



# GREENWAYS FOR PITTSBURGH

## POLICY GUIDE

August 2017







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In Memoriam of William "Bill" Waddell, for his 47 years of  
service at the City of Pittsburgh and all his contributions to  
the Greenways for Pittsburgh Program.

Cover Photo: Hazelwood Greenway

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This Policy Guide was created for City of Pittsburgh  
employees, and the material provided can be used  
by the City to inform policymaking in regards to  
greenways.

In addition to this Policy Guide, the Consultant Team  
also produced an accompanying Resource Guide,  
Community Engagement Toolkit, and Online Resources  
(all to be referenced by Greenway Stewardship Groups  
in the designation and stewardship of greenways.).

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A photograph of a person standing in front of a large, dark rock formation. The rock face is covered in green vines and foliage. The person is wearing a dark jacket and a grey beanie. The text "GREENWAY PROGRAM OVERVIEW" is overlaid on the image in a white box.

# GREENWAY PROGRAM OVERVIEW





Greenways connect our communities physically by enhancing movement of people and wildlife. They also connect us to our landscape by serving as places where neighbors come together to improve their communities. Urbanist Jane Jacobs said, “Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody.” Greenways provide a very tangible opportunity to create, steward, and enjoy a shared urban asset.

# 1

- 1.1 Greenways Program Background
- 1.2 Greenway Definition and Goals
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## 1.1

# GREENWAYS PROGRAM BACKGROUND

**The original 1980 Greenways for Pittsburgh program was ahead of its time in promoting management of the City’s neglected open spaces. In this Policy Guide, we look at solutions to the program’s challenges while building on the program’s successes. This document is intended to guide the City’s Greenways Program Manager, City Planners, and other key administrators as they work with communities to secure the future of Pittsburgh’s Greenways.**

In 1980 Pittsburgh was confronted with a series of daunting challenges. The City’s population was in a chronic state of decline and the City’s vacant land portfolio was rapidly expanding. With limited resources, the City needed a strategy to protect sensitive hillsides from low-quality opportunistic development, illegal dumping, and environmental degradation. With support from Mayor Caligiuri and City Council, the Department of City Planning established the Greenways for Pittsburgh program.

Greenways for Pittsburgh created a new designation of public open space. It allowed for groups of contiguous vacant parcels, typically along a hillside, to be aggregated together and permanently conserved as passive open space.

### **GREENWAYS IN PITTSBURGH**

Greenways in Pittsburgh are artifacts of the City’s development history. In many cases, greenways exist in places where dramatic hillsides and other environmental conditions prevented development from occurring.

Centuries ago, Pittsburgh’s location in proximity to rich natural resources and well connected to national markets, Pittsburgh rapidly evolved from a frontier town to an industrial mecca. Farmers and land owners became developers in support of the industrial boom that reshaped the City’s riverfronts. The region’s dramatic topography made

masterplanning a nearly impossible task. Development of new wards and neighborhoods was opportunistic and closely tailored to topographical limitations. The result is a city comprised of a mosaic of distinct communities interlaced with green hillsides so steep as to be all but inhabitable.

While these hillsides are an essential part of Pittsburgh’s charm and identity, they are not the only contributor to the City’s greenway portfolio. The City’s historic growth during the first half of the 20th century took an economically devastating turn during the second half of the 20th century. Technological advances, increased globalization, and federal incentives for industrial decentralization made it impossible for the Steel City’s mills to be competitive.

The collapse of the steel mills and the economies they supported lead to a drop in the City’s population by over half. Some densely populated neighborhoods became largely vacant in just a few decades, leaving behind blighted buildings and vacant parcels. Many properties that were abandoned and tax delinquent eventually came under the ownership of the City or the Urban Redevelopment Authority.

With a geology that often restricts development and an economic transition that left thousands of parcels without an owner, the City of Pittsburgh now has a Greenway portfolio of over 600 acres



in area, contributing to the City's 3,390 acres of public open space.

### LAND WITHOUT CARE

The health and wellness of Pittsburgh's hillsides serve as visual indicators of the City's health and wellness. Residents and visitors alike see these hillsides on their daily commutes and as they move around the City. When cared for, these spaces are lush forest ecosystems that support ecological vitality in the surrounding neighborhoods. When they lack care or monitoring, these spaces can quickly become degraded through the active destruction, illegal dumping, and the ecological decay of invasive species proliferation.

For decades many of Pittsburgh's unmonitored green spaces were the victims of aggressive illegal dumping, causing both environmental and economic damage. Unscrupulous contractors and waste haulers saw the abandoned land as an easy place to dump their construction waste and hazardous materials while avoiding the fees associated with proper disposal. The already deflated value of surrounding properties became further impacted by adjacency to dump-sites. Illegal dumping continues today and is a major concern for the region's economic and ecologic health.

In addition to being used as an illegal landfill, vacant parcels and hillsides became overgrown with invasive plant species. After being clearcut for decades, the local forest ecology lacked sufficient species diversity for healthy successional growth. Without a deliberate reforestation program, invasive species of plants such as Japanese Knotweed (*Fallopia japonica*) and the aggressive Bittersweet vine (*Solanum dulcamara*) took over many of these areas and blocked native tree species. The result is low-diversity, low-value

brushland that is unable to support a healthy forest ecosystem. Without the ability of tall trees to grow, hillsides with invasive species do not provide canopy or understory habitats for native fauna and their shallow root structures lack the capacity for robust slope stabilization.

### PITTSBURGH'S GREENWAY SOLUTION

With hundreds of acres of uncared for and undevelopable land entering the City's portfolio through the 1970's, Pittsburgh needed to craft a policy to prevent this land from further promoting and compounding blight. In 1980 the Department of City Planning crafted a land-conservation designation that allowed members of the community to demarcate and maintain portions of the City's uncared for public open space.

The program focused most intently on developing the policies and procedures needed to transition parcels from tax delinquency or private ownership to permanent greenway designation.

For the first several years, the process for finding and designating a greenway was informal. The City identified areas with contiguous city-owned and tax-delinquent vacant parcels that coincided with steep slopes. The City, along with neighborhood planners, approached neighborhood groups to gauge their interest and capacity to maintain permanent conservation land in their community. With interest from community members and a commitment for initial cleanup from the neighborhood, the City proceeded to obtain clear title for greenway parcels and brought them to City Council for designation.

Guidelines for improvements and maintenance of Greenway assets were kept to a minimum as the designation was focused on conservation. For many greenways, signage, and fences were the



1 Documents produced by the City in support of the Greenways for Pittsburgh program (1980).



Indian Trail Steps leading to Mount Washington. Pittsburgh's hillsides were widely deforested and despite being undevelopable they served as vital connections between neighborhoods.  
Image source: BrooklineConnection.com



2 Documents produced in support of Greenways 2.0 program (2017).

only visible improvements beyond general cleanup. Many of these signs and fences, installed by the Department of Public Works, remain in serviceable condition today. Their presence has helped to discourage dumping over the years and, in the case of the Hazelwood Greenway, encourage the community to actively care for the greenway.

### GREENWAYS FOR PITTSBURGH 2.0

The 1980 Greenways for Pittsburgh program successfully designated over 600 acres of public open space. Though the program required a neighborhood commitment to cleanup and monitoring, it did not provide a framework to build long-lasting community relationships. As a result, several of Pittsburgh's designated Greenways are today without a steward. For Greenways to realize their

value as some of Pittsburgh's most unique assets, stewardship and community capacity must be considered essential to a Greenway's definition.

Greenways for Pittsburgh 2.0 provides both a Policy Guide, a Resource Guide, and a Community Engagement Toolkit to find solutions for many of the challenges facing greenways. Like the Vacant Lot Toolkit, it is the product of recommendations made in the Pittsburgh's OpenSpace Plan, a component of the City's Comprehensive Plan.

Greenways for Pittsburgh 2.0 addresses OpenSpace Policy 2.3: Objective 2.3-A "Incorporate steeply sloped lands, view corridors, and scenic viewpoints into the open space system as greenways, or protect them through regulatory means





Invasive species in the Hazelwood Greenway prevent the establishment of healthy forest ecology.

and conservation easements.”

Greenways for Pittsburgh 2.0 also lays the groundwork for implementation of OpenSpace Strategy U: Expanding and Enhancing Greenways which reads “Continue to expand Pittsburgh’s system of greenways, using the tools already in place. Enhance greenways by removing invasive species, addressing deer browsing, and revegetating with native species. Consider adding low-impact trails and compatible low impact recreation facilities (e.g., viewing blinds, outdoor classroom), especially in areas that lack parks and recreation opportunities.”

#### **GREENWAYS TODAY**

As of 2017, the city has designated thirteen greenways totaling 605 acres (1.6% of City limits), 61.5 acres of which

are contained in Emerald View Park, and a combined 8.9 acres of which are contained within three neighborhood parks. Greenways comprise 14% of Pittsburgh’s public open space. Much of Pittsburgh land is considered sensitive because it is landslide prone, steep slope, or a flood area (not within a waterway), and is therefore unbuildable (26.5% of Pittsburgh area). Designated greenways preserve these sensitive lands, and currently 87% of existing greenway land area is considered sensitive. Another twenty-one greenways have been discussed conceptually and would add over 450 acres to the system. To put this into perspective, Frick Park, the City’s largest park, is 644 acres in size.

## 1.2

# GREENWAY DEFINITION AND GOALS

**Greenways for Pittsburgh 2.0 updates the greenway definition to emphasize key aspects of how Greenways function, are managed, and add value. Greenways for Pittsburgh 2.0 also sets goals for the program to assess and monitor how greenways benefit adjacent neighborhoods and the general public.**

“Greenway” is a term that can have both colloquial meanings as well as specific definitions. In many places, Greenways are linear connective corridors that follow a natural feature such as a stream or the alignment of legacy infrastructure such as a former railroad right-of-way. In Pittsburgh, Greenways are interstitial gaps in the City’s urban fabric. While they may be aligned with legacy infrastructure they more closely follow the region’s eroded topography. The definition of a Pittsburgh Greenway is therefore distinct from other definitions and deals with strategic land conservation in a unique manner.

Definitions often reflect the management scheme and address a specific need. In 1980, Pittsburgh Greenways were defined by their value as a vacant land management and disposition tool. The original description of the program focused on consolidation of parcels for conservation and assigned responsibility for program management to the Department of City Planning. This definition guided the program in its early stages and allowed for greenways to be established with light interaction between the City and the community.

Originally, community stewardship played a minor role because the original program focused on establishing processes for conservation land disposition and control. Though Greenway designation

depended on neighborhood commitment, that commitment was limited to initial cleanup and greenway area monitoring. “Cooperation with neighborhoods” at that time meant discussions between a neighborhood planner and a small formalized group of neighbors to inform those community members about a potential greenway. This coordination was also meant to ascertain the capacity of those community members to perform basic greenway cleanup tasks.

Effective on 24 April 2003, City Council amended §471.01 of the City’s code to define a Greenway as a “... passive open space that serves to benefit adjacent neighborhoods and the general public.” By formalizing the definition of a greenway into code, the City set forth a common vision for the designation of future greenways. This definition focuses more heavily on greenways as permanent feature of the City’s green space network and emphasizes greenways as an asset that adds value to neighborhoods and the general public.

Greenways for Pittsburgh 2.0 builds on the essential concepts from previous efforts. The new program intends to set clear goals and expectations for how greenways are initiated, designated, planned, implemented, and perpetually stewarded.



## Example Greenway Definitions

**“...a corridor of open space, varying greatly in scale, and incorporating or linking diverse natural, cultural, and scenic resources.”**

- PA Greenways: An Action Plan for Creating Connections

**“...a corridor of open space that serves to link natural resource-based or man-made features.”**

- Allegheny Places

**“The Greenways program offers a strategy: consolidation of public land, promotion of private property gifts, initial cleanup and single agency management of the passive open spaces in cooperation with neighborhoods sensitive to their benefits.”**

- Greenways for Pittsburgh 1.0 (1980)

**“A Greenway is defined as a permanent, passive open space that serves to benefit adjacent neighborhoods and the general public.”**

§471.01 Control and Supervision by Department of Parks and Recreation (Ordinance 12-2003, effective 2003-04-24)

**“...a linear, natural area which may be suitable for access.”**

- Wake County Greenways

**“...an open space corridor that can be managed for conservation, recreation, or alternative transportation.”**

- Virginia Outdoors Plan

## Greenways for Pittsburgh 2.0 asserts that...

A GREENWAY IS DEFINED AS A PERMANENTLY CONSERVED,  
PRIMARILY PASSIVE OPEN SPACE THAT IS STEWARDED  
PRIMARILY BY THE COMMUNITY AND SERVES TO BENEFIT  
ADJACENT NEIGHBORHOODS AND THE GENERAL PUBLIC.

...and that Greenways should achieve specific goals:

### Equity

Greenways promote social equity in Pittsburgh by improving access to green space and passive recreation as well as by helping communities build organizational capacity.

### Ecology

Greenways bolster Pittsburgh's ecology by preserving, protecting, and restoring habitats for native flora and fauna while also connecting green spaces to create contiguous ecological corridors. Greenways also offer opportunities to manage stormwater and improve local air quality.

### Economy

Greenways offer economic benefits to the community by mitigating the negative property value impacts of blighted vacant parcels, providing opportunities for workforce development, and extending opportunities for funding by helping communities build organizational capacity.

### Place Making

Greenways protect the aesthetic character of Pittsburgh's green hillsides and provide quality green space in and between communities. Greenways also offer the opportunity to preserve cultural and historical assets that tell the stories of Pittsburgh's past.

### Connectivity

Greenways serve as the City's connective tissue, bridging key gaps in the City's fabric for pedestrians and cyclists while also connecting green spaces to create contiguous ecological corridors.



## PERMANENTLY CONSERVED

Greenways are often located in areas where the difficulties of development are greater than the benefits. Greenways frequently contain sensitive hillsides and hydrological assets. They also provide ecological connectivity between regional and community parks and green spaces. The designation of a Greenway is therefore intended to ensure that the land is conserved in perpetuity. The 2003 revision to §471.01 of the city code introduced “permanent” to the definition and Greenways for Pittsburgh 2.0 augments this to “permanently **conserved**” to emphasize conservation.

## PRIMARILY PASSIVE

Greenways, as a component of the City’s open space portfolio, are distinct from other open space designations. Greenways may not include athletic fields, playgrounds, swimming pools, or other facilities that may exist in Parks. Greenways typically contain walking trails and overlooks. By defining greenways as “**primarily** passive” in the Greenways for Pittsburgh 2.0 program, there may be opportunities for sites within a greenway to allow for place-specific adventure-style recreation that could be permitted on a case-by-case basis.

## OPEN SPACE

The Open Space Plan adopted by the City in 2013 identifies Greenways as a component of Pittsburgh’s publicly owned open space system. Per the 2013 plan, “Pittsburgh’s open space system includes lands deliberately reserved for public purposes and to benefit residents and visitors, and to protect environmentally sensitive areas and natural systems.”

## STEWARDED PRIMARILY BY THE COMMUNITY

Since the 1980 Greenways for Pittsburgh program, the City has relied on cooperation with neighborhoods to build community support and to serve as the stewards of the greenways. Over the years, many designated greenways lost their stewardship groups. By baking stewardship into the definition, the Greenways for Pittsburgh 2.0 program intends to help community groups build the capacity they need to maintain their greenway while preventing the creation of new greenways that lack community support.

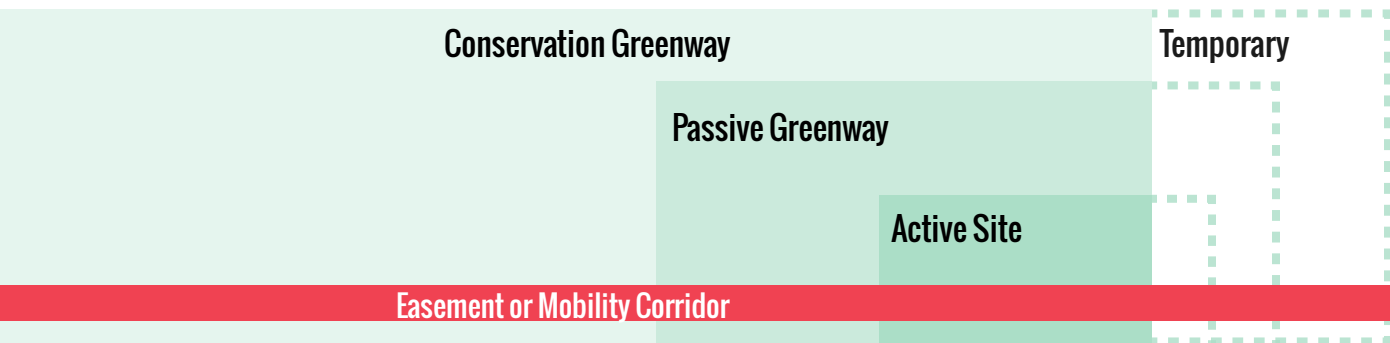
## SERVES TO BENEFIT ADJACENT NEIGHBORHOODS AND THE GENERAL PUBLIC

The Greenways for Pittsburgh program, since its inception, intended that greenways provide public benefit through their designation and stewardship. Greenways for Pittsburgh 2.0 maintains this aspect of the definition while providing performance metrics that assess how greenways contribute to the City’s goals of Equity, Ecology, Economy, Place Making, and Connectivity.

# 1.3

## GREENWAY TYPOLOGIES

Greenways for Pittsburgh 2.0 identifies three major greenway typologies based on level of stewardship and management oversight. Other elements such as utility easements or mobility corridors may exist in greenways where they are appropriate.



Conservation Greenways contain areas with ecologically sensitive lands such as steep slopes, landslide prone slopes, undermined hilltops, stormwater, and floodplains. Conservation greenways allow for ecological preservation and restoration, stormwater management, or historical asset preservation. All Pittsburgh Greenways have a Conservation element.

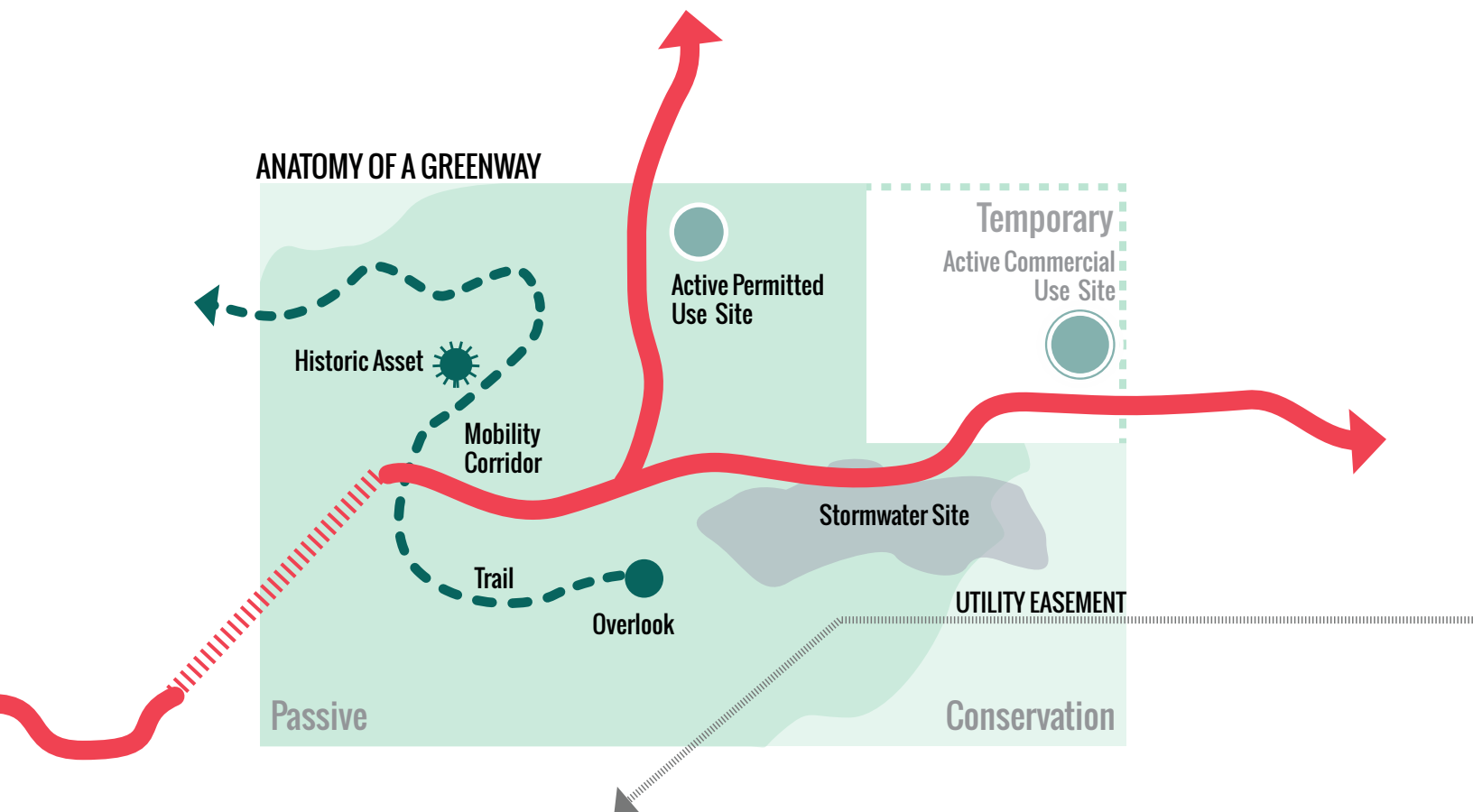


Passive Greenways contain community functions such as trails, overlooks, or other areas of respite. They allow for scenic views and access to natural or cultural heritage assets. Limited active uses such as hiking that do not require permanent infrastructure, special equipment, or maintenance may be allowed in some parts of a passive greenway. Most Pittsburgh greenways have passive use components such as trails and overlooks.



