.

The Plan, termed Rediscovering The First Wilderness: An Inter – Municipal Redevelopment Strategy for the Northern Hudson River, outlined an action plan by which local community, recreational, cultural and historic resources could be coordinated to encourage the creation of a fully integrated tourist promotion effort along the Northern Hudson Corridor. The plan included a detailed inventory and assessment of community resources and a review of the tourism market opportunities accessible from the corridor. The Plan also developed a tourist experience, which integrates existing and potential tourist attractions into a “critical mass,” and culminates with a plan of action to implement the “First Wilderness Experience.”

In addition, the plan established development principles and specific plans to lead to the redevelopment of the corridor through complementary development of the specific nodes along the rail line. Recommendations were offered for development at each of the eight towns in the vicinity of the rail line and design guidelines were set-forth for the proposed development at each node. The design guidelines were provided to ensure that the visual attractiveness of the corridor is maintained and improved, to encourage innovation and quality in architectural and site design, to minimize land use conflicts, and to encourage strong pedestrian connections between the different nodes and activity centers.

The final segment of the plan offered suggestions on how to affectively implement the First Wilderness Experience. The unique intermunicipal agreement that started the planning process was seen as the best method for plan implementation. The plan called for the establishment of a new intermunicipal organization with the sole task of implementing the plan. It was decided that a Local Development Corporation, having the ability to be created completely within the jurisdiction of local governments would be the most effective type of organization to implement the plan.

Results

Tangible results of the First Wilderness Plan are still a year or two away. However, the plan serves as a pioneering cooperative planning process between multiple local governments in a sensitive

ecological and cultural setting. Warren and Saratoga Counties and the eight towns involved were able to recognize the asset of providing a pristine environment for visitors and developed a plan which promoted tourism and ensured that development associated with it did not diminish the quality and quantity of that natural environment. The plan identified the sensitive environmental and cultural resources throughout the corridor, and developed a marketing proposal with a step by step process of implementation in a manner that would effectively utilize these resources without damaging them.

For More Information Contact:

- The Assistant Director for The Warren County Planning Department, 1340 State Street, Route 9, Lake George, New York 12845, phone: 518-761-6410
- The Saratoga Associates, Landscape Architects, Architects, Engineer and Planners, P.C., 443 Broadway, Saratoga Springs, New York 12866, phone: 518-587-2550

8. ADDITIONAL CASE SUMMARIES

Yellowstone National Park, Red Lodge, Montana

Red Lodge, Montana, located at the northern gateway to Yellowstone National Park, experienced a transition from a small historic mining town to a tourism-based economy. Without a governmental organization charged with land and economic planning, citizens were concerned that the changing economy would threaten the valued small town charm and quality of life. To address this concern, citizen-based task forces were established to identify issues and initiate programs to preserve local character. During the process, representatives of public land management were involved, but did not dominate the proceedings. This grassroots initiative resulted in the development of a citizen-designed master plan that addresses a range of issues from economics to aesthetics, and establishment of a local planning board to review development proposals.

For More Information Contact:

- The Beartooth Front Community Forum, P.O. Box 454, Red Lodge, Montana 59068, phone: (406) 446-3843

Cuyahoga Valley National Recreation Area, Brecksville, Ohio

Eleven communities that border Cuyahoga Valley National Recreation Area in Ohio have formed a council to coordinate land-use planning and establish guidelines for development along the park boundary. The council developed non-binding guidelines for building height, density, and signs. The council's actions spurred several gateway communities to revise zoning ordinances to incorporate recommended standards.

For More Information Contact:

- Cuyahoga Valley Communities Council, 3 Brecksville Commons, Suite One, 8221 Brecksville, Ohio 44141, phone: (216) 526-1822
- Cuyahoga Valley National Recreation Area, 15610 Vaughn Road, Brecksville Ohio, 44141, phone: (216) 526-5256

Zion National Park, Springdale, Utah

Zion National Park constructed a visitor center on private land outside the park boundary in the gateway community of Springdale, Utah. The visitor's center doubles as an information and park transportation center. Visitors can leave their cars at the visitor's center and tour a portion of the park via a shuttle bus. This arrangement is mutually beneficial to the town and the park by decreasing park traffic and bringing park visitors into the gateway community.