Active Sites are designated places within a passive greenway that allow higher levels of recreational activity. Any activities which require permanent infrastructure, special equipment, or specialized maintenance are limited to designated active greenway sites. Some activities at these sites would either be individually permitted by the City or administered by a vendor with a lease from the City.





Mobility corridors are easements through greenways maintained by the City and administered by the Department of Mobility and Infrastructure. Mobility corridors are intended to provide improved connectivity to pedestrians and cyclists throughout the City. They include City Steps or Rights of Way that have been improved.



As described in Chapter 4.2 of this guide, Temporary Greenway Parcels are parcels labeled “push to green” and/or “potential greenway” or parcels adjacent to designated greenway parcels that may have a high MVA. These parcels could potentially be sold and should be re-evaluated in 20 years to determine if it is eligible to become part of the greenway.




Utility Easements are locations where existing utility infrastructure passes through a greenway. These easements fall under the operator’s responsibility for routine maintenance. Stormwater sites are locations with high hydrological value that contribute to the City-Wide Green Infrastructure network. These sites should be identified early in a Greenway’s lifecycle and are often an opportunity for cooperation with the Pittsburgh Water and Sewer Authority’s Stormwater Division.





# PITTSBURGH'S GREENWAY PORTFOLIO





Parks, greenways, and reclaimed urban wilderness are “our common green space, weaving together all Pittsburghers and our neighborhoods through a system of green that advances stewardship, equity, and our economy.” (Open Space Plan). Greenways are a key element to managing our open space as a system.

## 2

- 2.1 Pittsburgh’s Greenway Vision
- 2.2 Managing a Greenways Portfolio
- 2.3 Network Analysis
- 2.4 Parcel Analysis - GIS
- 2.5 Parcel Analysis - Scorecard

## 2.1

# PITTSBURGH'S GREENWAYS VISION

**Pittsburgh's greenways vision helps manage existing and new greenways while improving the functioning of other open space.**

The Greenways program is a key tool for strategic preservation of Pittsburgh's green space network. Pittsburgh is fortunate to have dramatic hilly landscapes defined by steep slopes. While this topography has thwarted development and connectivity, it is the framework for a city-wide green corridor network. This network provides lush vistas, landslide protection, urban habitat, recreation opportunity, storm water reduction, and much more.

Steep slopes are only one part of the City's open space portfolio. Equally integral to the City's green identity are: large regional parks that are a lasting legacy of Pittsburgh's industrial elite; the ubiquitous riverfront presence of the Monongahela, Allegheny, and Ohio Rivers; dozens of neighborhood parks; and distinguished private green spaces throughout the City. The diverse portfolio contributes to city-wide environmental goals and is treasured by neighborhoods and communities.

A comprehensive greenways network is integral to solving the City's infrastructure challenges. Comprehensive mobility planning, equitable community reinvestment, and networked green storm water infrastructure need to be integrated into proactive greenway designation to create an adaptive management approach to public open space. The greenways portfolio needs to be data driven and consistently revisited to strategically interface with City and regional efforts.

### THE IMPORTANCE OF GREENWAYS IN PITTSBURGH'S ECOLOGICAL NETWORK

In their book, *Landscape Ecology Principles in Landscape Architecture and Land-Use Planning*, Dramstad, Olson, and Forman defined the functional components of a landscape network, including nodes, corridors, and patches. Greenways help improve the ecological function of each of these spaces and are an important feature that links them with a larger network.

Pittsburgh's green space network is anchored with nodes such as regional parks and large contiguous private open spaces like cemeteries. Greenways can serve as green buffers and connectors, increasing the functional habitat within the nodes. For example, the Hazelwood Greenway and the adjacent Calvary Catholic Cemetery combine to create an open space hundreds of acres in size.

Greenways are often linear because they conserve hillsides prone to landslides or valley floodplains, making them of larger linkages. Greenway corridors provide routes for people and wildlife to travel and give visual continuity to Pittsburgh's green vistas. For example, the Allegheny River Greenway hugs a hillside, preserving the Allegheny valley viewshed and linking Highland Park to Allegheny Cemetery, two of Pittsburgh's largest green spaces.

Greenways can also augment smaller park spaces that are essentially ecological islands or patches. Adjacent greenways increase the size of the habitat and can also link smaller parks to the larger open space system.

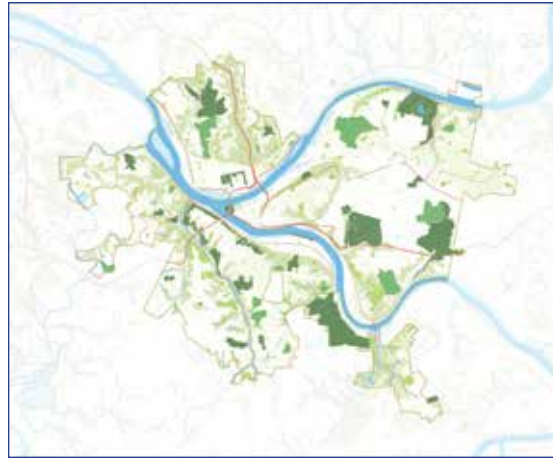


When seen in isolation or as highly localized ecological fragments, greenways may be vulnerable to lapses in stewardship. When seen as part of an interconnected open space cluster system with nodes, corridors, and patches, the greenway can benefit from a greater identity and long term vision.

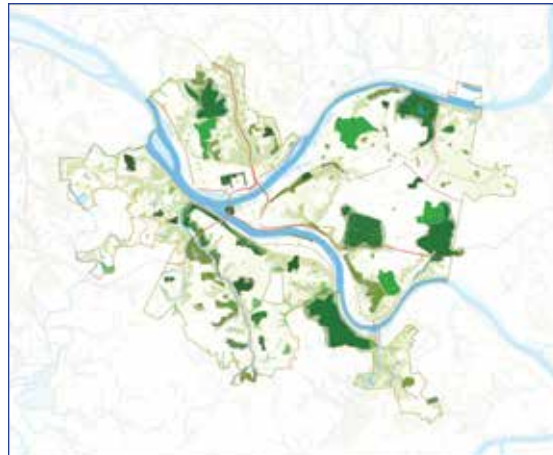
The open space cluster approach, anchored by the City's regional parks, can serve many purposes. A cluster management approach could inform greenway establishment, expansion, and stewardship. For example, the existing Hollows Greenway is small when considered separately but is much more ecologically impressive when considered as part of a Riverview Park open space cluster. The management regimen might be informed by ongoing stewardship in the nearby park. A cluster approach could also inform the potential designation of future parcels as greenways, such as in the Woods Run floodplain which would connect Riverview Park to the Allegheny. Lastly, the branding of open space clusters could help people connect to the City's open space network and, on a more tactical level, could help advance fundraising and volunteer stewardship.

Open space clusters could be created with a series of principles that are reflected in the Evaluation Framework explained in this section:

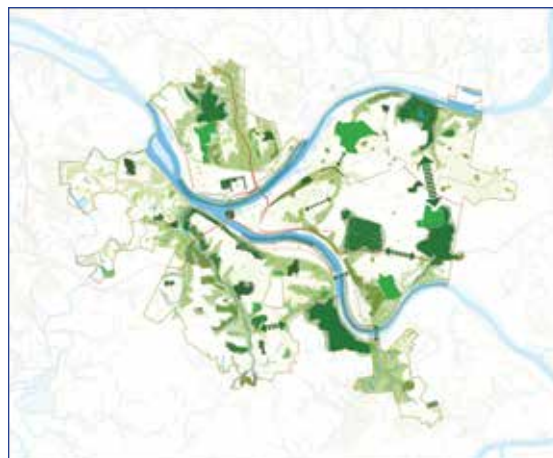
- Create smaller green spaces where corridors aren't possible. Size, frequency, and distance between stepping stones should set the stage for a continuous network.
- Guide new corridors to incorporate and link existing islands (isolated secondary patches).
- Establish green islands within under-served areas as colonizing green spaces for eventual completion as a corridor or anchor.
- Prioritize filling in gaps within existing corridors.



**Existing anchor parks**



**Existing clusters**



**Potential corridors and connectors**

## 2.2

Recommendation for:

# MANAGING A GREENWAYS PORTFOLIO

Management of greenways as a portfolio can help streamline establishment, operations, and stewardship of our City's greenways.

Whether considered individually or as part of an open space cluster, greenways need to be managed as a portfolio. Adaptive management of the City's greenways portfolio requires analytical tools that can give feedback at the appropriate temporal and spatial scales, simulate potential outcomes, and communicate shared data with key parties that contribute to a greenway's success. Robust data collection informs all phases of the greenways establishment and stewardship and allows for mid-course corrections.

Three scales of mapping analysis are recommended to better define an adaptive management approach to the greenways portfolio. Each analysis is aimed at a specific decision making process and scale and although the data is related, the analytical methodology differs depending on the desired outcomes. This effort builds on the Data Management Strategy recommendations of the Pittsburgh Land Recycling Handbook and the Department of City Planning's internal data management initiatives. This section focuses on geographic information systems (GIS) based network and parcel analysis tools; outlines the process of evaluating city lands for greenway suitability based on available GIS data; as well as logics and justifications for that process.

### EVALUATION FRAMEWORK

The evaluation of greenway suitability through GIS methods is comprised of analysis geared toward three types of goals. The 3 primary components of the evaluation framework are:

1. Network Analysis
2. Parcel Analysis
3. Greenway Analysis

The frameworks incorporate a wide range of geographic information to develop a nuanced and extensive understanding of how a space could contribute to greenway goals, including: Equity, Ecology, Economy, Placemaking, and Connectivity.

Each framework uses the greenway goals to inform planning efforts at different scales, and each can be conducted independently and along differing timetables. While each analysis framework can operate in isolation, orchestrating all three will make it easier to ensure they contribute to the City's open space vision.

There are three types of analyses explained in this chapter:

**NETWORK ANALYSIS** evaluates the strategic role for new and existing greenways within Pittsburgh's open space network.

**PARCEL ANALYSIS** examines the potential for establishment or growth of a greenway. It can be performed by a planner with GIS or by a citizen through the Greenway Scorecard.

**GREENWAY ANALYSIS** tracks the stewardship and maintenance of established greenways.

The first two Analysis Frameworks, Network and Parcel Analyses, are not currently implemented and are explained in further detail in this chapter. Greenway Analysis and its primary tool, Cartegraph, is already operational and is not addressed in detail in this report.



## NETWORK ANALYSIS

How can greenways become the connective tissue within a larger networked system of open spaces?



**Network Analysis examines how greenways can contribute to the OpenSpacePGH vision.** The network analysis would be performed by the Senior Environmental Planner or Greenways Program Manager, with the purpose of informing the city-wide greenway goals and understanding the performance of open space clusters. The network analysis produces *possible* greenway network scenarios by prioritizing parcel data that contributes to ecological integrity and connectivity. This data is vetted with difficult-to-quantify knowledge not available in datasets, such as neighborhood plans and long-term projects. The model does not say which parcels should be greenways, but only that a greenway or green space element *could be possible* within a given area.

## PARCEL ANALYSIS

How can we understand growth and establishment strategies with regards to the city-wide vision?



**Parcel Analysis is most useful when considering the expansion of existing greenways or in the establishment of new greenways.** Parcel analysis begins with the same data set as the network analysis but is queried at a more granular level. Parcel analysis is most useful when it is performed within a target area to better understand the likelihood of parcel availability or the character of a potential greenway. This model should not be used directly without vetting field knowledge of the community, the parcel status, on the ground conditions, etc. The model is probabilistic and can be adjusted to value specific criteria (such as dumpsites) to address local issues.

## GREENWAY ANALYSIS

How can real-time data collection and greenway typologies streamline management and stewardship?



**Greenway Analysis helps to monitor the stewardship and maintenance of established greenways.** Greenway analysis is done with asset management tools that the City has adopted, such as Cartegraph. The tool should be selected with the following criteria:

- broadly adopted and used within City agencies
- available to agency users (non-profits and the public)
- compatible with GIS planning data
- able to record physical characteristics, improvement projects, and changes in conditions
- capacity to track labor and investment
- ability to report indicators by greenway as well as across the entire portfolio

## 2.3

Recommendation for:

# NETWORK ANALYSIS

## Manage the greenways portfolio through goal oriented analysis.

Network analysis is largely an effort of qualifying lands for greenway inclusion, and strategizing those qualifications toward the varied distribution of open space assets across the City. Once qualified land is determined, it is used as a means of masking out unqualified spaces across the City. Some lands may qualify through multiple greenway goals and this is a natural sorting and priority mechanism. Areas what are ecologically sensitive and contain place making assets are more valuable to the city with only one of those characteristics. This is distinct from parcel analysis where each of the goals is looked at with a greater level of detail. In network analysis a space is or is not on landslide prone slopes, or does or does not have the ability to connect two existing greenway spaces. This makes the result of network analyses a binary display of regions that can and cannot contribute to the greenways program.

### EQUITY

At the city scale, equity is most related to equal access to quality open space both for recreation and conservation. At the network scale it is possible to overlay the open space plans accessibility map to show zones with deficient open space access.

### ECOLOGY

Pittsburgh greenways are first and foremost conservation lands and within the City landscape there is very limited land area that qualifies for conservation. Those lands include:

1. Steep slope >25%
2. Landslide prone
3. Hillside zoning
4. Floodplain (1% + floodway)
5. Environmental sensitivity

These land types are the easiest to identify as possible places for greenways because their physical characteristics

make them unsuitable for other development.

### ECONOMY

There are also secondary qualifiers that may make land eligible for greenway designation. These qualifiers include the following:

1. Vacancy
2. Public ownership, such as by the City, Urban Redevelopment Authority, Housing Authority of the City of Pittsburgh, or Pittsburgh Public Schools
3. Tax delinquency
4. Rights of way and paper streets

### PLACE MAKING

Across the city our steep hillsides and vistas define and brand all corners of the City with unique character. Viewsheds and scenic corridors contribute to greenway placemaking and should be a factor when prioritizing greenways. Assessing qualified areas for preservation of important City vistas and continuous green hillsides that define neighborhoods can help greenways to support placemaking and branding efforts across the city.

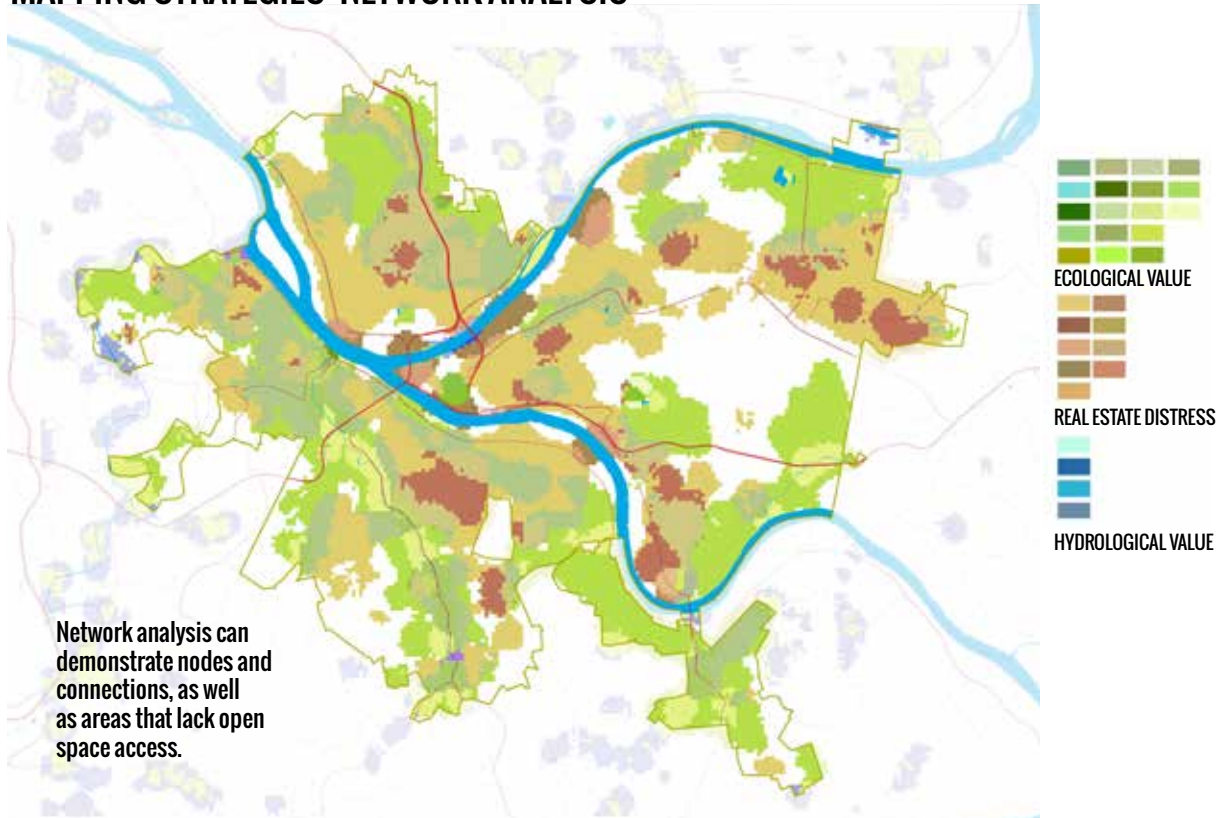
### CONNECTIVITY

Across the City there are strong clusters but they are still missing key connections that would make a City-wide continuous network. For connectivity of these spaces in terms of habitat and open space access, gaps in the system should be identified, which can help guide future greenway placement.

Notes: There are several instances where land is designated by one of the qualifiers, but is not available for greenways. Reasons for disqualification can relate to use (park or cemetery) or land ownership status (privately owned and tax current).



## MAPPING STRATEGIES: NETWORK ANALYSIS



Potentially suitable greenway land



Potentially suitable greenway land with open space plan network

## 2.4

Recommendation for:

# PARCEL ANALYSIS - GIS

Understand designation and expansion with GIS analysis.

Parcel analysis is more detailed analysis and takes a closer look at a wider set of variables for assessment. The intention of parcel analysis is to help identify specific plots, not just geographic areas, that could be greenways. While network analysis asks binary questions, parcel analysis has more room for degrees of value. Parcels are assessed after they have been qualified through network analysis. For example: if a parcel is being scored for riparian zone it would come down to linear feet along open water. Parcels gain high values as they protect more land, are in closer proximity to off site resources or physically contain assets.

### EQUITY

More fine grain network analysis can be conducted on parcels showing their walking path to the nearest green space. This advances the open space plan from being zones of poor access to specific streets and households that could be added to new open space "service areas".

### ECOLOGY

The following layers contribute to a nuanced understanding of ecological value.

- Woodlands
- Hydrologically sensitive areas
- Cemeteries
- Landslide prone
- Parks
- Existing greenways

Notes: Hydrologically sensitive areas include floodplain areas, stream corridors, or other designated hydrological zones. Riparian areas and open water benefit greatly from conservation in terms of habitat quality and reduced downstream pollution.

### ECONOMY

The presence of dumpsites and litter can be documented, and these layers reflect conditions that contribute to economic distress or activities that can contribute to loss of property value.

Notes: Greenways can boost property values and can be a great asset to land owners in low income neighborhoods. However, as property values rise, this can contribute to displacement. All economic data needs to be evaluated within a larger context and with respect to market dynamics. Evaluation should consider rate of change within datasets such as MVA, not just static property values.

### PLACEMAKING

The following layers contribute to a nuanced understanding of urban placemaking value.

- Cultural and historic assets
- Viewsheds to and from a site
- Historic infrastructure (such as the incline and trolley lines)

Notes: Few existing datasets include information on cultural and historic assets. It is likely that this information will come from on-site knowledge and verification. Data can be added into GIS with apps or as part of implementation planning and stewardship. Assessment standards should be similar across all greenways.

### CONNECTIVITY

The following layers track the connectedness of a site.

- WalkScore (external data source)
- Trail intersections

Notes: Greenway trails and access are not well known, nor are regional trail access points readily available. WalkScore is an external evaluation of a neighborhood's walkability and includes a number of datapoints that may be extracted and used directly.



## MAPPING STRATEGIES: GIS PARCEL ANALYSIS



Parcel analysis of potentially suitable greenway land with qualifying property mask

## 2.5

Recommendation for:

# PARCEL ANALYSIS: SCORECARD

Understand designation and expansion with the Greenways Scorecard.

As communities consider the establishment or expansion of a greenway, groups of parcels can be evaluated for alignment with greenway goals through the Greenways Scorecard. The tool can be a first touch, preparing a community to understand greenway goals, and can be a practical way of comparing the relative merit of different groups of parcels.

The Scorecard can become a user-friendly interface with back-of-house analytics that evaluate a group of parcels **using quantitative and qualitative criteria, integrating factors listed in the Parcel GIS Analysis PLUS community knowledge such as:**

### EQUITY

- number of households served within 1/4 mile walking distance
- number of institutions within walking distance

### ECOLOGY

- total area conserved
- interior area protected
- linear feet of riparian zone

### ECONOMY

- number of cleaned dumpsites or community related activities
- number of sites that may be activated by greenway development

### PLACEMAKING

- acres of visible terrain
- number of cultural assets protected by the greenway

### CONNECTIVITY

- acreage of existing open space connected
- miles of trail provided
- number of cross-greenway connections



## GREENWAY SCORECARD RESULTS



### YOUR GREENWAY SCORE:

28

A GOOD CANDIDATE FOR A  
GREENWAY OR EXPANSION!

### YOUR GREENWAY'S STRENGTHS ARE:

- Inclusion of high value waterways and habitat.
- A large area of interior habitat and continuity of parcels.
- Inclusion of historic artifacts.
- A high number of neighborhood access points.

### YOUR GREENWAY COULD IMPROVE BY:


- Being accessible to more households.
- Having more demonstrated community investment, such as clean-up efforts.

**DISCLAIMER:** Above image is a graphic mock-up of the proposed greenway scorecard. For more information, please see the attached Greenway Scorecard information.



# GREENWAY LIFECYCLE





Proposed greenways must go through a five phase process. The first two phases, initiation and designation only occur one time. Once the greenway has been officially designated, the greenway cycles through phase three (planning) every three to five years. Phases four and five repeat annually (projects and ongoing stewardship).

### 3

- 3.1 Greenways Lifecycle Overview
- 3.2 Initiation
- 3.3 Designation
- 3.4 Implementation plan
- 3.5 Projects
- 3.6 Stewardship



## 3.1

# GREENWAYS LIFECYCLE OVERVIEW

A guide to greenway designation, development, and stewardship.

## CITY-WIDE STRATEGY

### PRE-CITY-WIDE ANALYSIS

This phase focuses on analyzing existing and potential greenways, establishing metrics, and determining a plan for the future.

**GREENWAY STRATEGY ESTABLISHED**

## INDIVIDUAL GREENWAY

### PHASE ONE INITIATION

This phase contains the preliminary work completed by a community or the City to test if a group of parcels would be viable as a greenway.

**PRELIMINARY DESIGNATION PLAN ENDORSED**

### PHASE TWO DESIGNATION

This phase focuses on acquiring property, planning, and preparing documentation to successfully complete the legal designation process.

**FINAL DESIGNATION PLAN ENDORSED  
+ GREENWAY DESIGNATED**

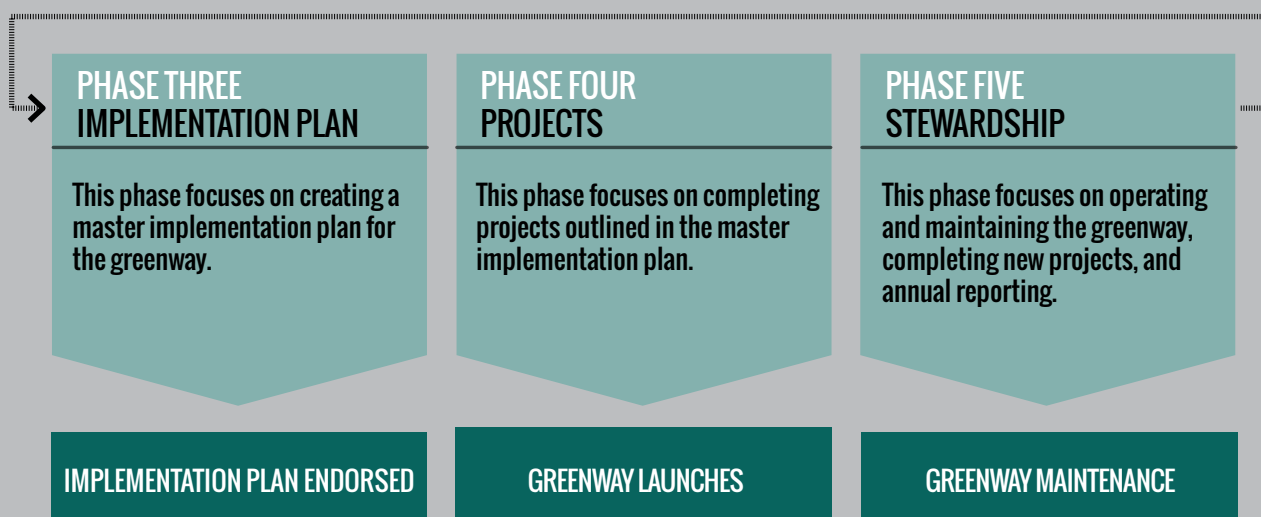
The designation of new greenways should be informed by a city-wide analysis that looks at greenway-related metrics to establish a greenway strategy for the City. The decision to pursue greenway designation for a proposed series of parcels may be informed and supported by this analysis.

Individual greenways go through a 5-phase process in order to be designated and then stewarded. The process begins with a greenway application that is then revised and added to as it moves through the process. The application

evolves into a designation plan, an implementation plan, and then an annual greenway report. As the organization and/or stewardship group moves through the process, they gradually accumulate a robust and informative set of documentation that can inform future project managers and stewards if/when a transition of responsibilities occurs, in addition to providing a complete history of the greenway as it moves through the process.

The process also includes a series of meetings with the Greenway Program





Manager and the Greenways Advisory Panel, which acts not just as an additional approvals step, but also as a forum to provide feedback to the greenway applicant, in addition to providing feedback to the Greenway Program Manager about how the program can be revised and improved.

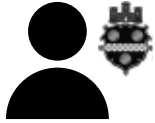
The program contains two major milestones; greenway designation following phase 2 once all of the parcels have been acquired and stewardship Memorandums of Understanding (MOUs) are in place, and greenway stewardship,

which occurs concurrently during phases 3, 4, and 5, and includes maintenance of the greenway and project implementation. Once the greenway is designated, phases 3, 4, and 5 occur continuously, with phases 4 and 5 repeating annually, and phase 3 repeating every 3 to 5 years.

While already designated, it is recommended that existing greenways collect the documentation outlined in phases 1 and 2, and then continue along the process beginning in phase 3.

# ROLES & RESPONSIBILITIES

**The Greenways Lifecycle involves many different individuals and organizations, who all play specific roles with assigned responsibilities.**



## GREENWAYS PROGRAM MANAGER (GPM)

The Greenways Program Manager (GPM) position does not currently exist, but is a proposed position who would work under the Senior Environmental Planner in Pittsburgh's Department of City Planning. Alternatively, the responsibilities of the GPM could be assigned to a different individual within the Department of City Planning, such as a Natural Resources Manager (as recommended by the Open Space Plan).

The Greenways Program Manager is the single point of contact for the Greenways Program. They are responsible for assisting the project managers through the greenways lifecycle process. They provide oversight of the greenways program and are responsible for coordinating activities and meetings between different City departments.



## GREENWAY PARTNER (GP)

The Greenway Partner program is a proposed program, run through the Department of City Planning. To be eligible, organizations who have demonstrated experience implementing similar projects begin by filling out an application. If accepted, the organization is eligible for streamlined processes when acting as the Project Manager for proposed greenways.



## PROJECT MANAGER (PM)

The Project Manager is the single point of contact for the Greenway Partner Organization or Recognized Community Organization who is leading the proposed greenway through the greenway process. This project manager may or may not be working with a community project manager to fulfill the requirements of the greenway lifecycle process.



## COMMUNITY PROJECT MANAGER (CPM)

The Community Project Manager is an individual who represents the proposed greenway community. This individual may be non-affiliated or could represent a non-RCO organization. The Community Project Manager works with the Project Manager (from a PP or RCO) to advance the greenway through the lifecycle process.



## GREENWAY STEWARDSHIP GROUP (GSG)

To be eligible for greenway designation, a Greenway Steward Group must be assigned or established. This could be a Greenway Partner or a Recognized Community Organization, or could be a group formed solely for the purpose of greenway stewardship. This group is responsible for maintaining and operating the greenway, conducting community outreach, and implement ongoing projects.



## GREENWAY VOLUNTEER

Greenway Volunteers are individuals or families who volunteer their time to assist in greenway stewardship. They may attend or assist with specific events, or specific topic areas (invasive species removal, trails, etc.). Anyone is welcome to become a Greenway Volunteer and participate in the GSG's efforts.



## GREENWAYS ADVISORY PANEL (GAP)

The Greenways Advisory Panel (GAP) is a proposed group of individuals from DCP, Law, Finance, Real Estate, URA, Department of Public Works, and members of the Green Space Alliance. The GAP is a recognition that, although the City is administering the designation of, use, and care of the greenways, much of the work is being done by intermediary partners. The GAP allows for the sharing of knowledge and an ability to effectively make changes to the program over time. The GAP helps to advise the Greenway Program Manager on both the city-wide portfolio of greenways, as well as efforts related to individual greenways.



## RECOGNIZED COMMUNITY ORGANIZATION (RCO)

The Recognized Community Organization (RCO) program is currently being developed by the City of Pittsburgh. RCOs are often geographically focused organizations, who may work with greenways and/or other matters in their community. In the context of the Greenways Program, RCOs can work with GSGs and GPs, or can become GSGs or GPs themselves.



## 501c3 NON-PROFIT ORGANIZATION

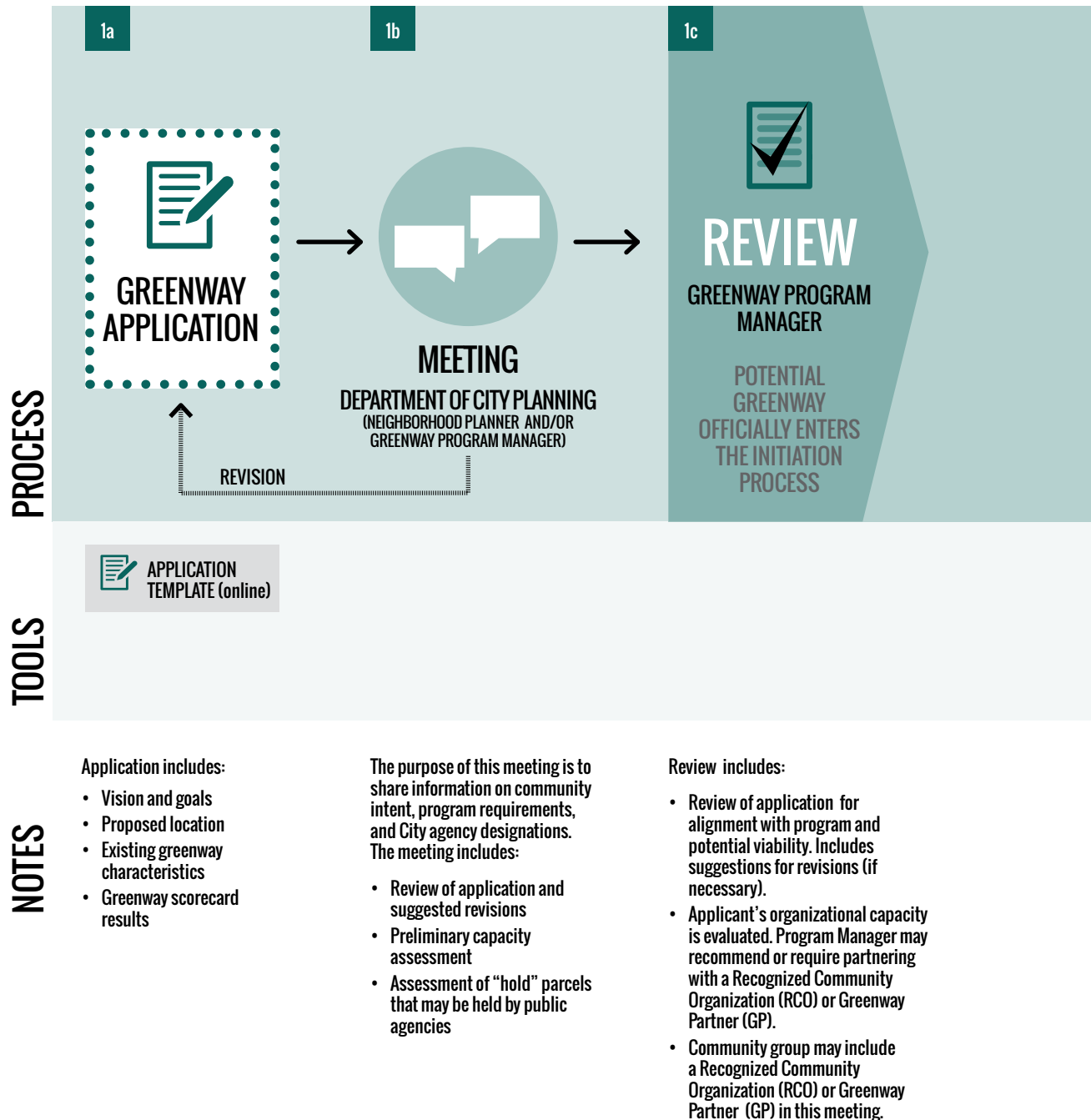
501c3 is a status designated by the Internal Revenue Code, which allows public charities, private foundations, and other not-for-profit organizations to be tax exempt. In the context of the Greenways Program, 501c3 non-profit organizations can work with GSGs and GPs, or can become GSGs or GPs themselves.

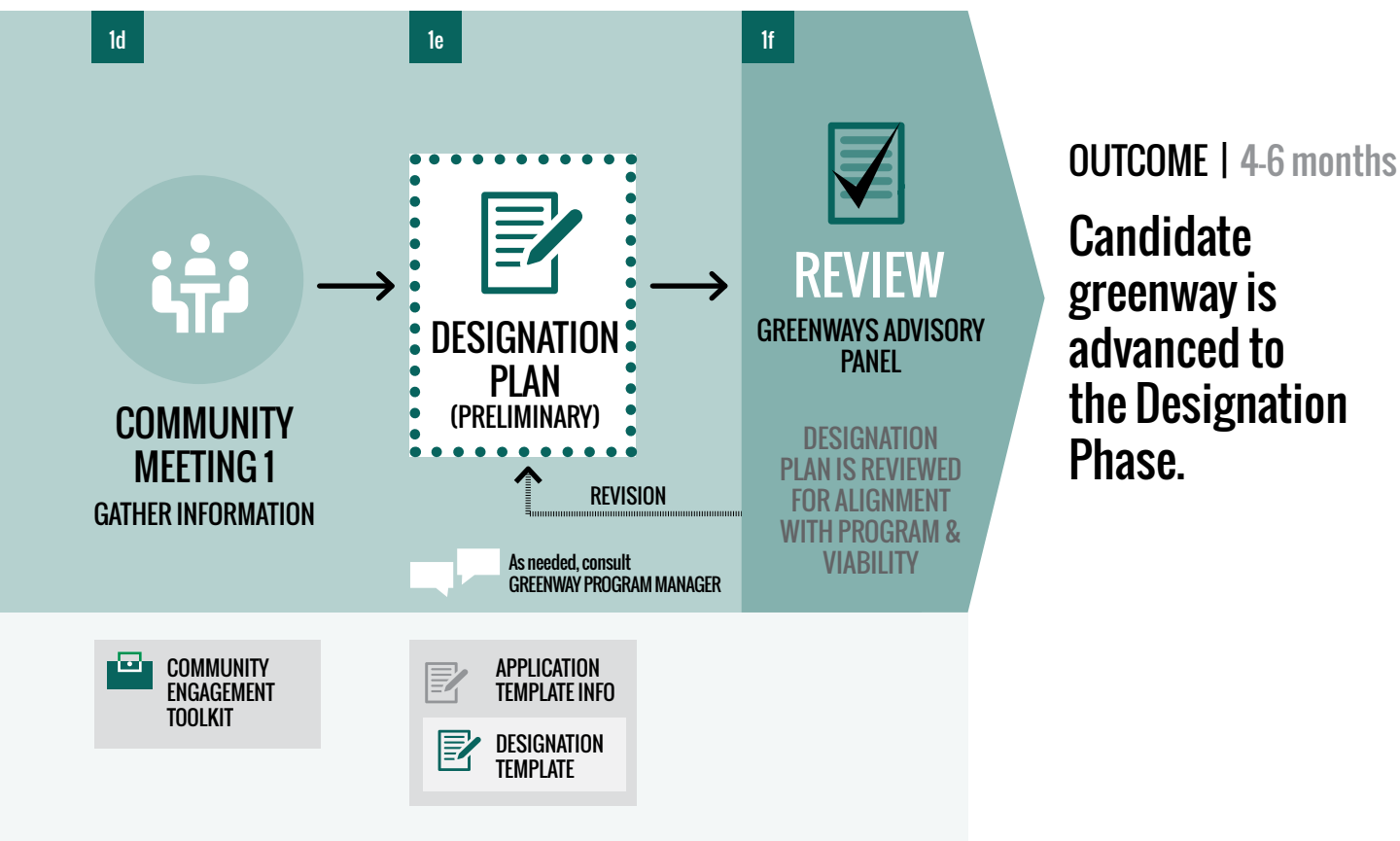


# 1

## PHASE ONE INITIATION

This phase contains the preliminary work completed by a community to test if a group of parcels would be viable as a greenway.





The purpose of the meeting is to introduce people to the greenway concept and to gather information to include in the Designation Plan. The meeting includes:

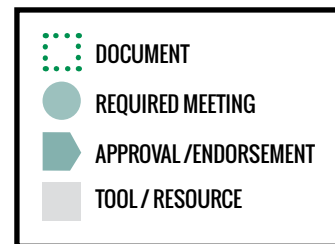
- Icebreaker activity
- Greenway fundamentals presentation
- Neighborhood plan values assessment (if applicable)
- Greenways show and tell activity
- Greenway lifecycle process diagram
- Proposed greenway information

Plan includes:

- Revised Greenway Application (vision and goals, proposed location, desired typology, and existing greenway characteristics)
- Community meeting 1 summary
- Acquisition strategy
- Stewardship model
- Project management model
- Potential partners
- Potential funding sources

Review includes:

- Review of preliminary designation plan for alignment with program and potential viability. Includes suggestions for revisions (if necessary).
- Applicant's organizational capacity is evaluated, as well as the acquisition strategy, stewardship and project management models, partners, and funding.



1a



1-2 weeks

## GREENWAY APPLICATION

**Responsible party:** The applicant (see Administrative Structure recommendations for more information) is responsible for initiating the process by filling out the greenway application.

To begin the greenways process, interested individuals, community organizations, or nonprofits should begin by visiting [www.PittsburghPA.gov/DCP/Greenways](http://www.PittsburghPA.gov/DCP/Greenways) to learn more about the Greenways for Pittsburgh 2.0 program. A map of existing greenways, the greenways resource guide, and sample documentation can be found on this website.

If the applicant decides to pursue designation for their community greenway, they start by filling out the **GREENWAYS APPLICATION** on the Greenways for Pittsburgh 2.0 website. This application includes information about the proposed greenway location, vision and goals, historical information, and existing physical assets. The application includes an interactive map that the applicant will use to select parcels that will be included in the proposed greenway. The form will autofill information about the parcel, including ownership and the greenway scorecard values (see City-wide Greenways Assessment for more information). After the application is submitted, the applicable neighborhood planner and the Greenway Program Manager will receive an email notification, one of them will review the application, and they will schedule an in-person meeting with the greenways applicant no later than 2 weeks after the date of application submission.

**GREENWAYS FOR PITTSBURGH 2.0**

WHAT IS A GREENWAY? ABOUT PITTSBURGH'S GREENWAYS GREENWAYS PROCESS HOW TO GET INVOLVED

**Greenway Application**  
If you are interested in designating a large greenspace or hillside in your community as a greenway, please begin by filling out this application. The Department of City Planning's greenway coordinator will contact you about scheduling a meeting in 1-2 weeks.

**APPLICANT/COMMUNITY REPRESENTATIVE**  
Name:  Organization (if applicable):   
Email Address:  Phone number:

**PROPOSED GREENWAY PROFILE**  
Neighborhood(s) in which the proposed greenway is located:   
Please select the parcels included in the proposed greenway on the map below.

**PARCELS SELECTED (autofill)**

PARCELS SELECTED (autofill)	OWNERSHIP (autofill)
16-A-300	Private - Tax Delinq >2 yrs
16-J-96	Private - Tax Current
16-A-238	City of Pittsburgh
16-A-220	URA
16-A-235	Condemned
12-E-120	URA
16-E-60	URA

**SCORECARD (autofill)**  
Ecology: 84%  
Equity: 96%  
Connectivity: 25%  
etc.

**EXISTING PHYSICAL ASSETS**  
Does the proposed greenway include any of the following? Check all that apply:  
☐ Stream/water run. If so, please describe:

**FEATURED EVENTS**

**THU 19** **Nine Mile Run Birthday Party!**  
Come celebrate Nine Mile Run's 10th birthday with food, music, and fun!  
Saturday, April 24th @ 1-5pm

**THU 19** **Hazelwood Greenway Planning Meeting**  
Hear about the Hazelwood greenway 3-year plan and sign-up to participate!  
Wednesday, June 2nd @ 6:30-8:30pm

**TWEETS**

**Outdoor Adventurer @IHeartGreenways**  
Family visit to Seldom Seen this weekend!

3d

Screenshot of  
Greenway Application



**1b**

## DEPARTMENT OF CITY PLANNING MEETING

**Responsible party:** The neighborhood planner who oversees the potential greenway's neighborhood or the Greenway Program Manager is responsible for scheduling the meeting.

The appropriate neighborhood planner and/or Greenway Program Manager will review the **GREENWAYS APPLICATION** and schedule a meeting with the applicant to review the application and the proposed greenway score. During this meeting the Department of City Planning will also assess the applicant's capacity using the community capacity guidelines, if the organization that they represent is not a Greenway Partner (see Project Administration recommendations for more information). Following this meeting, the neighborhood planner or Greenway Program Manager will either request that the applicant make revisions to the application, or will approve the application to officially enter the greenway initiation process. These feedback will be provided to the applicant in writing. This decision should be informed by the greenway's viability and the applicant's organizational capacity (see Greenway Process recommendations for more information). If the greenway application is approved, the Greenway Program Manager will contact the Urban Redevelopment Authority and request that relevant parcels be "held for greenway study". If the applicant has low capacity, the neighborhood planner or Greenway Program Manager will suggest that the applicant partner with a Recognized Community Organization (RCO) or Greenway Partner (GP) in order for the application to be approved.