For More Information Contact:

- Zion National Park, SR 9, Springdale, Utah 84767-1099, phone (435)-772-3256

Great Smokey Mountains National Park, Maryville, Tennessee

Maryville, Tennessee, a gateway to Great Smoky Mountains National Park, was experiencing rapid unregulated development of farmland that began to diminish the scenic quality of the gateway community. To address this issue, a land trust was formed to inventory the lands surrounding the park to identify priorities for protection. The Foothills Land Conservancy has successfully preserved more than 6,000 acres and provides educational services to inform the community about open space conservation.

For More Information Contact:

- The Foothills Land Conservancy, 352 High Street, Maryville, Tennessee, phone: (615) 681-8326

C. FINDINGS

1. KEY ISSUES

Tourism can become a major asset for local communities when it is associated with recreational, scenic, environmental and cultural attractions of public parks, wildlife refuges, or wilderness areas. Moreover, the same recreational and environmental qualities that draw visitors to a region also often contribute to a high quality of life and provide attractive incentives for non-tourism related commercial and industrial growth.

The case studies presented in this study exhibit several common issues associated with park related tourism that may be relevant to Cattaraugus County. These issues include:

A. Lack of a Coordinated Economic Development Strategy

Gateway communities are often ill prepared or under equipped to capitalize on the opportunities afforded by their proximity to a major tourist destination. Other communities are simply unaware of the economic value of nearby park resources and do not take advantage of available economic growth opportunities. The lack of a coordinated, effective economic development strategy in some cases results in downtown areas not fully realizing economic benefits from park visitors, or just the opposite, in other cases, commercial exploitation and degradation lead to the loss of the very attributes that create powerful tourist attractions.

B. Lack of Effective Land Use Regulations

The lack of effective land use regulations in some growing communities results in undesirable impacts such as conflicting land uses, strip development, franchise architecture, sign proliferation, and traffic congestion. The communities in these cases became concerned that such degradation of local character and aesthetics would ultimately diminish the natural, cultural and recreational experience, both inside and outside of the park, that is the primary stimulus for the local economy and the foundation for a cherished quality of life.

C. Seasonal Tourist Economy

Many gateway communities experience a significant decline in tourism during off-seasons. Such fluctuation in the local economy makes it difficult to attract and retain quality commercial investment. Most communities want year-round economic activity.

D. Increased Costs for Infrastructure and Community Services

Increased tourism can result in increased costs for law enforcement, waste management and other local infrastructure. Such increased expenses can be quite burdensome on communities that are unable to capitalize on, or expand their tax base because of the tourist economy.

2. RELEVANCE TO CATTARAUGUS COUNTY

The communities in Cattaraugus County that are in the Perimeter Zone of Allegany State Park are currently experiencing similar problems and opportunities that are found in these case studies. With proposed improvements to I-86 and Route 219, the communities around the Allegany State Park are expected to see increased development pressures in the coming decades. The lessons learned in these cases can become useful guidelines for local officials as they seek to improve the economic, cultural, and ecological health of the Allegany State Park region.

A. Finding Opportunities in the Allegany State Park Perimeter Zone

As the case studies have demonstrated, gateway communities often find themselves unprepared and under equipped to take advantage of their proximity to major tourist attractions. Local officials are also often unaware of the economic value of nearby park resources. Cattaraugus County has yet to capitalize fully on Allegany State Park and the more than 1.4 million tourists that visit it each year. Allegany State Park is approximately 65,000 acres and is the third largest state park in the country. Specifically, the gateway communities of the City of Salamanca, the Village of Limestone, and the County operated Marina at Onoville, can still gain new economic benefits from park visitors, such as these cases suggest.

There are several lost opportunities to be considered. Because of the park's size, services are provided for visitors inside the park, leaving little need for the park users to visit the surrounding communities. In addition, when visitors from the Buffalo metropolitan area enter the park from the north, downtown Salamanca is by-passed. There are few facilities or attractions in Salamanca to attract tourists prior to entering the park. From the south, Route 219 by-passes Limestone with no official year-round entrance into the park from the Village. As a result, park visitors enter the park from Bradford, Pennsylvania, or head north from Pennsylvania passing Limestone on their way to the entrance near Salamanca.