**1d**

## COMMUNITY MEETING ONE: INFORM

**Responsible party:** The GP or RCO is responsible for planning and facilitating the meeting. The applicant is responsible for meeting outreach (if different than the GP or RCO).

Following application approval, the project manager and community group (if one exists) will work together to conduct a values assessment to determine if the establishment of a greenway aligns with the community's goals. Existing community plans and studies should be referenced in this evaluation if available. If the community does not have established goals, the values assessment should be informed by the outcomes of community meeting one.

Next, the project manager and community group will hold a community meeting. The community group will conduct outreach and invite as many residents of adjacent neighborhoods as possible to attend the first community meeting (see the **GREENWAYS FOR PITTSBURGH 2.0 COMMUNITY ENGAGEMENT TOOLKIT** for outreach methods and tips. Adjacent neighborhood groups and RCO's should be notified about the meeting.

The project manager will then host a community meeting using the toolkit. The agenda for this meeting will include:

- Icebreaker activity and introductions
- Greenway fundamentals presentation
- Community values assessment
- Greenways show and tell activity (map and sticker exercise)
- Greenway lifecycle process diagram and handouts
- Proposed greenway information
- Greenway resource guide
- Greenway threats (encroachment, illegal activity, etc.)

At the conclusion of this meeting, the community will:

1. Understand what a greenway is, what the benefits of a greenway are, what uses a greenway can have, and what elements may be constructed in a greenway.
2. Understand how the greenway aligns or does not align with their existing community plan and studies, if either exists.
3. Understand where their proposed greenway is located and what the five steps are to designate and maintain an official greenway.

1e



4-8 weeks

## GREENWAY DESIGNATION PLAN (PRELIMINARY)

**Responsible party:** The project manager and community group are responsible for developing the plan.

Following the first community meeting, the project manager will begin initial greenway planning by filling out the **PRELIMINARY DESIGNATION PLAN** template (a copy of which can be found in the Appendix). This template can be generated online, and includes much of the information required in the greenway application (designation plan v1). In addition to revising the information from the application, the template also includes a summary of community meeting 1, parcel acquisition strategy, stewardship model, project management model, partners, funding sources, maps, and desired greenway typology. The project manager should check in with the Greenway Program Manager as needed while developing the plan.

1f



2-4 weeks

## GREENWAYS ADVISORY PANEL MEETING

**Responsible party:** The Greenway Program Manager is responsible for scheduling and facilitating the meeting. The project manager is responsible for the meeting content.

Once the **PRELIMINARY DESIGNATION PLAN** is complete, the project manager will send it to the Greenway Program Manager, who will issue it to the Greenways Advisory Panel (GAP) members no sooner than 1 week prior to the GAP meeting. Then, the Greenway Program Manager, project manager, community group, and the GAP will meet to discuss the proposed greenway. At this meeting, the GAP will review the **PRELIMINARY DESIGNATION PLAN** and either request revisions to the document, or endorse the greenway to continue to phase 2 (see Greenway Process recommendations).

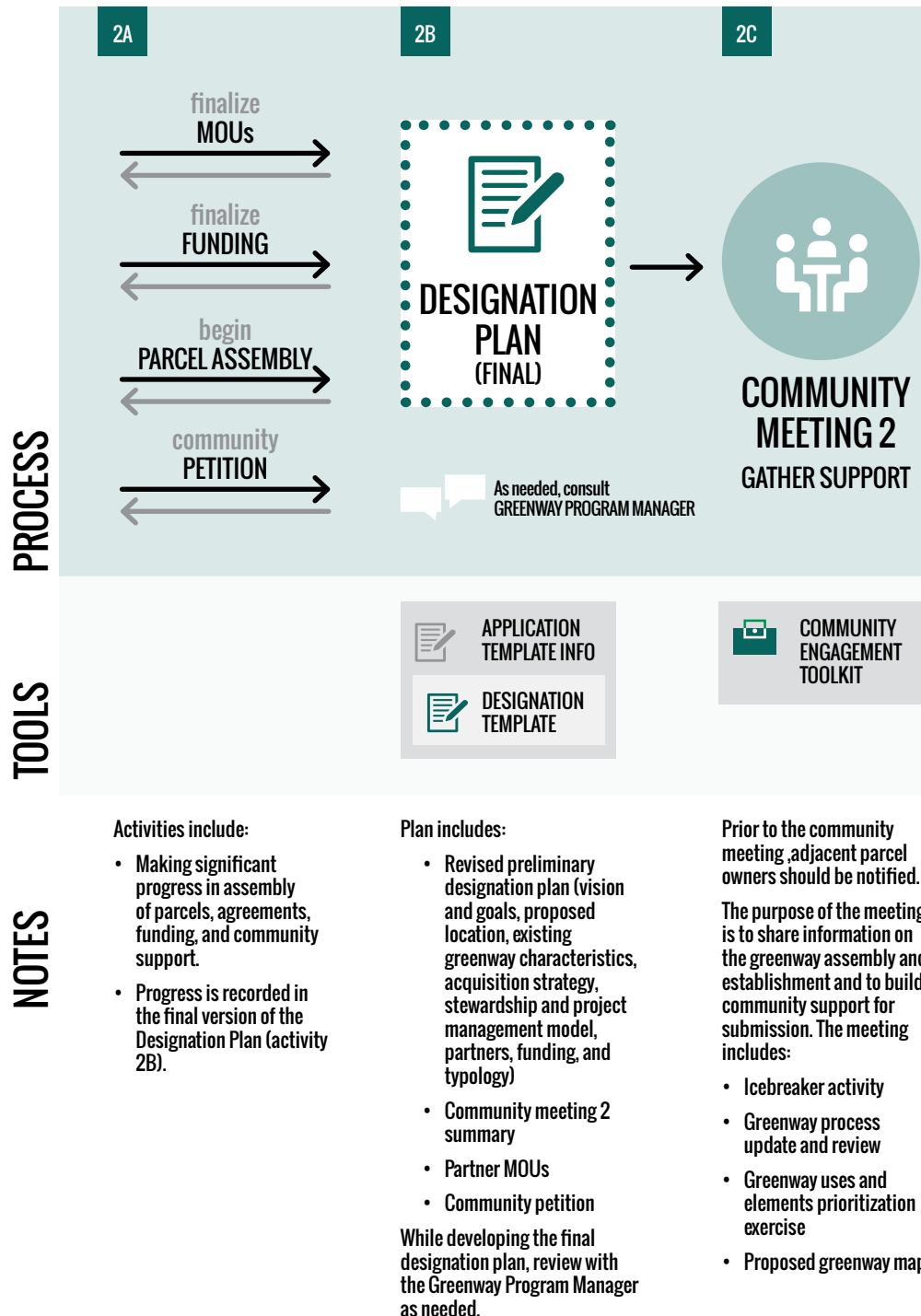


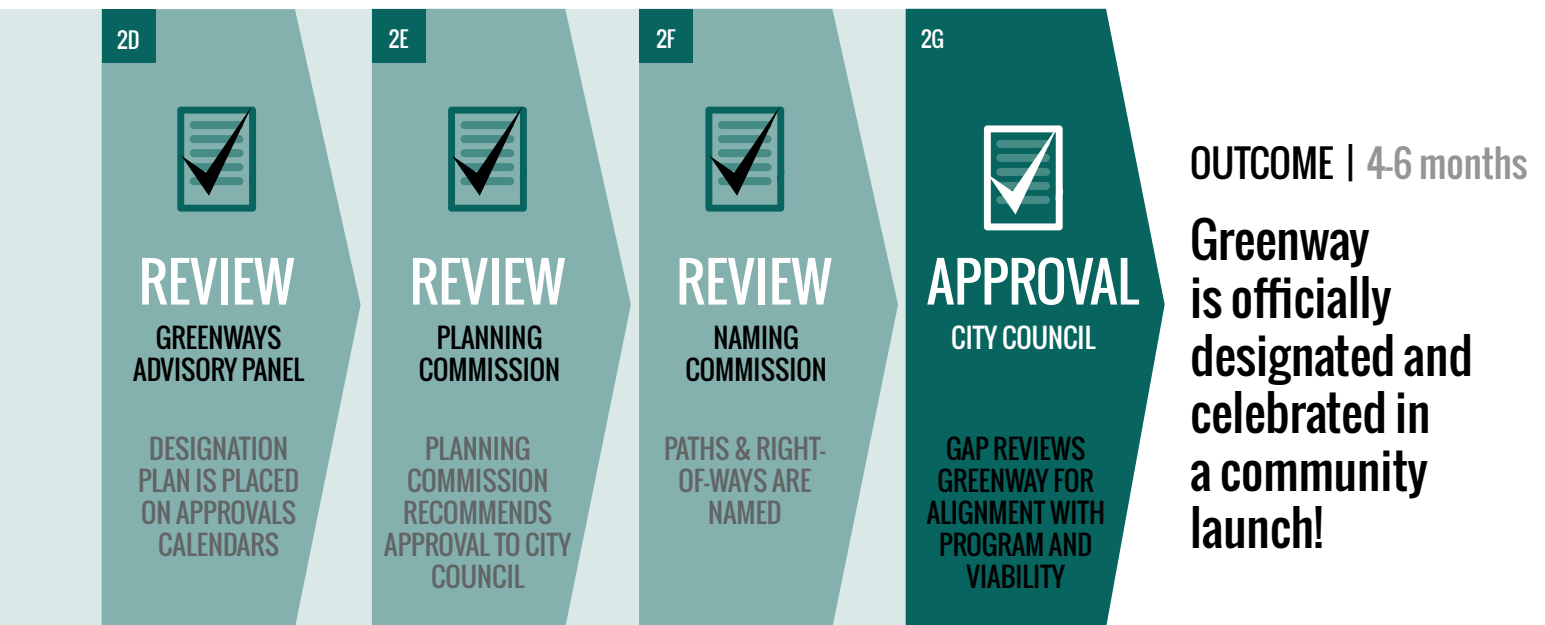
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# 2

## PHASE TWO DESIGNATION

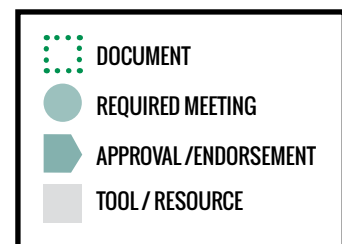
This phase focuses on acquiring property, planning and preparation of documentation, to successfully complete the legal designation process.





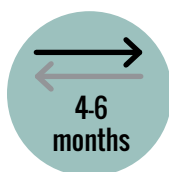
**Review includes:**

- Review of final designation plan for alignment with program and potential viability. Includes suggestions for revisions (if necessary).
- Applicant's organizational capacity is evaluated, as well as the acquisition strategy, stewardship and project management models, partner MOUs, and funding.





2a



## MOU'S, FUNDING, PARCEL ASSEMBLY, & COMMUNITY PETITION

**Responsible party:** The project manager is responsible for acquiring partner MOUs, finalizing funding, and the community petition. The Greenway Program Manager is responsible for acquiring the parcels.

Once the **PRELIMINARY DESIGNATION PLAN** has been endorsed by the GAP, the project manager will begin finalizing partnerships with nonprofit providers, and Law will begin drafting and signing Memorandums of Understanding (MOUs). In addition to this, the project manager will finalize the funding sources for the project. Concurrent to collecting MOUs and funding, it is the community project manager's responsibility to take a copy of the Preliminary Designation Plan (including maps) and gather at least 25 signatures in support of the proposed greenway from individuals who live in the community. A template for the community petition is included as the last page of the **FINAL DESIGNATION PLAN**.

While this is occurring, the Greenway Program Manager will begin implementing the property acquisition and assembly strategy (found in the **PRELIMINARY DESIGNATION PLAN**). The Greenway Program Manager will need to work with Law, Real Estate, Finance, and the Urban Redevelopment Authority (URA) during this process.

2b



## GREENWAY DESIGNATION PLAN (FINAL)

**Responsible party:** The project manager is responsible for developing the plan.

Concurrent to the collection of MOUs, funding, parcel acquisition, and the community petition, the project manager should develop the **FINAL DESIGNATION PLAN**, which includes a revision of the **PRELIMINARY DESIGNATION PLAN** and adds finalized partners, stewardship model, MOUs, confirmed funding sources, and a community petition. Please see the Appendix for a draft Designation Plan template. The project manager should check in with the Greenway Program Manager as needed while developing the plan. Once the plan is complete, the project manager will present the plan at a community meeting for feedback.

2c



## COMMUNITY MEETING TWO: ENGAGE

**Responsible party:** The project manager is responsible for outreach, planning, and hosting the meeting.

Concurrent to the development of the **PRELIMINARY DESIGNATION PLAN**, the project manager will prepare for and host the second community meeting. Prior to this meeting, property owners adjacent to the proposed greenway must be notified by mail of the proposed greenway and upcoming community meeting. For a notification letter template and outreach methods and tips, please see the **GREENWAYS FOR PITTSBURGH 2.0 COMMUNITY ENGAGEMENT TOOLKIT**. Additionally, the City Council member whose District the proposed greenway is in should be briefed about the proposal prior to the community meeting.

The project manager will host a community meeting using the toolkit. The agenda for this meeting will include:

- Icebreaker activity and introductions
- Greenway lifecycle process diagram review
- Presentation of the final designation plan
- Greenway uses and elements prioritization (activity)
- Proposed greenway maps
- Greenway resource guide
- Greenway threats (encroachment, illegal activity, etc.)

At the conclusion of this meeting, the community will:

1. Understand what uses a greenway can have and what elements may be constructed in a greenway.
2. Understand the proposed final designation plan, and how they can contribute to it.

Following the community meeting the project manager will catalog and analyze the results of the second community meeting, and include it as part of the **FINAL DESIGNATION PLAN**. The results of this exercise will inform project prioritization in phase three.

2d



2 - 4 weeks

## GREENWAYS ADVISORY PANEL MEETING

**Responsible party:** The Greenways Program Manager is responsible for scheduling and facilitating the meeting. The project manager is responsible for the meeting content.

Once the **FINAL DESIGNATION PLAN** is complete, the project manager will send it to the Greenways Program Manager, who will issue it to the GAP members at least two weeks prior to the GAP meeting. Then, the Greenway Program Manager, project manager, community group, and the Greenways Advisory Panel (GAP) will meet to discuss the proposed greenway. At this meeting, the GAP will review the **FINAL DESIGNATION PLAN** and either request revisions to the document, or endorse the greenway to continue to Planning Commission.

2e



4 - 8 weeks

## PLANNING COMMISSION MEETING

**Responsible party:** The Greenway Program Manager is responsible for scheduling this meeting and presenting the material to the Planning Commission. The project manager is responsible for the meeting content. The applicant and greater community is welcome to attend to show their support.

Once the **FINAL DESIGNATION PLAN** is complete and has been endorsed by the GAP, the Greenway Program Manager will present the plan to the Planning Commission, who will either recommend approval or denial of the official designation of the greenway. If the greenway is recommended for approval, it will move on to City Council. If it is denied, the plan will need to be revised and presented again to the Planning Commission.

2f



4 - 8 weeks

## NAMING COMMISSION MEETING

**Responsible party:** The Greenway Program Manager is responsible for scheduling this meeting and presenting the material to the Naming Commission. The project manager is responsible for the meeting content.

Once the **FINAL DESIGNATION PLAN** has been endorsed by the Planning Commission, the Greenways Program Manager will present the plan to the Naming Commission, who will approve or deny the naming of the greenway and all paths and right-of-ways within it.

2g



4-8 weeks

## CITY COUNCIL MEETINGS

**Responsible party:** The Greenways Program Manager is responsible for getting the project on the Council meeting calendar and presenting the material to City Council. The project manager is responsible for the meeting content.

Once the **FINAL DESIGNATION PLAN** has been recommended for approval by the Planning Commission and has passed through the Naming Commission, the Greenways Program Manager will present the plan to City Council who will either approve or deny the official designation of the greenway. Council approval can be a long process, which includes several meetings (introduction, standing committee, vote, and potentially a hearing). If the greenway is approved, then the greenway is officially designated. If it is denied, the plan will need to be revised and potentially presented again to the Planning Commission, in addition to being presented again to City Council.

Upon official designation it is recommended that the Greenways Program Manager, the project manager, and the community group host an event for the community to celebrate this milestone.



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# 3

## PHASE THREE IMPLEMENTATION PLAN

This phase focuses on creating a master implementation plan for the greenway.



3C



## REVIEW

GREENWAYS ADVISORY  
PANEL

IMPLEMENTATION  
PLAN ENDORSED  
TO ALLOW FOR  
STREAMLINED  
APPROVALS.

OUTCOME | 4-6 months

**The Greenway  
has a plan that  
organizes action  
for 3 years!**

Preceded by a Greenway  
walk-through with the  
Greenway Program Manager  
and neighborhood planner.  
Review includes:

- Review of  
implementation plan.



DOCUMENT



REQUIRED MEETING



APPROVAL / ENDORSEMENT



TOOL / RESOURCE



3a



## COMMUNITY MEETING THREE: ACTIVATE

**Responsible party:** The project manager and community group are responsible for outreach, planning, and hosting the meeting.

Once the greenway has been officially designated, the project manager and community group will prepare for and host the third community meeting. See the **GREENWAYS FOR PITTSBURGH 2.0 COMMUNITY ENGAGEMENT TOOLKIT** for outreach methods and tips.

The agenda for this meeting will include:

- Icebreaker activity and introductions
- Greenway lifecycle process diagram review and update
- Greenway planning exercise and review
- Proposed greenway maps
- Greenway resource guide
- Greenway threats (encroachment, illegal activity, etc.)

At the conclusion of this meeting, the community will:

1. Understand the **GREENWAYS DESIGNATION PLAN**.
2. Provide feedback on potential projects and timeline.
3. Sign up to participate in the greenway implementation phase.

Following the community meeting the project manager will catalog and analyze the results of the third community meeting.

3b



## GREENWAY IMPLEMENTATION PLAN

**Responsible party:** The project manager will work with the community or a consultant to develop the plan.

Following the community meeting, the project manager will decide whether they will complete the **GREENWAY IMPLEMENTATION PLAN** or if they will hire a consultant to complete the plan. If a consultant is needed, a Request for Proposals (RFP) will be issued and a consultant will be chosen.

Next, an environmental assessment of the greenway will be conducted. The community group will need to issue an RFP for this assessment, which is subject to review and approval of the City.

The **GREENWAY IMPLEMENTATION PLAN** will then be developed, which includes a summary of community meeting 3, updated information from the **FINAL DESIGNATION PLAN** (including project cost, funding, timeline, approvals, etc.), the environmental assessment (which should consider forest health/composition, wildlife habitat assessment, stream assessment, wetland assessment, soils and geology assessment, and acid mine drainage - see Implementation Plan template for a full list), an encroachment prevention strategy, and construction drawings (if applicable). The project manager should check in with the Greenway Program Manager as needed while developing the plan.

3c



2-4 weeks

## GREENWAYS ADVISORY PANEL MEETING

**Responsible party:** The Greenway Program Manager is responsible for scheduling and facilitating the meeting. The project manager is responsible for the meeting content.

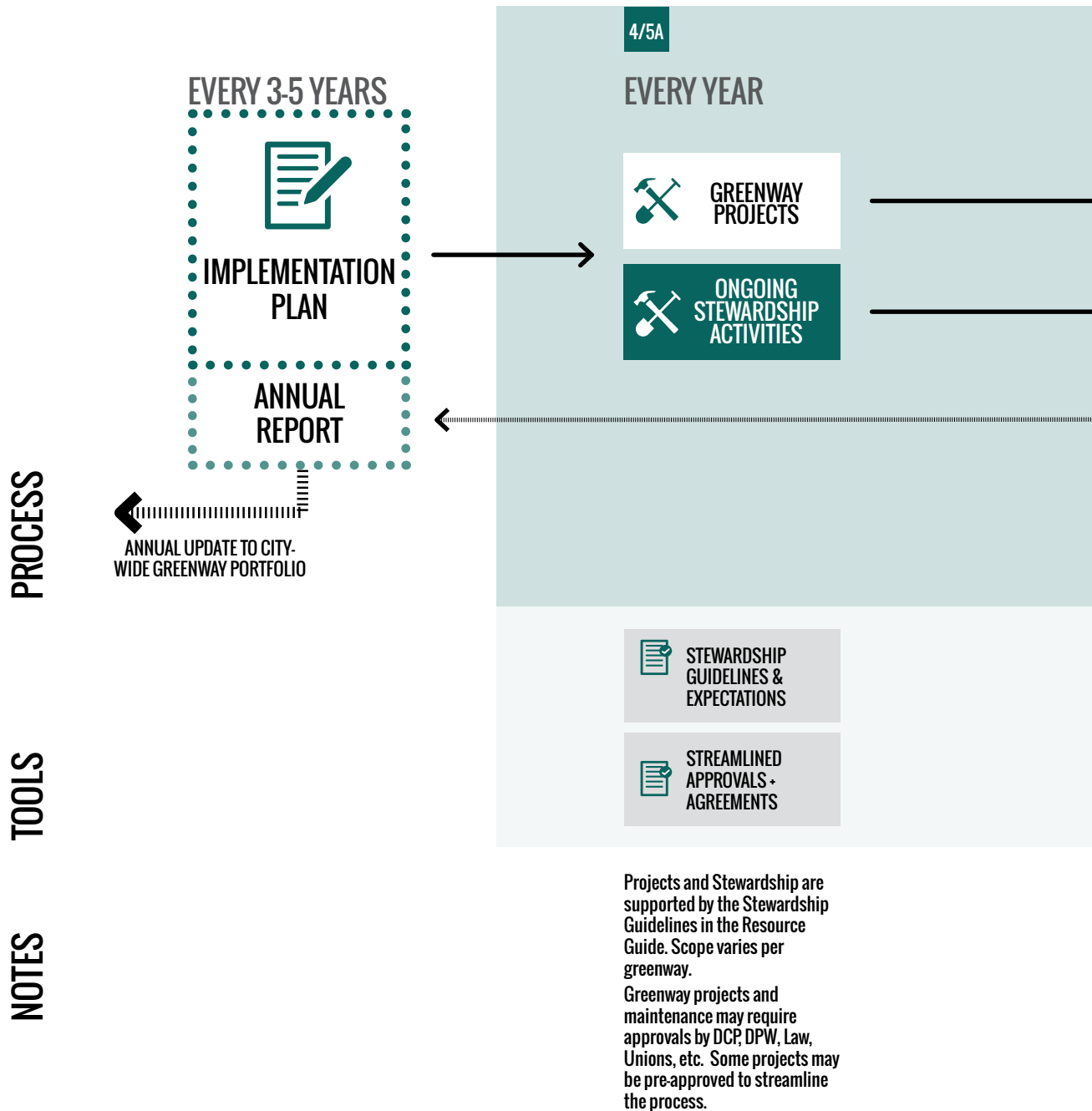
Once the **GREENWAY IMPLEMENTATION PLAN** is complete, the project manager will send it to the Greenway Program Manager, who will issue it to the GAP members no sooner than two weeks prior to the GAP meeting. During those two weeks, the Greenway Program Manager, neighborhood planner, project manager, and community group will do a walk through of the existing greenway conditions.

Following the walk through, the Greenway Program Manager, project manager, community group, and the Greenways Advisory Panel (GAP) will meet to discuss the greenway. At this meeting, the GAP will review the **GREENWAY IMPLEMENTATION PLAN** and either request revisions to the document, or endorse the greenway to continue to the projects phase.

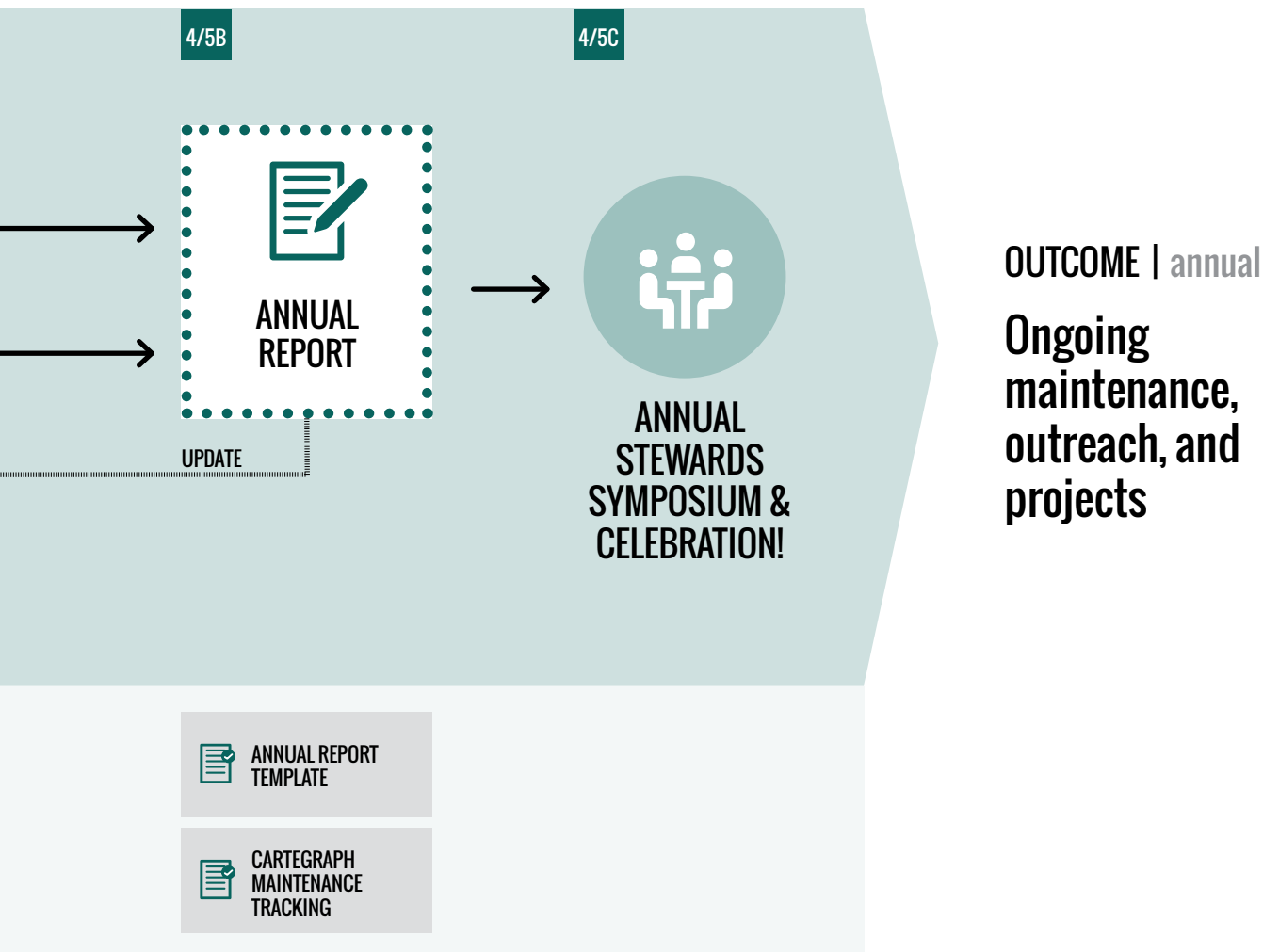
# 4+5

## PHASES FOUR & FIVE PROJECTS & STEWARDSHIP

This phase focuses on completing projects outlined in the master implementation plan, as well as operating and maintaining the greenway, completing new projects, and annual reporting.





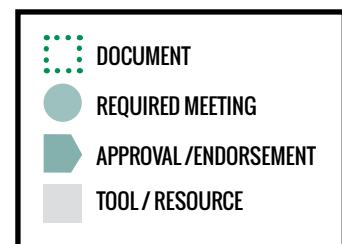


**The Report includes:**

- Maintenance tasks completed
- Proposal for projects to occur in the upcoming year
- Any changes to the Greenway's statistics (size, ecological indicators, etc.)

**The Annual Stewards Symposium is a chance to:**

- visit a host greenway and share information with other stewards
- welcome new and candidate greenways
- hear updates on the City-wide greenway portfolio and joint initiatives
- get to know Greenway Partners and find out more about available resources





## IMPLEMENT GREENWAY PROJECTS

**Responsible party:** The project manager or stewardship group is responsible for gaining project approvals and managing shovel-ready and construction projects. The Greenway Program Manager is responsible for assisting in this process.

After the **IMPLEMENTATION PLAN** is approved, the project manager or stewardship group may begin the project approvals process. Some projects and tasks will be pre-approved (see the Greenway Process recommendations section for more information), and will not require additional approval. If a project or task is not pre-approved, the project manager/stewardship group will work with the Greenway Program Manager to gain proper approvals, and where appropriate, may receive approval for future projects of the same nature (therefore adding the project or task to the pre-approved list). Review may be required by the Department of City Planning (DCP), the Department of Public Works (DPW), the Law Department, and related Unions.

After all project and task approvals have been completed, masterplan implementation can begin. At this point the project manager/stewardship group will refer to the **IMPLEMENTATION PLAN** to determine who will be managing each of the projects and related tasks. The project manager/stewardship group may choose to manage all projects, or they may choose to work with a nonprofit partner or service provider (fee for service) who will manage some or all projects. If the project manager/stewardship group chooses to work with a partner or service provider, they would be subject to City approval and would require the partner or service provider to enter into an agreement with the City. Each project may have a separate project manager if appropriate. Once the management of all projects and tasks has been determined, the implementation of shovel-ready projects can begin. Shovel-ready projects are defined as projects that can begin immediately and can be implemented by volunteers. The construction of greenway elements may occur concurrently to the implementation of shovel-ready projects. These types of projects are most often completed by the Department of Public Works (DPW), a service provider, or a nonprofit partner.

While shovel-ready projects and greenway elements are being constructed, the project manager will host an in-person or phone call construction meeting every two weeks. The project manager(s), neighborhood planner, Greenway Program Manager, representative(s) from DPW, and appropriate nonprofits, service providers, and community representatives are all invited to participate in these meetings. The purpose of these meetings are to provide an update on the construction status of the greenway and resolve relevant issues and concerns.

Once greenway construction is complete, the greenway can officially “open” to the public. It is suggested that the project manager, community group, and Greenway Program Manager celebrate this milestone by holding a launch event for the community.



## ONGOING STEWARDSHIP ACTIVITIES

**Responsible party:** The stewardship group is responsible for managing greenway maintenance.

After the greenway officially launches, ongoing maintenance will need to occur. Some tasks are the responsibility of the stewards and some are the responsibility of the City. A list of ongoing maintenance tasks and responsibilities can be found in the **STEWARDSHIP GUIDELINES & EXPECTATIONS** document, found in the Resource Guide. These tasks include trail maintenance, invasive species removal, repairs, safety inspections, and more. The Cartegraph maintenance system will help the Stewards and the City track maintenance tasks throughout the year.

Stewards are responsible for conducting ongoing community outreach, with the goal to make the community more aware of the greenways and encourage them to visit

the greenway more often. Community outreach can also attract new stewards, helping to maintain perpetual stewardship as existing stewards retire. Outreach can include greenway tours, competitions, activities, scavenger hunts, and more (depending on the greenway typology). See the **GREENWAYS FOR PITTSBURGH 2.0 COMMUNITY ENGAGEMENT TOOLKIT** for outreach methods and tips, in addition to potential partners. It is suggested that community outreach events happen at least three times per year.

4/5b



## ANNUAL REPORT & PLANNING

**Responsible party:** The stewardship group (depending on the stewardship model), is responsible for annual reporting and planning.

An **ANNUAL GREENWAY REPORT** must be completed by the stewardship group to record the maintenance tasks completed in the past year (see Appendix for a report template). Use of the Cartegraph maintenance system will help the stewards complete the form. In addition to this, the report must include proposals for new projects that will be implemented in the coming year (if any). The decision to pursue new projects should be informed by the master implementation plan. Every 3-5 years, or upon completion of all projects suggested in the master implementation plan, the greenway should return to phase three and undergo a new master implementation planning process. The report should be submitted to the Greenway Program Manager every year by December 31st. The Greenway Program Manager and GAP will review the report and provide comments or suggested revisions if needed. The Greenway Program Manager and stewardship group should also do an annual walk through of the greenway to view the maintenance and projects implemented, in addition to looking for encroachment issues. If the greenway fails to provide the annual report, then the stewardship group who oversees the process will be put on probation.

4/5c



## ANNUAL STEWARDS SYMPOSIUM & CELEBRATION!

**Responsible party:** The Greenway Program Manager is responsible for organizing the annual stewards symposium.

The Stewards Symposium is an annual event where all existing stewards and interested individuals come together to share knowledge, experiences, and resources. The event occurs over the course of a day (a day in the spring is suggested), and is organized and implemented by the Greenways Program Manager. The agenda for the Symposium will might include:

### Stewardship Training and Sharing

- Existing stewards knowledge and resource sharing meeting (2 hours)
- Stewardship training (2 hours)
- Greenway product and service expo (open all day)


### Greenway Tours

- Greenway tours and mobile workshops (3 hours)
- Greenway celebration and potential steward meet and greet (2 hours)

At the conclusion of the Symposium:


1. Existing stewards will gain advice from stewards of other greenways.
2. Existing stewards will understand how they can share resources with other greenways.
3. Existing stewards will learn about service providers and products they can use in their greenway.
4. Interested individuals will sign-up to participate in greenway stewardship.
5. Existing stewards and interested individuals will participate in hands-on learning of how to perform specific greenway management tasks.
6. The community will learn more about greenways.
7. Money will be raised to support existing greenway stewardship and potential greenway designation.



A photograph of three people walking away from the camera on a dirt path through a forest. The person on the left is wearing a red puffer vest over a dark long-sleeved shirt and blue jeans. The person in the middle is wearing a black jacket with orange trim on the sleeves and blue jeans, carrying a white bag. The person on the right is wearing a black jacket and blue jeans. The path is covered with dry leaves and branches. The background is a dense forest with tall trees and green foliage. A white rectangular box with a thin black border is superimposed over the middle of the image, containing the text "SUPPORTING POLICY RECOMMENDATIONS" in white, bold, sans-serif capital letters.

# SUPPORTING POLICY RECOMMENDATIONS





The success of the proposed five-phase greenway process is contingent on the creation of appropriate policies, models, and templates. Suggestions in support of the proposed greenway process are described in the following section.

## 4

- 4.1 Recommendations Summary
- 4.2 Use and typologies
- 4.3 Administrative structure
- 4.4 Projects and ongoing stewardship
- 4.5 Greenway process



## 4.1

# SUMMARY OF POLICY RECOMMENDATIONS

The following pages summarize the policy recommendations for the greenways program. For more information about these recommendations, please see sections 4.2-4.5.

## RECOMMENDATIONS FOR USE & TYPOLOGIES

The City's regulatory mechanisms should define the zoning and allowable uses of new and existing greenways. While the primary use of the greenways is the conservation of the hillsides, their slopes, and their landscape cover, the introduction of human use of the land can provide a more dynamic connection between the greenway and its neighbors. Greenway typologies should be developed that define allowable uses, insurance and liability requirements, and stewardship requirements.

### Include greenway typology and associated liability and insurance requirements in stewardship agreements.

It is recommended that stewardship agreement templates are created that include the type of greenway where the activity will occur, allowable uses in that type of greenway (which may vary), associated liability, and required insurance for that type of greenway.

**WHO**

Department of City Planning, Law

**FUNDING**

\$

**WHEN**

Short-term

**PARTNERS**

N/A

### Develop a permitting process for commercial active greenway uses and vendors.

It is recommended that commercial vendors who wish to lease a portion of an active site within a greenway (kayak rental, rock climbing lessons, zipline, etc.) must apply for a lease through the City. These vendors must have their own liability insurance. These leases will be granted on a case-by-case basis.

**WHO**

Department of City Planning, Law

**FUNDING**

\$

**WHEN**

Long-term

**PARTNERS**

Venture Outdoors, TrailPGH

## Develop a new zoning designation (Greenway District).

It is recommended that a new zoning district is created, which describes the three types of greenways and allowable uses (and consequent liability) in each. This would aid in understanding where greenways have been designated and it would simplify the designation process, creating an easier system for citizens to understand what uses can and cannot occur in a greenway.

**WHO**

Department of City Planning

**FUNDING**

\$

**WHEN**

Long-term

**PARTNERS**

N/A

### KEY

**Short-term:** Actions to enact program that can be achieved quickly (i.e. legislating and starting a new program or building from work that has already been done).

**Mid-term:** Developing new material that will require partners and potentially funds (i.e. acquiring funding for greenways).

**Long-term:** Developing new material that requires many steps and/or partners.

**\$:** No cost, only staff time

**\$\$:** up to \$30,000

**\$\$\$:** \$30,000+



## RECOMMENDATIONS FOR ADMINISTRATIVE STRUCTURE

There are many players who contribute to a greenways’ lifecycle. It is suggested that a new position is created, and the roles and responsibilities of how existing positions contribute to greenway designation and stewardship are defined. This includes defining responsibilities for greenway program management.

### Develop legislation to codify the “Greenway for Pittsburgh Program.”

It is recommended that a “Greenway for Pittsburgh Program” is created through City code.

**WHO**  
Department of City Planning, Law, DPW

**FUNDING**  
\$

**WHEN**  
Short-term

**PARTNERS**  
N/A

### Develop a Greenway Steward Project Memorandum of Understanding (MOU) template, outlining specific roles and tasks for the lead organization and partnering organizations.

It is recommended that stewardship roles and responsibilities are made clear by defining them in a Greenway Steward Project MOU template. Tasks should be outlined specifically for each participating and partnering organization.

**WHO**  
Department of City Planning, Law

**FUNDING**  
\$

**WHEN**  
Short-term

**PARTNERS**  
N/A

## Develop explicit stewardship expectations and guidelines, to be included in the project management MOU.

It is recommended that a comprehensive list of stewardship expectations and guidelines is created. Include this list in the project management and stewardship MOUs. These MOUs should also include consequences for failure to uphold the stewardship expectations and guidelines.

### **WHO**

Department of City Planning, Law

### **FUNDING**

\$

### **WHEN**

Short-term

### **PARTNERS**

N/A

## Adopt the “Recognized Community Organization” program for use in this program.

The City of Pittsburgh is in the process of developing a “Recognized Community Organization” program. It is recommended that the Greenways for Pittsburgh program adopt this designation to assess organizational capacity in terms of greenway project management and stewardship.

### **WHO**

Department of City Planning, City

### **FUNDING**

\$

### **WHEN**

Short-term

### **PARTNERS**

N/A

## Assign DCP greenway-related responsibilities to a Greenway Program Manager (newly created position) or other individual.

It is recommended that a “Greenways Program Manager” position is created, or that DCP greenway-related tasks are assigned to a single point of contact. Alternatively, these responsibilities could be assigned to a “Natural Resources Manager” (as recommended by the Open Space Plan).

### WHO

Department of City Planning

### FUNDING

\$\$\$

### WHEN

Short-term

### PARTNERS

N/A

## Establish a Greenways Advisory Panel (GAP).

It is recommended that a Greenways Advisory Panel (GAP) is established to share knowledge and provide oversight for the Greenways Program. GAP responsibilities also include endorsing the greenway plans during the process, or requesting revisions to the plans.

### WHO

Department of City Planning, Law, Finance, URA, DPW, PWSA

### FUNDING

\$

### WHEN

Short-term

### PARTNERS

N/A

## Establish a single point of contact from each involved organization and department, who will manage and coordinate their organization/department’s responsibilities.

In order to create a clear and easy greenways process, it is recommended that one individual from each relevant City department is established as the “greenways contact”. This may be the same individual that sits on the Greenways Advisory Panel.

### WHO

Department of City Planning, Law, Finance, URA, DPW, PWSA

### FUNDING

\$

### WHEN

Short-term

### PARTNERS

N/A





## RECOMMENDATIONS FOR PROJECTS & ONGOING STEWARDSHIP

Upon signing the greenway project management MOU and becoming a Greenway Stewardship Group in phase 2, greenway stewards become responsible for upholding the greenway stewardship expectations and guidelines. The greenway stewards, the City of Pittsburgh, and nonprofits determine how each organization contributes to the construction, operations, and maintenance of the greenway. Each organization will play a specific role.

### Develop a Stewardship Task Schedule in Cartegraph, to be filled out by the stewards, the City, and nonprofits as annual tasks are completed.

It is recommended that a schedule is created in Cartegraph for stewardship tasks. Greenway stewards, the City, and nonprofits can fill in the tasks they have completed into this schedule as they occur.

**WHO**  
Department of City Planning

**FUNDING**  
\$\$

**WHEN**  
Short-term

**PARTNERS**  
N/A

### Develop a clear and quick project approvals process.

It is recommended that a clear and easy approvals process is created for various parts of the greenway process. The creation of City standards and pre-approvals will assist in keeping approval times short and simple.

**WHO**  
Department of City Planning, DPW

**FUNDING**  
\$

**WHEN**  
Short-term

**PARTNERS**  
N/A

### Engage workforce development partners in the program.

Greenways provide a unique opportunity for workforce development. It is recommended that the City work with a nonprofit organization to provide workforce development experience to individuals, by performing tasks that cannot be performed by stewards, such as constructing benches or fencing.

**WHO**

Department of City Planning, City

**FUNDING**

\$

**WHEN**

Mid-term

**PARTNERS**

N/A

### Establish agreements with nonprofits and create a “Nonprofit Responsibilities” chart for stewards to reference.

It is recommended that the City meet with and establish agreements with nonprofit organizations for individual or all greenways. As a result of these conversations, the stewards should have access to a chart that describes the services that each nonprofit has agreed to provide.

**WHO**

Department of City Planning

**FUNDING**

\$

**WHEN**

Mid-term

**PARTNERS**

Non-profits

### Develop and maintain an internal Greenway Stewardship database.

It is recommended that an online greenway stewards database is created to catalog greenway process documents, stewardship tasks, and responsible parties. This document will be helpful in keeping track of greenway stewards, as well as informing new Greenway Program Managers if there is a transition of roles.

**WHO**

Department of City Planning

**FUNDING**

\$\$

**WHEN**

Long-term

**PARTNERS**

N/A



## RECOMMENDATIONS FOR GREENWAY PROCESS

The greenway designation and ongoing stewardship process will become easier and faster for all parties involved if certain processes and protocols become streamlined or adhere to existing standards. This includes the creation of new programs, policies, and guidelines.

### Use the community engagement toolkit to inform the community engagement strategy for all outreach events.

A Community Engagement Toolkit has been created as part of the Greenways for Pittsburgh 2.0 project. It is recommended that this toolkit is used to inform, engage, and activate communities around greenway planning, stewardship, and use.

- WHO**  
Department of City Planning
- FUNDING**  
\$
- WHEN**  
Short-term
- PARTNERS**  
Community organizations

### Develop city standards for greenway elements, create clear approvals for them, and build to these standards as much as possible.

To support a quick and easy greenway process, it is recommended that city standards are created for various greenway elements, tasks, and projects. These standards should be pre-approved, eliminating the waiting time for greenway stewards.

- WHO**  
Department of City Planning, DPW, Art Commission
- FUNDING**  
\$
- WHEN**  
Short-term
- PARTNERS**  
N/A

## **Acquire funding for greenways from a diversity of sources; compile new funding sources into a master list that can be accessed by all stewards and project managers.**

It is recommended that a list of all potential funding sources and models for greenways (based on the list provided in this guide) is created, continually updated, and shared with all greenway stewards and project managers. A diversity of funding sources will support greenway sustainability.