Cattaraugus County has recognized these and other lost opportunities in its economic development studies, and identifies new opportunities that are related to proposed highway improvements. Four major studies document the county's efforts to date (see Attachment No. 1 for an annotated list): (1) An Economic Strategy Study by the Thomas Point Associates and Saratoga

Associates for Route 219 expansion (1995); (2) The Local Land Use and Infrastructure Study countywide, by The Saratoga Associates (1996); (3) Congressional Testimony in Support of an Expressway Alternative, by Cattaraugus County (1996); and (4) this current Allegany State Park Perimeter Study (2001-2002).

The Economic Strategy Study for Route 219 (1995) identifies how Cattaraugus County and the towns located in the Route 219 Corridor (including Salamanca and Limestone) could realize the maximum economic benefit from proposed highway projects without detracting from community character or environmental beauty. A more recently updated discussion with maps is presented in the separately published study called, Cattaraugus County: Allegany State Park Perimeter Study – Task 2: Economic and Market Analysis Inside and Outside the Park (2001). The 1995 study identifies over 40 project potentials with an implementation strategy, and six specific ‘Demonstration projects’ illustrating the potential economic benefits to be derived from the Route 219 expansion. It concludes with a marketing and organizational strategy to develop the proposed Route 219 “Demonstration Projects”. The 1995 study is currently being updated through a separate grant from the Appalachian Regional Commission (2001).

The Local Land Use and Infrastructure Study (1996) presents countywide growth trends, identifies infrastructure needs, and presents development guidelines and recommendations that are relevant to communities in the Allegany State Park perimeter zone.

The Congressional Testimony Report (1996) describes international trade potentials with Canada through the Route 219 highway corridor, and presents the six major demonstration projects for state and federal consideration that were developed in earlier studies.

This current study, Cattaraugus County Allegany State Park Perimeter Study (2001-2002), expands upon previous studies by looking at locational advantages around the park that would be created when highway improvements to I-86 and Route 219 are completed, which would place the park and the City of Salamanca at the center of a major regional transportation interchange. This Perimeter Study, of which this national case study is a first step, identifies new opportunities for investments related to the regional crossroads, for expanded industrial and tourism projects in the Gateway Communities of Salamanca, Limestone and around Onoville Marina in the Town of South Valley. The goal is to increase the diversity of new jobs in Cattaraugus County.

The major economic link with the Allegany State Park is outdoor recreation. Cattaraugus County is unique in that it offers, in addition to a variety of industrial businesses, four seasons of tourism opportunities ranging in the Spring, Summer and Fall from camping, hiking, sightseeing, boating, fishing, and mountain biking, to in the Winter, snowmobiling, snowshoeing, and downhill and cross country skiing. Because of the County’s recreational resources, there are significant opportunities in the perimeter gateway communities of Salamanca, Limestone and Onoville Marina to provide additional

services and attractions and to capitalize fully on park visitors, as well as other market niches in the region.

This case study report lays a foundation for future tasks, which will integrate the County's other recreational resources with the recreational opportunities of the Allegany State Park. In addition, projects will be identified for the park's entrance in Salamanca, Limestone, and for Onoville Marina in the Town of South Valley. These proposals are designed to attract regional traffic and park visitors to perimeter zone communities, by offering valuable resources and services such as entertainment, year-round recreational activities and special accommodations.

B. Preserve Distinctive Tourism Resources and Quality of Life Attractions

As gateway communities continue to grow, those that do not have sufficient land use regulations are expected to experience undesirable impacts. The two main centers of development adjacent to the park, in New York State, include the City of Salamanca and the Village of Limestone. The Onoville Marina is located on the west side of the Kinzua Reservoir (opposite from the Allegany State Park).

The City of Salamanca has zoning standards in place for new development, but no design guidelines or overlay districts, which would protect the visual character of the city's major gateway into the park. The same situation exists in the Village of Limestone, where there are numerous undesirable structures lining Route 219 near the proposed year-round park entrance. If there is an increase in development to the degree predicted in the 1998 study by New York State Department of Transportation Route 219 Study, damage to the area's ecological and cultural resources may result. Effective land use regulations including design guidelines and tourist-sensitive area overlay districts will be needed by these communities to ensure compatible development, and to insure that important resources of the park, communities, and county will not be damaged. This is consistent with Cattaraugus County's Vision Framework (see Appendix 2).

C. Enable Communities to Achieve Success Through Technical Assistance

It will not be easy to apply the many lessons learned in these case studies, but the long term benefits are expected to be significant. Implementing industrial development proposals will require business acumen, and implementing the recreational and tourism proposals and land use regulations in perimeter communities, will require technical expertise and resource commitments. Examples of anticipated tasks include: planning assistance to communities to develop and implement land use regulations, technical assistance for new investments and project sponsors, identifying sources for project seed capital or gap financing, developing agreements such as memoranda of understanding and contracts between project sponsors, and attracting new "partners" (e.g., land trusts and banks) to participate in economic development projects and the improvement of tourism attractions.

Technical assistance can be provided in a variety of manners such as municipalities hiring their own staff or consultants, or providing coordinated services through Cattaraugus County. A cost – effective method will need to be established by municipal and county leadership.

In summary, the lessons learned from these many case studies can be used to inform and guide local park, county and municipal officials in the coming decades. The objective is to improve the quality of planning and design work so that the economy of Cattaraugus County continues to grow without damaging its beautiful environment, and without compromising the fundamental nature and beauty of the Allegany State Park.

3. OVERARCHING THEMES FOR GATEWAY DEVELOPMENT

Based on this case study analysis, two overarching themes for long term planning of gateway areas emerged for consideration:

A. Use Perimeter Zones Wisely

Perimeter zones can be used to advance economic opportunities and enhance the park experience without diminishing the quality of life in perimeter communities.

- 1) Enhance/diversify the visitors experience to encourage extended stays and return visits in the area. This can be accomplished by:
 - Creating four-season recreational opportunities to minimize seasonal fluctuations in the local economy;
 - Encouraging commercial recreational opportunities outside park boundaries to complement the park experience; and
 - Creating direct and/or visual linkages between the park and the gateway to create a logical and seamless transition from public to private commercial uses.
- 2) Build on community assets (e.g., local history, recreational opportunities, and scenic/environmental character) and expand the theme of the park into the surrounding community to encourage park users to visit the community.

B. Preserve Distinctive Resources as Tourism and Quality of Life Attractors

- 1) Retain what it is that brings people to the region in the first place (scenic, cultural, environmental resources) both within and beyond the park boundary. The natural or recreational experience both within and outside of the park often serves as the primary stimulus of the local or regional economy. Practice environmental stewardship.

- 2) Retain distinctive community character through the built environment. Encourage appropriate infill development. Prevent faceless commercial and residential development, strip malls, sign proliferation, and franchise architecture and encourage small diverse shops unique to various tourist selections.

4. PRIMARY PLANNING TOOLS/TECHNIQUES

The communities in these cases implemented a variety of planning techniques, identified issues, and are achieving economic and land use objectives. These include funding initiatives, public/park partnering, enhanced land use regulations and community involvement. Long-term success was most often achieved through a combination of tools and continued attention over time.

A. Economic Development Funding Initiatives

Successful communities aggressively sought and acquired financial assistance from available state and federal sources, including:

- 1) Funding to facilitate municipal development initiatives (i.e., interpretive signage, streetscape improvements, historic preservation, parking facilities, etc.)
- 2) Funding participation in mutually beneficial facilities or programs (i.e., visitors center, shuttle bus service, enhanced tourist services and facilities)
- 3) Funding of new or updated planning documents to establish a coordinated strategy for economic growth and resource preservation.

B. Develop Public/Park Partnerships

Most of these cases cited a solid working relationship between the gateway community and park administrators as the most important component to successful economic planning for park perimeter areas. An open dialog and established mechanism to communicate concerns are necessary in order to find mutually beneficial solutions. Implementation requires an ongoing partnership between community and park. The format of park community partnerships included:

- 1) Agency planning assistance to small communities and landowners
 - Education - Educate landowners to appropriate construction/landscape materials/techniques
 - Project Review - Assist municipal boards with project review
 - Use of appropriate planning techniques and tools
- 2) Park participation on community boards to communicate park objectives
 - Chamber of Commerce

- Economic development agencies
- 3) Memoranda of Understanding – Specific policy statements to achieve mutual objectives (i.e., law enforcement, waste management, protection of environmental resources, etc.)
 - 4) Land Trusts/Conservation Easements – To protect threatened properties
 - 5) Successful plan development requires a strong working relationship between public land managers and the gateway community
 - 6) Successful plan implementation requires legally binding development codes to protect both park and community resources. A lack of commitment on the part of either party jeopardizes success.