### **WHO**

Department of City Planning

### **FUNDING**

\$

### **WHEN**

Mid-term

### **PARTNERS**

Non-profits

## **Develop a clear methodology for acquiring property in various scenarios and streamline where possible.**

To decrease the amount of time it takes to achieve greenway designation, it is recommended that the City develops a clear and easy process for acquiring property in various scenarios, and streamline this process where possible.

### **WHO**

Department of City Planning, URA, Real Estate

### **FUNDING**

\$

### **WHEN**

Mid-term

### **PARTNERS**

N/A

## **Develop clear designation criteria and greenway scorecard to assist in decision making.**

It is recommended that the City perform a city-wide greenway portfolio assessment. This assessment will inform the inputs and development of a greenway scorecard. It is recommended that the greenway scorecard influence the designation criteria of potential greenways, making the requirements more transparent.

### **WHO**

Department of City Planning

### **FUNDING**

\$

### **WHEN**

Long-term

### **PARTNERS**

GIS Department

## 4.2

### Recommendations for: USE & TYPOLOGIES

The City's regulatory mechanisms should define the zoning and allowable uses of new and existing greenways. While the primary use of the greenways is the conservation of the hillsides, their slopes, and their landscape cover, the introduction of human use of the land can provide a more dynamic connection between the greenway and its neighbors. Greenway typologies should be developed that define allowable uses, insurance and liability requirements, and stewardship requirements.

Supporting recommendations:

- Develop a new zoning designation (Greenway District).
- Develop permitting process for commercial active greenway uses and vendors.
- Include greenway typology and associated liability and insurance requirements in stewardship agreements.

### GREENWAY TYPOLOGIES: ZONING, USES, & LIABILITY

Each parcel in the City is assigned a zoning district and each district includes a set of allowable uses, some permitted "by-right" (without any conditions applied and without specific approvals) and some that require a separate "exception" or approval. Currently, Pittsburgh's greenway parcels are designated a "Park District" or a "Hillside District", neither of which contains allowable uses that are appropriate for how greenways are defined in Greenways for Pittsburgh 2.0. As such, it is recommended that a new zoning district is created, which describes the three types of greenways and allowable uses (and consequent liability for users and the City in each). This would aid in understanding where greenways have been designated and it would simplify the designation process, creating an easier system for citizens to understand what uses can and cannot occur in a greenway. Still, some uses may require a more specific review procedure and the categories established in the current zoning may not offer a level of detail needed. More detail is provided in the following chart. Please see the Projects and Ongoing Stewardship recommendations for more information about risk management related to stewards.



GW1a

**GREENWAY TYPOLOGY :: GREENWAY DISTRICT 1a****CONSERVATION GREENWAY**

Contains areas with ecologically sensitive lands such as steep slopes, landslide prone slopes, undermined land, stormwater sites, and floodways. All of Pittsburgh's greenways are conservation greenways.

**GENERAL DESCRIPTION**

No impact or activities, unless for preservation purposes

**POTENTIAL USES**

Ecological preservation and restoration, stormwater management, historical asset preservation

**LOCATION IN GREENWAY**

Entire greenway

GW1b

**GREENWAY TYPOLOGY :: GREENWAY DISTRICT 1b****PASSIVE GREENWAY**

Contains community functions such as trails, overlooks, or other areas of respite. They allow for scenic views and access to natural or cultural heritage assets. Limited active uses that do not require permanent infrastructure, special equipment, or maintenance may be allowed in some parts of a passive greenway.

**GENERAL DESCRIPTION**

Low-impact personal use (less than 10 people), typically on assembled on a trail or concentrated within the greenway

**POTENTIAL USES**

Trails, overlooks, historic site preservation and education, agriculture, and beekeeping

**LOCATION IN GREENWAY**

The entire greenway, however, certain areas may include signs indicating permitted locations (i.e. Please stay on the trail)

GW1c

**GREENWAY TYPOLOGY :: GREENWAY DISTRICT 1c****ACTIVE SITE WITHIN A GREENWAY**

Designated parcels (or portions of parcels) within a passive greenway that allow higher levels of recreational activity. Any activities which require permanent infrastructure, special equipment, or specialized maintenance are limited to designated active greenway sites. Activities at these sites either require a permit from the City (personal use permit), administered by a vendor with a lease from the City (commercial use permit), or is performed at the users own risk (no permit).

**GENERAL DESCRIPTION**

Potentially higher-impact on the landscape (including permanent improvements), limited special equipment or path required, and potential maintenance required

**POTENTIAL USES**

Rock climbing, kayaking, swimming, sledding, off-trail hiking, agriculture, beekeeping, camping, ziplining, etc.

**LOCATION IN GREENWAY**

Throughout the greenway, however, certain areas may include signs indicating permitted and non-permitted locations (i.e. Climb at your own risk)



## **GREENWAY USER ACTIVITY PERMITS (PERSONAL USE, COMMERCIAL USE, NO PERMIT)**

For greenway users participating in activities on designated active sites, there are four levels of permits that may be required.

### **No Permit**

Greenways may contain active use sites which do not have commercial vendors but allow active uses by visitors without a permit. These sites must contain signs stating they are “use at your own risk”. An example of this is off-trail hiking or sledding. These activities may only occur in designated areas.

### **Personal Use Permit**

An individual may apply for a personal use permit for a pre-approved use in a pre-approved active use site. An example of this is an individual who would like to rock climb at Seldom Seen greenway. In this case, the City or the steward group constructed rock climbing infrastructure at the greenway, and has established an approvals process for individuals who wish to rock climb.

### **Group Permit (short-term use)**

In support of a temporary one-time event, a group such as a nonprofit organization may apply for a small group permit (more than 10 people) for a pre-approved use in a pre-approved active use site. These groups must carry their own liability insurance. The permit approval process will occur very quickly as long as the proposed use has been pre-approved. An example of this would again be rock climbing at Seldom Seen greenway. If a nonprofit would like to organize a group outing to go rock climbing, they will need to hold their own insurance to cover the individuals who are participating, and will need to apply for a group permit.

### **Long-term Lease**

In support of a long-term non-revenue generating activity (minimum of 1 year), an individual or group may apply for a long-term lease for an active site within a greenway. The approvals process in this case will include a plan review, zoning, building permits, and DPW review. These approvals should occur very quickly if the activity has been pre-approved. If the activity is not pre-approved, the approvals process will take longer. An example of this is a community group who would like to perform beekeeping in a greenway for a 3 year period, or an individual who would like to start an herb garden for a 1 year period. The individual or organization would need to hold their own insurance to apply for this type of lease. The City must have a clear title to engage in a lease on greenway property.

### **Commercial Use Lease**

Commercial vendors who wish to lease a portion of an active site within a greenway (kayak rental, rock climbing lessons, zipline, etc.) must apply for a lease through the City. These vendors must have their own liability insurance. These leases will be granted on a case-by-case basis, and would need to align with the community greenway goals and master implementation plan. The request for a lease must be endorsed by the Greenways Advisory Panel before it can be approved. The City must have a clear title to engage in a lease on greenway property.

## STANDARD OF CARE RELATED TO GREENWAY USES

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In Pennsylvania, the Recreational Use of Land and Water Act (RULWA) protects property owners, both public and private, from suits by recreational users as long as the users did not pay a fee. However, RULWA does not apply to all land used recreationally. Pennsylvania courts have ruled that RULWA only gives immunity to landowners if the land remains “largely in its natural state.” In greenways such as the Knoxville Incline Greenway, there are greenway elements that may not be considered largely natural. The City should maintain areas of these greenways to a higher standard to lessen exposure to risk. The City should consult with its legal counsel about potential liability issues concerning greenway elements and maintenance practices listed in the Projects and Greenway Stewardship recommendations if it wants to use RULWA as a defense in case of lawsuits.

If RULWA cannot be claimed, the City of Pittsburgh may be liable. The City is self-insured. However, as a municipality in Pennsylvania, the City is also subject to Political Subdivision Tort Claims Act that may provide a legal defense against some types of claims. Greenway Partners, RCOs, and stewardship groups will need to carry general liability insurance for their volunteers and workers. If there is a vendor for an active site, that vendor will be required to carry liability insurance that covers recreational users of that site.

There are a number of other ways that the City and stewardship groups can protect themselves legally. The simplest is by posting signs warning users of potential risks. Additionally, when designing new elements like trails, they should be designed to a recognized standard or best practice. These best practices will become a standardized set of City guidelines to inform elements in all greenways, to be included in the accompanying Greenways Resource Guide. Lastly, stewards must uphold the Stewardship Guidelines and Standards (see the Projects and Ongoing Stewardship recommendations), which includes maintenance practices, logs, and schedules. Keeping records of past safety issues that have been addressed demonstrates diligent management of a greenway, which can help defend against charges of negligence.

## PUBLIC TRUST DOCTRINE RELATED TO GREENWAY USES

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As City-owned lands on which the public is invited to recreate, Pittsburgh’s greenways may fall under the public trust doctrine. The public trust doctrine is part of common law and holds that some municipally-owned lands dedicated to the public must be preserved as a public resource. It limits the types of uses that can occur on these lands. For example, municipally-owned park land is considered a public resource and should be for public enjoyment. Non-park uses could violate the public trust doctrine.

Land may become dedicated to the public through actions or habitual recreational use; there does not need to be a formal dedication. Once dedicated, the public trust doctrine prohibits political entities like the City from taking the use of the land away from the public.

The Commonwealth of Pennsylvania has codified the public trust doctrine in the Donated and Dedicated Property Act. [1] Per this Act, if the City wishes to have a non-park use on land dedicated to the public for recreation, it can apply to the Orphan’s Court for relief.

The public trust doctrine and the Donated and Dedicated Property Act may limit the City’s ability to lease publicly-dedicated land or allow non-recreational activities on that land. The City should consult with its Law Department about whether a proposed greenway use would be allowable by the public trust doctrine.

<sup>1</sup> Kerr, Jr., William F. “The Public’s Property: Municipal Rights in Using or Disposing of Donated, Dedicated, or Purchased Land.” **Pennsylvania Law Weekly**. September 21, 2010. Available online: <http://www.highswartz.com/blog/articles-white-papers/publics-property-municipal-rights-using-disposing-donated-dedicated-purchased-land/>

## RULES AND REGULATIONS

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Due to their secluded nature, greenways can fall victim to inappropriate use such as dumping and vandalism. To prevent illegal activity from occurring, signs with the greenway rules and regulations should be posted at the entry to each greenway. Failure to adhere to these rules should result in a fine and possibly jail time. These signs should include 311 contact information so that a citizen who observes inappropriate use within a greenway may report it (such as reporting the license plate of someone who is illegally dumping). Greenway stewards should be required to report any signs of inappropriate use to the police and the Greenway Program Manager, and include the information in the annual report.

It is recommended that the following greenway rules and regulations are posted:

- All individuals and groups when entering the greenway shall comply with all laws of the United States, the State of Pennsylvania, and the City of Pittsburgh.
- The greenway is open daily, 365 days per year from sunrise to sunset. Active sites within a greenway that have lights may remain open until 10pm.
- No individual or groups may sell items on greenway property unless they have a commercial lease from the City.
- There shall be no trapping, hunting, discharging of firearms, or fireworks in the greenway.
- It is prohibited to leave trash or litter anywhere in the greenway, except in officially labeled greenway waste cans.
- There is to be absolutely no dumping on greenway property.
- There is to be no alcohol consumption on greenway property.
- All activities besides low-impact hiking along designated trails is done so at the users own risk unless signage indicates otherwise.
- It is prohibited to deface, injure, move or remove any signs within the greenway.
- It is prohibited to alter any natural or constructed greenway elements (such as destabilizing hillsides, vandalizing benches, etc.).
- It is prohibited to camp in the greenways.
- Motorized vehicles such as ATVs are prohibited in the greenways.
- The City of Pittsburgh is not responsible for any lost, stolen, or damaged personal items.

## POTENTIAL GREENWAY PARCELS

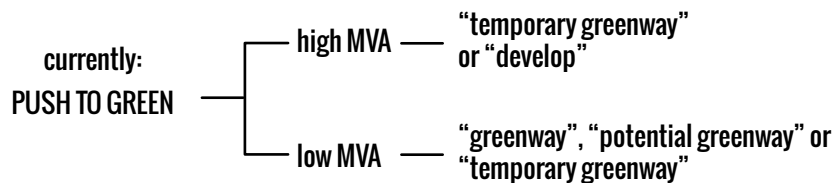
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The City of Pittsburgh Public Property File keeps record of all City parcels, and labels some of them “hold for greenway study”, which is determined based on situational knowledge and is decided upon by DCP (this designation is being transitioned to “potential greenway”). More recently, City and URA collaboration has resulted in developing typologies for vacant land, tax delinquent property, and publicly-owned surplus property into three categories (hold, develop, or push to green). This classification is based on market and physical characteristics as well as an iterative process currently being undertaken by the City and the URA’s Parcel Planning Working Group that incorporates a greater number of factors as data becomes available.

Parcels labeled “Push to Green” are vacant and distressed public surplus property, or other privately-held and distressed property that will have a permanent green future. The “Push to Green” designation implies that the parcel was marked under the public property file as “Potential Greenway” identified in the Open Space Plan adopted by the City, is on a street with steep slopes, and/or is within 500 feet of an existing greenspace. Therefore, adding push to green parcels to the greenway inventory is only one potential end use. Other potential end uses for push to green include active urban open spaces (i.e. parks, riverfronts, trails, complete streets), green infrastructure projects for stormwater management, and urban agriculture.

For purposes of future greenway planning and site assembly, the “Hold” and “Push to Green” designations are most relevant. As “Push to Green” implies the parcel(s) should have a permanently green future use – be that park, hillside, riverfront, greenway, or other – these are the parcels which most naturally and easily fit into the greenways fabric, as opposed to “Develop” parcels which have a more-likely near-term (5-10 years) hardscape use. “Hold”-categorized parcels are those pieces of real property which have unclear future uses per the criteria being used and could become either permanent greenspace or developed land. As the categorization filter is iterative and changes over time, it is recommended that both “Push to Green” and “Hold” parcels be considered for potential future permanent Greenway(s), and the “Develop” parcels, generally, not be considered, [but for areas where temporary greenways may be desired.]

Temporary greenway parcels function as a greenway until market forces or future development plans are able to be executed. They are likely to be located on the fringe of an existing or proposed greenway and many have a high market potential (MVA). These parcels should retain their existing zoning, and should not have any costly greenway elements within them (limited to trailheads, trails, and signage only). Temporary greenway parcels may be sold if an inquiry is made, but should not be advertised. If 20 years passes from the date of adjacent greenway designation and no potential buyers express interest, then the parcel may be acquired by the existing greenway, officially making it a part of the greenway in perpetuity. The community engagement strategy for the greenway should make it clear that the temporary greenway parcels are NOT part of the greenway, and may only include low-cost temporary greenway elements. Community expectations for these parcels should be very low.



Existing “push to green” parcels may become a temporary or permanent part of the greenway based on their MVA value. If the parcel has a high MVA, it can become a temporary greenway until a buyer is interested, or it can be sold immediately. Push to green parcels that have a low MVA can be held for greenway study, can become part of a designated greenway, or can become temporary greenways if the URA believes that the parcel’s MVA score is predicted to rise. Parcels that possess both the “push to green” and the “hold for development” classifications should be evaluated using the greenway scorecard and MVA data as well.

GREENWAY	POTENTIAL GREENWAY	TEMPORARY GREENWAY
Designated greenways in perpetuity; formally “push to green” or “potential greenway” parcels.	Parcels that have been identified in a greenway application and/or parcels with a high greenway score as identified by the Greenway Program Manager.	Parcels labeled “push to green” and/or “potential greenway”. Parcels adjacent to designated greenway parcels that may have a high MVA. They can be sold and should be re-evaluated in 20 years to determine if it is eligible to become part of the greenway.
PERMANENT CLASSIFICATION	TEMPORARY CLASSIFICATIONS	



USES & TYPOLOGIES  
SUPPORTING INFORMATION  
ZONING CODE RELATIONSHIP

Can portions of greenways take on more active uses?

If so, what liability/legal/zoning mechanisms need to be put in place to protect the greenway and the City from insurance liability?

Does the greenway become a park if active?

EXISTING ZONING POLICY

Greenways for Pittsburgh (1980) refers to greenways throughout the document as passive open space. The status of many of the City’s greenways has led to some discussion regarding the allowance of more active uses in the greenways as a way to trigger a sense of ownership and connection to the greenways by their surrounding neighbors.

All greenway parcels have a set of allowable uses assigned through the City’s zoning ordinance. Each parcel in the City is assigned a zoning district and each district includes a set of allowable uses, some permitted “by-right” (without any conditions applied and without specific approvals) and some that require a separate “exception” or approval.

The City’s current zoning code was developed on the heels of the Greenways for Pittsburgh (1980) plan. Essentially two districts are applied to parcels that may be designated as greenways, though some that may ultimately be incorporated into greenways may have other designations. The two key districts for our understanding of regulated uses in the City are the Park District and the Hillside District. The intent of the Hillside District does not clearly attach it to greenways, but appears to limit development on hillsides.

Intent Statement for Hillside District in Zoning Code:

- 1. Promote environmental preservation and fiscal responsibility;

- 2. Allow reasonable use and development of property zoned H, Hillside; and

- 3. Apply in areas that are not suitable for intensive development because of the presence of environmental or scenic resources and because of the difficulty of providing essential public facilities and services in an efficient and cost-effective manner.

For these two zoning districts, the code outlines key categories of uses applicable to the discussion of active and passive uses in greenways.

Parks and Recreation Use

The category of Parks and Recreation in the zoning code means “park, playground or other facility or open space area providing active or passive recreational opportunities for the general public.” While the “general” subcategory allows spectator seating, concession, lighted playing courts or fields with 20 or more parking spaces, the “limited” subcategory does not.

	Limited Parks & Recreation Use	General Parks & Recreation Use
Park District	Permitted by right	Permitted by right
Hillside District	Administrator exception	Not permitted

Outdoor Recreation and Entertainment Use

The category of outdoor recreation and entertainment in the zoning code means “an establishment offering recreation, entertainment or games of skill to the general public for a fee or charge wherein any portion of the activity takes place in the open. Typical uses include archery range, golf driving ranges, miniature golf course...” A general (25 or more spaces) and a limited (less than 25 parking spaces provided) level are included. Both the general and limited versions are currently administrative exceptions in the Park District only and are not permitted in the Hillside District.

## **Agriculture/Beekeeping**

The current zoning code also permits general and limited agriculture, beekeeping, forestry uses by-right uses in both the Park and Hillside zoning districts.

## **Other Uses**

Other uses currently permitted in the Hillside district include single family attached and detached, a community home “for disabled persons”, a personal care residence, transit facility, and a controlled substance dispensation facility as well as utilities and cell towers. In the Park district, detached single family, public assembly, recycling facility, restaurant, limited fast-food restaurant, and safety service are permitted as well as typical park uses such as cemeteries and community centers.

## **SUMMARY**

### **Option 1: Define Uses in Greenway Ordinance**

One option for managing uses is to define acceptable uses within each greenway separately, based upon community input, the layout and accessibility of the greenway, and the degree of potential impact on the greenway. As the greenway is established (through ordinance), the allowed uses would either be listed in the ordinance or referred to from the adopted master plan associated with the greenway. The uses would also be referred to in the stewardship agreement related to increased liability. The master plan would address any rezoning required within the greenway and the current Hillside or Park zoning districts would then apply.

### **Option 2: Revise Zoning to establish Greenway District**

The other option would be to establish a zoning district with the clear intent of serving greenways. Not only would this aid in understanding where greenways have been designated, it could simplify the designation process and create an

easier system for citizens to understand what uses can and cannot occur in a greenway. Still, some uses may require a more specific review procedure and the categories established in the current zoning code may not offer a level of detail needed.

The following addresses different categories of uses potentially available within a greenway or associated with a greenway: Passive, Active without a permit, Active with a permit, and Commercial Active.

## **Implications of Public Trust Doctrine**

The leasing of land that is designated as open space, such as for commercial active uses, may violate the Public Trust Doctrine and should be evaluated by the City’s Legal Department (see Standard of Care).

## **Allow Limited Agriculture & Beekeeping**

The master plan process can address the potential impacts and potential inclusion of limited agriculture (crops only) and beekeeping on the specific greenway and may require a permit per the City’s existing ordinances. The City must have a clear title to engage in these types of permits. Existing zoning currently allows these uses and any new zoning district could also allow them. General agriculture (crops, livestock, and small farm animals) and forestry uses, currently permitted by-right in the Park and Hillside districts, are probably inappropriate uses for greenways. The use of forestry techniques to manage tree canopy or the use of goats to manage ground plane vegetation would be considered temporary for maintenance purposes. With a new zoning district, these uses could be defined as permitted with an exception or conditions applied.

## **STANDARD OF CARE**

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**What constructed elements, if any, can be present on land to which RULWA applies?**

**What kinds of maintenance takes land beyond its natural state?**

**What other methods can the City and stewards use to limit liability for injuries by recreational users?**

**How should the City and greenways stewardship groups communicate to users and neighbors that greenways are less manicured and more rugged?**

**In greenways where there are cultural or historical assets, overlooks, or active recreation sites, how can the City and stewards limit liability for injuries by recreational users?**

**What duty do the City and land stewards have to greenways lands, including the biota and ecological systems they support?**

**What tasks should be included in the baseline standard of care for greenways?**

**Who should do them and who should make sure that they are done?**

### **BACKGROUND**

Standard of care is a legal term that refers to the level of maintenance reasonably expected on a property. A landowner owes a duty to land users to minimize their risk of injury or loss. The level of that duty depends on what class of users they are, what type of activity they are doing, and the condition of the land they are on.