C. Local Land Use Regulations

Successful gateway communities recognize the need to develop a realistic and sustainable vision for the future, and establish an achievable mechanism to implement and enforce economic development policy. Planning tools commonly used to meet these objectives include:

- 1) Comprehensive Plans – Cooperative development of a long term vision for mutually beneficial land management.
- 2) Zoning Ordinances – Implementation of land use policy to regulate land use, appropriate density and scale of use
 - Overlay Zones (i.e., Historic District) to protect special areas.
- 3) Site Plan Review - Project review to assure compatibility with design and engineering standards and infrastructure/community service capabilities
 - Design Guidelines/Landscape Techniques – Provide guidance to developers to conform to desired community aesthetic objectives.
- 4) Citizen/Community Participation
 - Plans are more likely to succeed when the community recognizes the importance of the park resource and is proud of the public lands they live next to
 - Informed, active and capable citizen groups can be a valuable asset to a planning initiative.

5. OVERALL FINDINGS

A. Planning Typically Occurs on as Needed Project Basis

Cooperative long term planning has not traditionally been pursued in a coordinated, comprehensive or ongoing manner in gateway communities. Rather, park-community relationships revolve around specific needs, or are reactionary to targeted issues.

Cattaraugus County can gain a strategic edge by facilitating a coordinated focus between perimeter communities and Allegany State Park. Such initiative would be unique and help position Cattaraugus County ahead of other regional tourist destinations.

B. Federal/State/Local Funds can be Leveraged for Mutual Benefit

The County can gain an edge in securing financing by leveraging funds and working in a collaborative manner.

6. RECOMMENDATIONS FOR CATTARAUGUS COUNTY

The following recommendations are based on lessons learned in other cases around the country. They can assist Cattaraugus County in developing an effective economic development strategy around the edge of Allegany State Park, while at the same time ensuring that the development does not adversely impact the ecological and cultural resources crucial to the region's sustainability.

A. Educate Stakeholders

Communities can be motivated to action once they understand the strong economic link between public lands and surrounding communities. Conversely, initiatives that are geared only to benefit public lands, or plans that fail to make the economic connection, are less likely to generate local support because the citizens and community leaders fail to see how the plans are beneficial to them.

B. Develop a Widely Shared Vision

A community needs to agree on what it is to become (e.g., tourism based, mixed-use or natural resource based economy). This vision should address the full range of local concerns: schools, housing, economic development, neighborhoods, parks, open space and the protection of sensitive ecological and cultural resources and existing business and industry.

C. Create an Inventory of Local Resources

An accurate, concise profile of a community's natural and man-made resources, demographics and economic trends is the starting point of any land use or community development initiative. Such an inventory provides the basis for distinguishing what is unique about the study area.

D. Build on Local Assets

Successful gateway communities construct economic development policies around their distinctive assets.

E. Minimize the Need for Regulations

Successful gateway communities do not rely solely on local government regulations to ensure that development meets their needs and desires. Successful communities 1) seek innovative ways to acquire land, 2) create tax abatements that promote rehabilitation of historic buildings, 3) provide incentives for developers to plan projects with the larger community in mind, or 4) initiate educational programs that encourage voluntary action by citizens and community organizations.

F. Meet the Needs of Both Landowner and Community

Communities need to maintain a balance between various land uses. Work closely with landowners and developers to make sure development is done responsibly and to see that new growth meets local needs and priorities for gateway environments.

G. Encourage teamwork Between Public Park Managers and Community Leaders

Identify shared goals, strengthen the local economy, improve quality of life and round out seasonal fluctuations in park usage. Use park expertise for financial and technical assistance.

H. Maintain an On-going Dialogue

Success of cooperative planning initiatives is dependent on the ability of one or more partners to implement plan recommendations. In some cases, the initiatives are more effectively implemented cooperatively through a separate body composed of citizens, local, and/or state and state officials.

I. Recognize the Role of Non Governmental Organizations

Move beyond single-issue advocacy. Gateway communities can benefit from local citizens groups that are informed, active and capable of a sustained effort to oversee and carry out local initiatives, involve economic development councils, the chamber of commerce, neighborhood groups, senior citizens associations and local environmental organizations.

J. Provide Opportunities for Leaders to Step Forward

Transcend politics and encourage everyday people to step forward and get involved. Open and maintain a public decision-making process.

K. Pay Attention to Aesthetics

The most successful communities strive for development that is not only fiscally and environmentally sound, but visually pleasing as well. Preserve the natural as well as the built environment in a manner that enhances quality of life.

BIBLIOGRAPHY:

Banta, Alford, J. Superintendent, Canyon Lands and Arches National Parks. E-Mail correspondence, October 6, 2000. E-mail Address: arch-superintendent@NPS.gov

Catskill Watershed Council. "Summary Guide to the Terms of the Watershed Agreement." CWC Web <http://www.cwconline.org>. October 23, 2000

Darden, Deborah. Planner, Gettysburg National Military Park. E-Mail correspondence, July 11, 2000: E-mail Address: darden@nps.gov, Phone: 717-338-0569

Gamble, Larry, Planner, Rocky Mountain National Park. Telephone Interview. October 10, 2000. Phone: 970-586-1399

Hennessy, John, Assistant Superintendent, Fredericksburg and Spotsylvania National Military Park, Fredericksburg Va. Telephone Interview, October 6, 2000. Phone: 540-371-0802

Howe, McMahon & Propst. Balancing Nature and Commerce in Gateway Communities. Washington, D.C.: Island Press, 2000

Machlis & Field. National Parks and Rural Development – Practice and Policy in the United States. Washington, D.C.: Island Press, 2000

Rogers, Bruce. Planner, City of Sanibel, Fl. Telephone Interview. October 4, 2000. Phone: 941-472-4136

Rosa, Allan. Executive Director of the CWC. Telephone Interview. October 24, 2000. CWC Web <http://www.cwconline.org>

The Saratoga Associates, Landscape Architects, Architects, Engineers and Planners, P.C. "Rediscovering the First Wilderness" 2000 .

Savage, Terry. NPS Support Office, Boston Mass. Telephone Interview. July 14, 2000. E-mail: tsavage@nps.gov

Smoyer, Richard, Adams County Planner. Phone: 717-337-9824

Ward, Todd. CWC Board Vice President. CWC Web Site: <http://www.cwconline.org>

Wood, David. Planner with the National Park Service in Moab. E-mail: dave_wood@nps.gov, Phone: 435-719-2133

APPENDIX 1

SUMMARY OF CATTARAUGUS COUNTY STUDIES

1. Route 219 Economic Strategy Study - Four Documents (Thomas Point Associates and The Saratoga Associates, Consultants, 1994-1995; Update underway (2001):

Analysis of Existing Conditions: First Technical Memorandum (July 1995).

This document presents an analysis of existing conditions in our region's economy, land use trends in transportation, tourism, recreation, commercial and industrial and business development.

Economic Development Strategy and Projects: Second Technical Memorandum (September 1995).

This document presents a development strategy for Cattaraugus County. It evaluates over 40 project potentials including commercial, industrial, residential, tourism and recreation, and public infrastructure and development programs. In addition, it proposes a strategy for implementing projects including organizational responsibilities and potential funding sources.

Demonstration Projects: Third Technical Memorandum (November 1995).

This document develops six specific "demonstration" projects, to illustrate potential economic benefits from Route 219 interstate expansion, especially the Freeway Alternative. These project opportunities include Ashford Business Center, Airport Business Center (new airport site), Tourism/Cultural Center and Planned Recreation Resort for Ellicottville, a major multi-modal (rail/truck) Business Center in Salamanca, and the proposed entrance to New York State from Pennsylvania at Limestone (which also proposes a new entrance to the Allegany State Park).

Marketing and Organizational Strategy: Fourth Technical Memorandum (December 1995).

This document presents alternatives for marketing and organizing Cattaraugus County's efforts to develop these Route 219 potentials over the next ten to twenty years. This includes marketing objectives for all major types of development, international business attraction, business retention, and local infrastructure and land use planning.

2. Local Land Use and Infrastructure Study - One Document (The Saratoga Associates, 1995-1996, Published March 1996).

This is the second major study related to Route 219 by the Cattaraugus County Legislature. It presents specific growth and development potentials in every section of Cattaraugus County, conducts inventories and makes projections for water, sewer and gas service areas, and presents comprehensive development principles to guide County and municipal decision making over the next ten to twenty years. It concludes with a series of recommendations for land use and infrastructure planning, scenic highway design, economic development, potential funding sources, and data management improvements. In particular, it recommends that future planning look at the Route 219 corridor, to create multiple local road, east-west linkages countywide with Route 219, in order to maximize growth potentials in Cattaraugus County near seven proposed interchanges, and along local interconnecting roads.