The standard of care also depends on type of use. Recreational land use is in a special category. In Pennsylvania, the Recreational Use of Land and Water

Act (RULWA) protects property owners, both public and private, from suits by recreational users, as long as the users did not pay a fee. Most states have similar acts. In Pennsylvania, the RULWA does not apply to all land used recreationally. Pennsylvania courts have ruled that RULWA only gives immunity to landowner if the land remains “largely in its natural state.”

### **EXISTING POLICY**

Many of Pittsburgh’s existing greenways are largely in a natural state and only invite recreational use for which no fee is collected. Therefore, the City as landowner may be able to use RULWA as a defense in lawsuits brought by users. In effect, this means that the City can choose to perform less maintenance on these greenways because it has less risk exposure to lawsuits. Users recreate in these greenways “at their own risk.”

Other greenways like the Knoxville Incline Greenway contain elements that would probably not be considered largely natural. The City needs to maintain areas of these greenways to a higher standard to lessen exposure to risk.

The City of Pittsburgh currently operates on a just-in-time model of maintenance in the greenways, meaning that departments respond to 311 calls but greenway areas are not part of the regularly scheduled tasks of any City department. There is no standard set of maintenance practices for greenways articulated by the City. Volunteer groups and greenways stewards do work in greenways but these are most often clean-ups and planting projects. Their work does not appear to be undertaken in order to mitigate risk for recreational users.

**What constructed elements, if any, can be present on land to which RULWA applies? What kinds of maintenance takes land beyond its natural state?**

## **SUMMARY**

Generally, the level of duty of care depends on whether the people using the land were invited on or permitted on, or whether they're trespassing. Landowners have a higher duty to invitees and licensees than to trespassers.

Conservation greenways as defined in this guide are likely to be considered largely natural lands under RULWA since they do not include any regularly-maintained built elements. They may contain remnant structures like old roads and house foundations that do not receive regular upkeep. Passive greenways and active sites within them may not be able to rely on a RULWA defense.

Whether land is "largely in its natural state" is decided by the courts case by case. In some cases, earthen hiking trails have been considered natural. In other cases, they have been found to be improvements that make the land ineligible for the legal defense RULWA offers.

In addition to the construction of "non-natural" elements, some kinds of routine maintenance may cause a court to consider that the land is no longer in its "natural state." Again, this is a question that is resolved on a case-by-case basis and would need a legal opinion.

A menu of built elements that may be appropriate in greenways can be found in the Greenways Resource Guide and on the website and a chart of proposed maintenance tasks can be found in the . The City should consult with its legal counsel about potential liability issues concerning these elements and practices if it wants to use RULWA as a defense in case of lawsuits.

**How should the City and greenways stewardship groups communicate to users and neighbors that greenways are less manicured and more rugged?**

If the City does decide that a lower standard of care is appropriate for some or most greenways, it may fail to meet the expectations of users who expect the greenways to be more like City parks.

Community engagement begins during the initial phase of the greenways life cycle. At the outset, the potential greenways stewardship group should communicate what greenways are and how they might differ from other types of green spaces people are familiar with. Community engagement continues throughout the greenways life cycle. When creating the designation and implementation plans, stewardship groups should manage user expectations concerning the level of maintenance in conservation and passive greenways.



**In greenways where there are cultural or historical assets, overlooks, or active recreation sites, how can the City and stewards limit liability for injuries by recreational users?**

Some of Pittsburgh's future greenways may not be largely natural lands. In addition to conservation goals, the greenways will provide access to cultural and historic assets, overlooks, and active recreation sites.

The City of Pittsburgh is self-insured. As a municipality in Pennsylvania, the City is a subject to Political Subdivision Tort Claims Act that may provide a legal defense against claims. This Act, which is part of the Pennsylvania Judicial Code, states that municipalities are generally immune from tort liability, except for in a limited set of circumstances set forth in the Act. One of these circumstances is that the municipality or its employees were negligent in their duties. As long as the City does not act negligently, it may be able to avail itself of the defense offered by the Tort Claims Act. The City should consult with its Law Department to determine how much protection the Act might offer.

Stewardship groups will need to carry insurance for their volunteers and workers as well as general liability insurance. If there is a vendor for an active site, that vendor will be required to carry liability insurance that covers recreational users of that site. Pittsburgh's Vacant Lot Tool Kit includes general commercial liability insurance requirements for Adopt-A-Lot lessees that can serve as a precedent for what greenway stewards might require, though stewards may need additional types of insurance as well.

There are a number of other ways the City and stewardship groups can protect themselves legally. The simplest is by posting signs warning users of potential risks. When designing new elements like trails, design them to a recognized standard or best practice. Outline maintenance practices in a handbook and document that regular maintenance is occurring. Keep records of past safety issues that have been addressed. Being able to demonstrate diligent management of a greenway can help defend against charges of negligence.

**What duty do the City and land stewards have to greenway lands, including the biota and ecological systems they support?**

The standard of care is a duty owed by the land owner to people who use the land. Land owners and stewards of conservation lands could also be considered to owe a duty to provide a minimum level of care to the land itself. The land ethic articulated by Aldo Leopold is an example: "A thing is right when it tends to preserve the integrity, stability, and beauty of the biotic community. It is wrong when it tends otherwise."<sup>1</sup> Another formulation might be that greenway stewards should attempt to maintain the present ecological functions of greenways as well as possible. In other words, do no harm and leave no trace. A higher duty would mean improving the ecological health of the land.

The candidate parcels for greenways are likely to be, in many cases, damaged lands with impaired ecosystem functioning.

1 Leopold, Aldo. **A Sand County Almanac**. Pages 224-225.

2 Conservation Tools Guide at <http://conservationtools.org/guides/81-Recreational-Use-of-Land-and-Water-Act>

**What tasks should be included in the baseline standard of care for greenways? Who should do them and who should make sure that they are done?**

Aiming for restoration to a prior ecological state is a big task and requires funding and a workforce that could quickly outstrip a stewardship group's capacity. Aiming to prevent the land from degrading further is still a lot of work but it is more doable. Tasks that try to maintain a baseline of ecosystem health, like observing new areas of erosion and addressing them or early detection of a plant pest, would comprise the minimum standard of care owed to the land.

The City, as the landowner, currently owes a duty of care to greenway users and, potentially, to the land. In partnering with greenway stewardship groups, the City is looking to share the management and maintenance work meeting what that duty entails.

The baseline level of maintenance for each type of greenway is included in the Projects and Ongoing Stewardship recommendations section of this policy guide.

Some maintenance tasks fall to the City of Pittsburgh as the landowner. The City has the responsibility for ensuring structural integrity of steps and railings in greenways and addressing imminent hazards such as a hillside in danger of collapse. Other tasks are the responsibility of the greenway stewards. Stewardship groups should be able to meet baseline tasks for the type of greenway they propose to maintain. These tasks can be found in Ongoing Projects and Maintenance Recommendations section of this guide, and in the accompanying Greenways Resource Guide.

The City of Pittsburgh receives reports from stewardship groups and monitors completion of the maintenance tasks needed to meet the duty of care.

## PRECEDENTS

Regarding the kind of structures and maintenance tasks that would be allowed on largely natural land, the guide to RULWA posted by Conservation Tools lists several cases in Pennsylvania where a landowner invoked RULWA as a defense against injuries sustained by recreational users of their land.<sup>2</sup>

### **Pomeroy v. Department of Environmental Resources**

An earthen hiking trail in a state park is not an "improvement" even if other areas of the park are developed.

### **Davis v. City of Philadelphia**

Plaintiff fell in a hole in a field in Fairmount Park while playing flag football. Field was on park land but its primary purpose was for overflow parking for the zoo. Field was mown every two weeks in summer but court ruled that there were no improvements to the field that required regular maintenance and so the field still fell under RULWA.

### **Hatfield v. Penn Township and Penn Township Athletic Association**

A 20-foot-wide grass and dirt path between two fenced ballfields counted as a sufficient improvement to remove from RULWA protection because it was regularly maintained: the township cut the grass every two weeks and fixed defects in path, spread topsoil, filled in areas with a front loader.

### **Rightnour v. Borough of Middletown**

Private property adjacent to a municipal park with a footpath leading to a creek created by continuous usage is still natural land covered by RULWA.

## **PERMANENT VS. TEMPORARY GREENWAY EXISTING POLICY**

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**Is there a designation that allows for a parcel to function as a greenway while being held for future development?**

**What criteria are used to evaluate the merit of such proposals?**

**How can you manage community expectations about the future of the site?**

**How is the temporary nature of the designation clearly communicated to the community?**

### **BACKGROUND**

There are situations in which a parcel may be adjacent to a greenway and be functioning as a greenway, but may have strong potential for future development. In this case, the City might want to retain the future development rights while still allowing for temporary use as a greenway.

The Comprehensive Land Recycling Initiative (CLRI), a collaboration between the City of Pittsburgh and the URA, has developed typologies that classify vacant land, tax delinquent property, and publicly-owned surplus property into three categories. Parcels are classified as Hold, Develop, or Push to Green based on market and physical characteristics, an iterative process that incorporates a greater number of factors as data becomes available and as the working groups agree on them. The initial criteria for Push to Green were based on proximity to existing parks and greenways. Currently, the Parcel Planning Working Group is tasked with continuing to refine guidelines for strategic reuse.

The distressed inventory dataset maintained by City Planning contains 29,620 parcels as of September 2016. Of these, 5,226 are labeled as candidates for Push to Green, and 2,882 received this designation due to proximity to existing greenways, although additional considerations outlined in Open Space Pittsburgh and the Greenways for Pittsburgh 2.0 mapping exercise will help identify additional parcels that would be suitable for greenway use.

In order to develop a strategy of designating permanent and temporary greenway uses, other potential uses are also being analyzed by DCP and the URA. More than half of the Push to Green parcels are also labeled suitable for Development, which may help inform decisions around permanent and temporary uses. Similarly, PWSA has shared a list of parcels they consider targets for storm water management. The CLRI will need to assess these parcels in particular in terms of how they may best accomplish multiple goals, but for in the Push to Green category only 360 are flagged for storm water management.

### **RATIONALE**

Perpetual greenway designation should be sought for parcels where there is little likelihood of future development such as those in the Push to Green category. Parcels that are in the Hold or Develop categories that could also have value as a greenway should be evaluated for their market potential and the time horizon for any future development and could become a Temporary Greenway.

A Temporary Greenway status could be given to Hold or Develop parcels that are near greenways and where it has been determined that development is unlikely to occur in the next 20 years or longer. The parcels could still carry a Develop or Hold description and would

not go through the greenway designation process. They could functionally be used as a greenway, with some limitations and may be candidates to go through the Vacant Lot process.

It is likely that some parcels suitable for greenway use are not yet labeled as Develop or Push to Green, but rather as “Hold.” The Land Recycling Handbook considers most Hold parcels to be eventually suitable for acquisition and disposition by the Pittsburgh Land Bank (PLB). These parcels in particular may need additional study to determine whether a temporary or perpetual greenway use is most appropriate.

Temporary Greenway parcels are likely to be parcels located on the fringe of an existing or proposed greenway that have a high market potential (MVA). These parcels should retain their existing zoning, and should not have any costly greenway elements within them (limited to trailheads, trails, and signage only).

Temporary greenway parcels may be sold if an inquiry is made, but should not be advertised. If 20 years passes from the date of adjacent greenway designation and no potential buyers express interest, then the parcel may be acquired by the existing greenway, officially making it a part of the greenway in perpetuity.

The community engagement strategy for the greenway should make it clear that the temporary greenway parcels are NOT part of the greenway, and may only include low-cost temporary greenway elements. Community expectations for these parcels should be very low, as should levels of required stewardship. Signage should indicate the boundary of the temporary greenway.

On the converse side, temporary greenways may also offer opportunities for Active Uses with commercial lease, something that would be more difficult

on a designated greenway parcel. In this case, liability and stewardship responsibilities would be by the leaseholder with the public still granted access to the parcel.

In addition, consideration may want to be given to a deed restriction on the parcel when sold for future development that requires some area of land to be improved for public use or access. This deed restriction should be publicly acknowledged on any temporary signage as a community benefit should the property be developed.

### **ECONOMIC EVALUATION**

While potential greenway parcels that are currently labeled Develop or even as both Develop and Push to Green are currently the most evident candidates for Temporary Greenways, it is possible that some parcels suitable for greenway use may exist in areas that will experience significant market changes in the coming years. The current criteria for Develop, which relies heavily on the MVA, are sound because of the analytic rigor provided by Reinvestment Fund and because the MVA was updated in 2016.

If the “Save for Development” designation has a 20-year time horizon, then there should be plenty of time to observe market changes either by way of MVA or through some other tool. However, if “Save for Development” is used only sparingly, there is some risk of permanent greenway designation being applied to parcels with some market potential. In this case, supplementing the MVA with a resource that is more frequently updated, such as sales data from RealStats, may help identify areas in the City where changes in the market are occurring and where further analysis may be warranted before permanent greenway designation.



## 4.3

### Recommendations for: **ADMINISTRATIVE STRUCTURE**

There are many players who contribute to a greenways' lifecycle. It is suggested that a new position is created, and the roles and responsibilities of how existing positions contribute to greenway designation and stewardship are defined. This includes defining responsibilities for greenway program management.

Supporting recommendations:

- Develop a "Greenway Partners" program for trusted and experienced nonprofits (see Greenway Process recommendations).
- Develop a Greenway Steward Project Memorandum of Understanding (MOU) template, outlining specific roles and tasks for the lead organization and partnering organizations.
- Develop explicit stewardship expectations and guidelines, to be included in the project management MOU (see Greenway Maintenance recommendations).
- Adopt the "Recognized Community Organization" status for use in this program.
- Assign DCP greenway-related responsibilities to a Greenway Program Manager (newly created position), or other individual such as a Natural Resources Manager.
- Establish a Greenways Advisory Panel (GAP).
- Establish a single point of contact from each involved organization and department, who will manage and coordinate their organization/department's responsibilities.

### **COORDINATING ORGANIZATIONAL CAPACITY AND ROLES**

A Greenway Stewardship Group (GSG) is a group of individuals who are committed to stewarding a particular greenway, and they must sign a Memorandum of Understanding (MOU) with the City to formalize this agreement. GSGs are comprised of volunteers and are not compensated by the City for their time. In order to sign the MOU, GSGs must be one of the following:

- **An existing RCO:** An existing RCO may take on the role of a GSG for a particular greenway, in addition to performing non-greenway tasks related to their mission.
- **An existing organization that becomes an RCO:** A community may already have a greenway-specific organization, or other community-related organization that would like to take on the role of GSG. In order to do this, the organization must become an RCO through the City's established process. This group may be solely focused on the greenway, or the GSG responsibilities may be one of many responsibilities that the organization holds.
- **An existing GP:** An existing 501c3 organization, non-profit, or other Greenway Partner may take on the role of a GSG for a particular greenway, in addition to performing tasks and services that are not related to greenways in fulfillment of their mission. Greenway Partners should be assessed based on the insurance that they hold, their fiscal capacity, and their staffing capacity (see below). If the GP does not have an existing relationship with the community where the greenway is located, the GP must partner with an RCO that is based in the community to ensure appropriate and robust community outreach.
- **An existing or new organization:** A community may form a GSG comprised of volunteers for the sole purpose of stewarding a specific greenway. If this group does not have capacity to become an RCO, non-profit, or other recognized status, then the GSG may partner with an existing RCO or GP to fulfill the required GSG responsibilities.

Independent of whether the GSG is an RCO, GP, or neither, it is highly encouraged that GSGs partner with other organizations through the greenways establishment and designation process. Partnerships allow the GSG to determine their level of responsibility for tasks within the process while making connections and sharing knowledge. Certain groups may *LEAD* an activity or process and assume primary liability, fiscal, and/or staffing responsibility (may only be an RCO or GP). An organization may serve as a *PARTNER* for a particular process, and work in collaboration with organizations who are taking primary responsibility for a particular task (RCO, GP, or other organization). Lastly, an organization may *SUPPORT* an activity or process and be a participant without liability, fiscal, or staffing responsibilities (RCO, GP, or other organization).

These designations are not intended as an extra layer of bureaucracy but as a means of streamlining approvals processes that are occurring on a case-by-case basis currently. Any formalization of these designations should occur simultaneous to the institution of shortened approvals processes, standing MOUs, or other standardized agreements with the City.

There are three factors that are important to consider regarding the role that an organization can play in greenway designation and stewardship.

The ability of an organization to carry appropriate **levels of insurance** has been cited by both the City and their non-profit partners as one of the most important factors in developing long-term greenway stewardship. RCOs and GPs must carry insurance for their volunteers and workers as well as general liability insurance. GSGs that are not RCOs or GPs are required to partner with an RCO or GP, and their group (including volunteers) must be covered under the partnering RCO or GP's insurance.

The **fiscal capacity** of the organization affects its ability to solicit for, receive, and distribute funds for greenways projects. The non-profit status conferred by the 501c3 tax exemption is commonly understood as the baseline for an organization to function as a fiscal agent. However, that legal status does not guarantee that the organization actually has the capacity to act on such funding. It is recommended that the GSG either is, or partners with, a 501c3 organization for this purpose.

**Staffing capacity** is also important in determining an organization's ability to fulfill long term and short term commitments and overall longevity.

Most of the City's RCOs and GPs would be considered high capacity by these criteria, as they carry insurance, are able to serve as fiscal agents, and are staffed. These criteria should be considered by GSGs as they are assessing their ability to perform the greenway responsibilities independently and/or when soliciting for partnerships.

## **GREENWAY PARTNERS**

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Greenway Partners (GP) are organizations that have been designated by the Department of City Planning (DCP) as such because of their demonstrated experience implementing similar projects (see the Greenway Process section for more information about Greenway Partners requirements). Greenway Partners can take the lead through greenway designation and/or greenway stewardship if they have the appropriate insurance, fiscal capacity, and staffing capacity. GPs must work with a community-based RCO through the greenways process if the GP is not based in the community where the greenway is located to ensure appropriate and robust community engagement and involvement. The role of this group can include the following:

- Complete the greenway application, designation, and implementation plans (work with an RCO).
- Complete the community values assessment (work with an RCO).
- Prepare for and facilitate community meetings (work with an RCO).
- Prepare for and facilitate the GAP meetings (work with a community-based organization or RCO to ensure robust outreach) (work with an RCO).
- Gain project approvals (work with an RCO).
- Manage volunteers and implement shovel-ready projects.
- Manage service providers and construct greenway elements.
- Manage the projects and stewardship activities from the implementation plan.
- Keep record of projects and maintenance and complete the Annual Report template outlining activities.
- Participate in and do outreach in support of ongoing stewardship and maintenance projects.
- Promote the use of the greenway in the adjacent communities and be an ambassador for greenways.
- Share knowledge with fellow stewards and participate in the Greenway Stewards Symposium.
- Appoint an individual on a yearly basis to be the point of contact for the City and notify the City of major organizational changes.
- Assist in collaborative fundraising with the City, partner organizations, or independently.

## **GREENWAY STEWARD GROUPS**

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As part of the application for approval, there needs to be an organization designated as the Greenway Steward Group. This could be a Greenway Partners or a Recognized Community Organization, or could be a group formed solely for the purpose of greenway stewardship (see beginning of this section). Greenway Steward Groups are established through a Memorandum of Understanding that is completed in Phase 2 Designation and is later amended in Phase 3 Implementation Planning. The role of this group can include the following:

- Manage the projects and stewardship activities from the Implementation Plan.
- Keep record of projects and maintenance and complete the Annual Report template outlining activities.
- Participate in and do outreach in support of ongoing stewardship and maintenance projects.
- Promote the use of the greenway in the adjacent communities and be an ambassador for greenways.
- Share knowledge with fellow stewards and participate in the Greenway Stewards Symposium.
- Appoint an individual on a yearly basis to be the point of contact for the City and notify the City of major organizational changes.
- Assist in collaborative fundraising with the City, partner organizations, or independently.

## **GREENWAY VOLUNTEERS**

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Greenway Volunteers are individuals or families who volunteer their time to assist in greenway stewardship. Anyone is welcome to become a Greenway Volunteer and participate in the GSG's efforts.

## **GREENWAY PROGRAM MANAGER POSITION**

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The Greenway Program Manager would work with the neighborhood planner, primary project manager, and community project manager through the greenways process and would have primary responsibility for city-wide greenway portfolio management. It is likely that this position would report to the Senior Environmental Planner. Specific tasks include:

- Coordinate with DPW on master plan implementation and city-responsible maintenance (bridges, steps).
- Assist the project managers in identifying helpful service providers.
- Maintain mapping of greenways and assist project managers in obtaining mapping information such as property ownership.
- Maintain central library of greenway implementation plans and update the plans with the Steward's annual reports.
- Provide oversight of stewards to ensure maintenance continues, including ensuring that insurance remains intact.
- Coordinate communication and efforts between DPW, Law, Finance, Real Estate, URA, and the Green Space Alliance.
- Convene and lead the GAP meetings
- Organize and facilitate an annual Greenway Stewards Symposium.