3. Congressional Testimony in Support of Route 219 As a Four Lane Expressway Through Cattaraugus County (Cattaraugus County Legislature, October 8, 1996).

This document summarizes the findings of the previous studies listed above, which support a Freeway Alternative for Route 219. The testimony is by Gerard Fitzpatrick, County Legislator and Chairman of the County Legislature's Route 219 Development Committee, and Terry H. Martin, Ph.D., Project Manager for the County's Route 219 Development Committee and consultant studies.

4. Allegany State Park Perimeter Study (The Saratoga Associates, 2001-2002)

The proposed highway improvements in Cattaraugus County (I-86 and Route 219) are expected to place the Allegany State Park and Salamanca at the center of a major regional transportation and tourist crossroads. This crossroads would create locational advantages for a variety of traditional industrial and commercial investments, as well as for tourist-related investments. The Perimeter Study was undertaken to identify new opportunities for industrial investments related both to the regional crossroads and to expanded tourism in the Gateway Communities of Salamanca, Limestone and Onoville Marina, with a view to increasing the diversity of new jobs in Cattaraugus County.

(Prepared by the Cattaraugus County Department of Economic Development, Planning and Tourism)

APPENDIX 2

A VISION FRAMEWORK FOR CATTARAUGUS COUNTY, NEW YORK (2001)

Cattaraugus County has one overarching goal and vision. It is to achieve a balance between rural and urban development trends. This balance is needed in order to protect Cattaraugus County for future generations:

- As a place where people want to live, work, raise their children, retire and invest their earnings and futures.
- As a community of diverse interests and attractions during the four seasons of the year, with a clean environment, creating a sense of excitement and a sense of place and identity.
- As an attractive business setting, drawing people and commerce from a multi-state area and from the global economy, thereby bringing new income into Cattaraugus County and creating jobs, business opportunities, and hope for the future.
- As an attractive community of mixed land uses, rural and urban, productively deployed and working cooperatively (rather than in constant conflict) for the benefit of residents, property owners, business interests, visitors, and the local tax base.

This vision is wholesome, healthy, and robust with opportunities. It portrays a rural community that is blessed not only with great natural endowments, but also by wise decision making and planning. It satisfies diverse interests within Cattaraugus County. It is not easy to give one interest special treatment without affecting or even hurting other interests. A balance is needed.

This vision would encourage new development, but in controlled directions and densities. Growth would continue, but with principles and guidelines. Locations would be selected based on density limits established in carefully designed plans, negotiations, and zoning ordinances.

Of particular interest to a balanced growth policy are techniques that cluster land uses together, preserve open space, exert controls over highway frontage development, separate incompatible uses from each other, prevent environmental problems,

coordinate locations, design better subdivisions, create trail systems, and spread costs over time as well as over a broader base of taxpayers.

Low density residential, commercial, agricultural and recreational uses would be encouraged among the valleys, farms, woodlands, and hillsides. Higher density developments would be encouraged to locate closer to existing villages and urban services, and in the vicinity of major intersections. This would reduce the cost of improvements to roads and for extending water and sewer systems. It would protect the rural areas and open spaces of Cattaraugus County, including its farmland, scenic mountains, valleys, woodlands, and its land, air and water for future generations.

This framework is the basis for implementing the following goal from the Cattaraugus County Planning Board's report, "*Pathway to the Future – Planning for the 21st Century*" (February 26, 1992):

"The overriding effort to achieve economic development, if done without a comprehensive concept of development and without disciplined land use planning, can destroy the quality of life and character of a rural community.

"On the other hand, without economic development, a community may suffer the ill effects of unemployment, decline and blight.

"A balance is therefore needed, Cattaraugus County is not looking for decline, nor is it seeking unbridled development that destroys an established way of life along with the environment. It is seeking instead a planned and well-balanced growth throughout the County".

This vision is for the 21st Century.

Approved on April 26, 2001 by the Cattaraugus County Planning Board. This vision is based on "The 1990s – A Time for New Directions," by Terry H. Martin, Ph.D., published in the county's Pathway to the Future study (1992), and reprinted in the Cattaraugus County Local Land Use and Infrastructure Study, Appendix E, (The Saratoga Associates, March 1996).