## **GREENWAYS ADVISORY PANEL**

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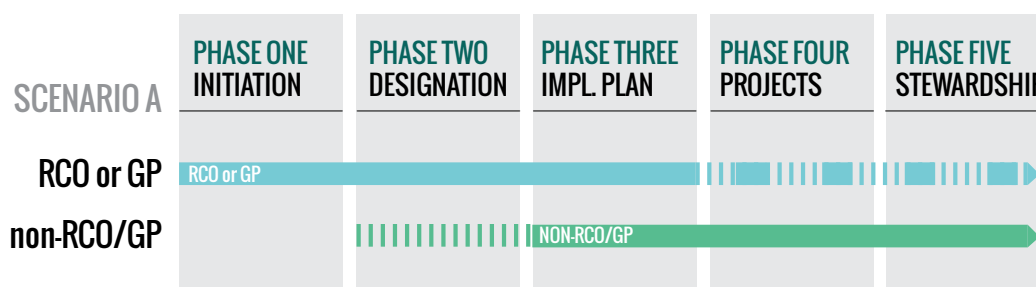
The Greenways Advisory Panel should consist of representatives from DCP, Law, Finance, Real Estate, URA, Department of Public Works, and members of the Green Space Alliance. The GAP is a recognition that, although the City is administering the designation of, use, and care of the greenways, much of the work is being done by intermediary partners. The GAP allows for the sharing of knowledge and an ability to effectively make changes to the program over time. The GAP helps to advise the Greenway Program Manager on both the city-wide portfolio of greenways, as well as efforts related to individual greenways. Specific tasks include:

- Provide feedback to the Greenway Program Manager about the success and potential improvements to the program.
- Provide feedback to the GSG and partner organizations about the designation and implementation plans.
- Facilitate property acquisition, program development, partnerships, and streamlined approvals where appropriate.
- Consider endorsement of proposed greenway designation and implementation plans.



## PROJECT MANAGEMENT SCENARIOS

No two processes will be the same. The scenarios below describe how greenway designation and stewardship tasks may be divided. We recommend that the City and its nonprofit partners remain open to reevaluating this process as it occurs.

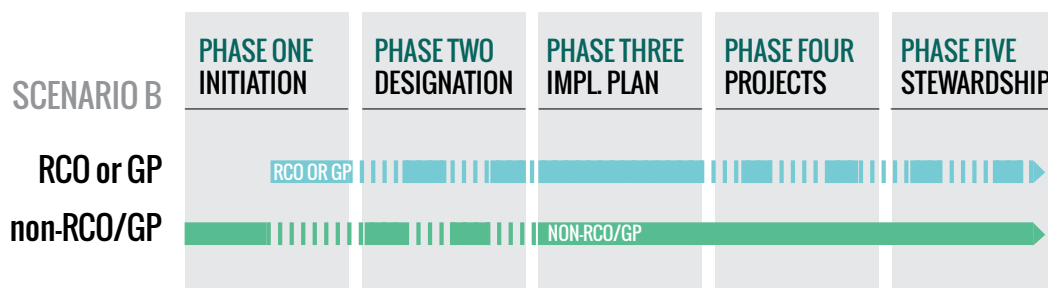


### Scenario A: RCO OR GP INITIATES AND ENGAGES A COMMUNITY-BASED NON-RCO/GP TO PARTNER FOR GREENWAY STEWARDSHIP

This scenario could begin when a number of candidate parcels have come to the attention of “Open Space Pittsburgh”, a (fictional) RCO or GP. “Open Space Pittsburgh” is interested in managing the Initiation and Designation process and is also able to continue being the lead for ongoing Projects and Stewardship activities. During the process, a number of adjacent Hillside Community members become interested in stewarding the greenway through Projects and Stewardship (Phases 4 and 5). A Hillside Community Greenway Group forms and develops the capacity to complete the annual reporting process. They are able to partner with the RCO/GP to complete projects that require additional capacity and they become the official GSG in partnership with “Open Space Pittsburgh”.

In this scenario, the RCO/GP will transition to more of an oversight position, and the GSG will be responsible for ongoing operations and maintenance, including volunteer coordination. If the GSG fails to uphold the stewardship guidelines and expectations, the RCO/GP will be responsible for stewarding the greenway.

In this scenario, the RCO/GP’s insurance must cover all volunteers and workers from their organization as well as those from and managed under the GSG, as well as general liability insurance.



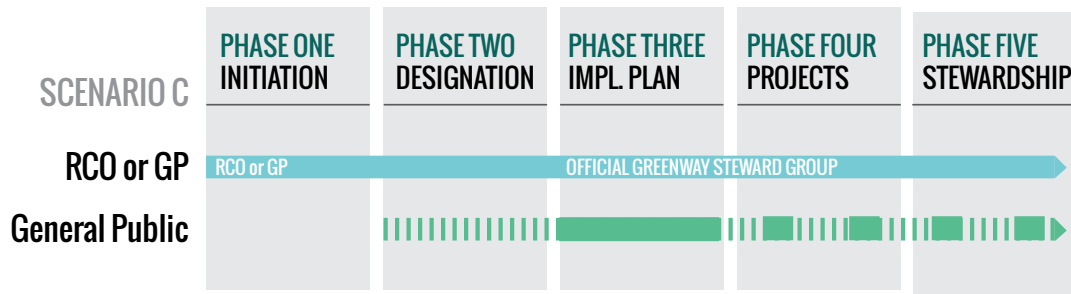
### Scenario B: INFORMAL COMMUNITY GROUP INITIATES AND STEWARDS

Scenario B begins when a non-RCO/GP Community Group identifies a number of parcels that could become a greenway but lacks the capacity to get beyond the greenway application. At this point, the Community Group teams up with an RCO or GP who can provide support and even lead some tasks in the greenway process. In this case, the Community Group could reach out to a neighborhood based nonprofit (RCO) or a Greenway Partner nonprofit (GP) to assist with the Initiation, Designation, and Implementation Planning phases (Phases 1, 2, and 3). The RCO or GP could function as the primary project manager (primary PM) and take on the majority of the project management responsibilities with the Community Group serving as the community project manager with a limited number of responsibilities.

During phase 4, the ratio of responsibilities could be shifted to the community project manager as a recognized GSG if they have proven their capacity and can commit to the annual reporting. This may occur immediately or gradually over several years. At this point, the GSG oversees the tasks and activities in the Implementation Plan, but continues to partner with the Greenway Partner or RCOs, as well as others as needed. If the GSG fails to uphold the stewardship guidelines and expectations, the RCO/GP will be responsible for stewarding the greenway, and may discuss the possibility of transitioning responsibilities to another group with the greenways coordinator.

In this scenario, the RCO/GP's insurance must cover all volunteers and workers from their organization as well as those from and managed under the community based GSG, as well as general liability insurance.

The distribution of responsibility will be a part of the Designation Plan and revised during the Implementation Plan. The Memorandum of Understanding will outline anticipated tasks to be performed by each organization, understanding that this is not a contract but a statement of intent to allow for flexibility.



**Scenario C: GREENWAY PARTNER OR RCO INITIATES AND REMAINS AS STEWARD**

This scenario begins when a number of candidate parcels have come to the attention of a GP or RCO. In this example, the organization (“Open Space Pittsburgh”) is interested in managing the Initiation and Designation process, as well as the ongoing Projects and Stewardship activities. In this scenario, the organization may work with the general public for specific events or maintenance activities, but overall does not transfer stewardship responsibilities to an outside group. This scenario is most likely for conservation greenways (as opposed to passive greenways or greenways with active sites).

In this scenario, the RCO/GP’s insurance must cover all volunteers and workers from their organization and members of the general public who want to volunteer for stewardship activities, as well as general liability insurance.

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## ADMINISTRATIVE STRUCTURE SUPPORTING INFORMATION

### ORGANIZATIONAL CAPACITY

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**How are roles defined for each of the major activities, ensuring that there is adequate capacity for liability, fiscal management, and engagement?**

**How should organizational capacity be determined?**

**How can you manage transition in organizations, especially neighborhood based or informal organizations?**

**How can neighborhood groups or volunteers be engaged?**

**What types of MOUs might be written to formalize roles in each phase?**

#### EXISTING POLICY

Currently, there is no structure or guidance to determine the capacity of a neighborhood group or nonprofit organization to manage a greenway. In some cases, the capacity of the original initiating organization has grown to provide a high level of implementation (cleanup) and maintenance in the greenway. For example, Emerald View Park, though now a park, was originally a greenway and the organization that initiated the greenway has implemented the master plan and continued to steward the greenway, serving as an example of successful stewardship. On the other hand, other groups that successfully initiated a greenway, then ceased to exist over time, leaving the greenway without a steward.

#### PRECEDENTS

There are several online systems and tools for determining organizational capacity of nonprofits to perform or take on certain new tasks or goal. These tools are mainly meant to help the nonprofit determine for itself whether or not it has the capacity to succeed at a new goal. However, the tools are organized to address many of the concerns expressed for capacity of organizations to manage and steward a greenway in Pittsburgh.

As a more general guide to capacity, many funding practices tend to look at the following basic requirements: structure of the organization, general funding of the organization, and sustainability of the organization (how long has it existed, what is the track record, and how does it establish itself to continue). A more detailed look, however, exposes some potential keys to success that could be incorporated into the organizational capacity requirements, such as the capacity of the organization to engage volunteers to accomplish tasks. These other, perhaps less tangible, aspects may include the following:

**Connections.** The ability of the organization to work with other organizations, or identify and address its weaknesses and strengths with relation to other organizations. Additionally, the way in which the organization connects to its peers, potentially through memberships, loose or structured, with overarching organizations, or other connections to peer organizations.

**Creativity.** The ability of the organization to identify interesting topics to address or routes of addressing existing goals. A level of creativity is necessary to achieve sustainability. This can be visible in an organization's structure through unique funding mechanisms or tactical strategies.

**Systems and Routines.** The ability of the organization to establish a system or routines to accomplish tasks, such as regularly scheduled activities successfully carried out through a year's time or more. The establishment of a flow of administrative responsibilities among multiple people, instead of one person doing it all.

This information is given in addition to DCP's ongoing efforts to establish Recognized Community Organizations. It is likely that the RCO efforts can provide additional frameworks for evaluating Greenway Partners as well as Greenway Steward Groups.

## **RATIONALE**

There are three types of organizations whose capacity may be formally recognized by the City:

### **Level I: Greenway Partners**

These organizations have been designated by the Department of City Planning (DCP) as "Greenway Partners" because of their demonstrated experience implementing similar projects. Most, if not all, of the Green Space Alliance members would fall into this category. These groups typically advocate for some issue or activity that supports greenways goals. The groups have grown organically and established their work areas over time. At this point, the groups are often complimentary in their work and there is good diversity to assist in the major greenway tasks and no major gaps have been noted. There are likely some competitive situations between organizations, as the funding for these activities is limited and many times they are pursuing the same funders or programs.

### **Level II: Recognized Community Organizations**

Level II organizations have been designated as "Recognized Community Organizations" by the Department of City

Planning's emerging RCO program. The need for this program is to have better coordination between City Planning and neighborhood planners, community groups, and developers or others who are working on projects within the communities. Currently the RCO program will not designate a single RCO but will allow multiple RCOs within a community. This should benefit the greenway program by broadening the number of possible organizations who could sponsor or assist in some part of greenway establishment or maintenance.

### **Level III: Non-RCO community groups and interested individuals - Greenway Stewardship Groups**

Level III Groups are the designated contact and community coordinator for a given greenway and are the group who agrees to develop and execute the Implementation Plan, Projects, and Stewardship. These groups can only function as the stewards of a greenway and cannot lead the designation process. A Greenway Partner or RCO may also function as a Greenway Steward Group, but can also lead the designation process. Greenway Steward Groups need to remain flexible to allow for the ebb and flow of participants or for growth and consolidation as greenways grow or merge. It is conceivable that all volunteer groups could experience dips in their organizational capacity when planned activities and events do not occur for a period of time. Because there may be no way to prevent this short term deficit, the most important role for a GSG is to keep in touch with the Greenway Program Manager so that the situation can be tracked and, if available, resources may be found to assist in the transition.

These designations allow for flexibility in greenway designation and stewardship activities. They also allow for the groups to determine their level of responsibility for tasks within the process.

Complex projects have many actors and each process can be very different. Organizational roles are broader than any single project. Organizations commit to a mission and vision and then evaluate their participation in a project based on alignment making it difficult to assign or predict roles within the greenways system. Roles are also likely to evolve over time. Each organization, whether governmental, nonprofit, or community-based could use a similar system to understand their relationship to a project:

A group may **LEAD** an activity or process and assume primary liability, fiscal, and/or staffing responsibility.

An organization may serve as a **PARTNER** for a particular process, and work in collaboration with organizations who are taking primary responsibility for a particular task.

Lastly, an organization may **SUPPORT** an activity or process and be a participant without liability, fiscal, or staffing responsibilities.

These descriptions could be used within the Implementation Plan to anticipate who is involved and who is responsible. These descriptions are being used by organizations such as the Port Authority and Pittsburgh Water and Sewer Authority to help establish their organization's relationship and the required level of commitment.

There may be situations where there is not enough collective organizational capacity, likely due to lack of funding. Ongoing collaboration on grant writing and coordinated funding requests will help with this. If the issue is that there are a limited number of capable organizations who can provide a service or activity, it may be necessary to lower the bar for determination of capacity, while increasing the level of oversight and assistance.

## KEY ELEMENTS OF CAPACITY

There are three factors that are important when considering the role an organization can play in greenway establishment and stewardship.

The ability of an organization to carry appropriate levels of **liability insurance** has been cited by both the City and their nonprofit partners as one of the most important factors in developing long-term greenway stewardship. Level I and II organizations must carry insurance for their volunteers and workers as well as general liability insurance. Level III Greenway Stewards should not be required to carry any additional insurance as their tasks and responsibilities are limited and their activities fall under the City's general liability insurance or are covered by partner organizations, specific to projects and stewardship activities.

The **fiscal capacity** of the organization affects its ability to solicit for, receive, and distribute funds for greenways projects. The nonprofit status conferred by the 501.c.3 tax exemption is commonly understood as the baseline for an organization to function as a fiscal agent. However, that legal status does not guarantee that the organization actually has the capacity to act on such funding.

**Staffing capacity** is also important in determining an organization's ability to fulfill long term and short term commitments and overall longevity. Most of the City's active partners on greenway projects (Level I) would be considered high capacity by these criteria, as they carry insurance, are able to serve as fiscal agents, and are staffed. It is presumed that the Recognized Community Organization (RCO) system will also be using similar criteria to evaluate Level II partners. Level III Greenway Steward Groups are most likely to be all volunteer and have different needs than Level I and II organizations. The strength of the

groups will be dependent on their internal leadership and the resources that those leaders have, including support from Greenway Partners and RCOs.

Greenway Stewardship Groups also benefit from forms and resources that record intent, projects, and outcomes, enabling continuity when leadership shifts. Each iteration of the Designation and Implementation Plans, and the Annual Reports should raise knowledge on the functioning and goals of the greenway while providing a permanent record of the greenway history.

The Greenways program should also explicitly focus on the development of Greenway Steward Groups through cohort learning. An Annual Steward Symposium would build enthusiasm and build capacity. Training sessions, tours, or other activities would allow stewards to share knowledge, create collaborations, and build technical capacity to more effectively work in their respective greenways.

### **CREATING EFFECTIVE MOUs**

See the Greenway Process Section for more information about establishing best practices for Memoranda of Understanding between organizations and the City for tasks and activities. A different type of MOU may be required for Greenway Steward Groups, who as volunteers, can only be held to limited responsibility for tasks and roles.

At the point of designation, the established Greenway Stewardship Group is essentially a governance organization of limited capacity. Ecodistricts.org has documented best practices for MOUs that establish formal governance for a district. Adapted for greenways, an MOU establishing a Greenway Steward Group might include the following:

- documentation of work to date
- agreed upon vision and goals

- potential project priorities, a timeline for execution and expected costs
- governance of GSG (president, vice president, etc.,) and key contacts and roles
- specific commitments from each stakeholder committed to support the next phases including monetary, staff time, in-kind services, materials, meeting space, and/or technical expertise
- documentation of gaps and paths to remedy them

Many of these items have been incorporated in both the Designation Plan that goes for approval by City Council, and the Implementation Plan when projects and commitments are more developed. We recommend that the MOU that designates the Greenway Stewardship Group in Phase 2, Designation, be amended with the additional project-based information in Phase 3, Implementation Planning to be consistent. Note that these MOU's are aspirational and are not legally enforceable.

## 4.4

### Recommendations for: **PROJECTS & ONGOING STEWARDSHIP**

Upon signing the greenway project management MOU and becoming a Greenway Stewardship Group in phase 2, greenway stewards become responsible for upholding the greenway stewardship expectations and guidelines. The greenway stewards, the City of Pittsburgh, and nonprofits determine how each organization contributes to the construction, operations, and maintenance of the greenway. Each organization will play a specific role across all greenways.

Supporting recommendations:

- Develop explicit stewardship expectations and guidelines, to be included in the Project Management MOU.
- Develop a Greenway Steward Project Memorandum of Understanding (MOU) template, outlining specific roles and tasks for the lead organization and partnering organizations.
- Develop a Stewardship Task Schedule template, to be filled out by the stewards, the City, and nonprofits as annual tasks are completed.
- Develop clear project approvals (see Greenway Process recommendations).
- Develop “Greenway Partners” program (see Greenway Process recommendations).
- Develop and maintain an online Greenway Stewardship database.
- Establish agreements with nonprofits and create a “Nonprofit Responsibilities” chart for stewards to reference.
- Establish a Stewardship workforce development program.

### **DEVELOPING STEWARDSHIP CAPACITY**

Independent of whether a Level I, II, or III organization is responsible for ongoing stewardship of the greenway, building stewardship capacity will be an ongoing task. Greenway Partners and RCOs are required to have a robust group of volunteers and nonprofit partners to reach their respective levels (see Project Management recommendations), and will therefore have a good base of stewardship manpower when beginning the process. Level III Stewardship Groups likely do not have this existing base of manpower, and will need to raise stewardship capacity through community outreach and partnerships.

Independent of existing capacity, the stewardship group should conduct extensive community outreach to build support for the greenway in the local community, and to ensure that many local residents participate in the implementation and ongoing maintenance of the greenway. Local businesses and service providers should be utilized when possible, and may be able to provide free or reduced-fee services. This outreach can be informed by the Greenways Community Engagement Toolkit, and should include events, information sessions, meet-and-greets and more. The stewardship group can recruit new stewards at the annual Stewards Symposium as well, in addition to providing resources for existing stewards. Those who participate in greenway stewardship (particularly volunteers), should be tracked in the online Greenway Stewardship database, including contact information and note of any special skills or tools they can provide.



## **STEWARDSHIP EXPECTATIONS AND GUIDELINES**

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Upon signing the Greenway Steward Group MOU in Phase 2, the stewardship organization becomes responsible for upholding the Stewardship Expectations and Guidelines. This document may include:

- Tasks to be completed by the stewards during each phase of the project (see charts below).
- Expected annual requirements for community engagement.
- Expected annual requirements for the number of volunteer hours.
- Annual task logs and schedules.
- Updated implementation plan every 3 - 5 years.
- Annual plan for new projects.
- Annual report.
- Volunteer waivers.
- Participation in the Stewards Symposium.

If the Stewardship Guidelines and Expectations are not upheld fully, then the Greenway Stewardship Group (GSG) will meet with the Greenway Program Manager to discuss alternative models of support or how to realign goals. If the Greenway Program Manager and the GSG determine that their group is no longer capable of being the designated Steward, they should work together to find another potential Steward Group. Because the GSG is a non-binding commitment, the City should have a contingency plan for greenways that have no designated Steward Group.

## **WORKFORCE DEVELOPMENT POTENTIAL**

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Greenways provide diverse opportunities to engage in workforce development opportunities. A workforce development approach to managing greenways combines people who may have significant barriers to employment, but are eager to work, learn new skills and create opportunities in their lives with the need to maintain and develop public land. Adding this type of community benefit to the Greenways program would add stewardship capacity, reduce costs, and provide an invaluable opportunity to participants. If pursued, this must be done in an intentional and considered manner to ensure that the stewardship offered is highly professional and the experience that workforce development recipients receive are of high quality. Non-profit organizations would play a large role if workforce development opportunities are pursued, to help match and manage volunteer labor with appropriate tasks.

There is room to leverage the management and maintenance of greenways (amongst other green areas) to add community benefit to communities and individuals struggling in Pittsburgh. This is true of all management and maintenance tasks, but particularly the higher skilled areas where volunteer labor may not be sufficient or provide sufficient progress towards a task, or where safety is a consideration, or brute force is a necessity. These types of tasks include:

- Trail construction and trail amenity construction
- Invasive plant identification and removal
- Tree planting & tree care
- Fence construction and sign installation
- Green infrastructure installation
- Green infrastructure maintenance that stresses regular, skilled attention to details
- Large item dump site cleanups
- Other specialized restoration work

## CONSTRUCTION, MAINTENANCE, & STEWARDSHIP RESPONSIBILITIES

The Greenway Stewardship Group is responsible for managing and coordinating all operations and maintenance tasks. Some tasks are the responsibility of the stewardship group to complete, others are the responsibility of the Department of Public Works, a nonprofit, or a service provider. Stewards should refer to the Roles and Responsibilities chart for more information about tasks and expectation of organizational leadership or support. Stewards should also refer to the Greenway Partner list for specific nonprofit organizations that have the ability and clearances to perform certain tasks within greenways.

See the following charts for more information about the division of responsibilities for each type of greenway.

### CURRENT GREENWAY PROJECTS AND MAINTENANCE RESPONSIBILITIES

There is no existing document describing official tasks to be completed by stewards, DPW, or a nonprofit. The following (unofficial) chart documents information gathered from each of these groups to map who is currently completing which tasks, even if not officially.

EXISTING MAINTENANCE PRACTICES	DPW		PROCESS				MOU		partners
	scheduled	just-in-time	union approval	DPW approval	city protocol	other protocol	MOU ongoing	MOU event	
task									
clean up (large)									Allegheny Greenways
clean up (small, litter)									individual groups
trash pick-up									DPW only
repairs at perimeter									CBO groups
painting									CBO groups
fences									CBO groups
paving maintenance									one location currently
city stairs									DPW some tasks, CBO groups
invasive clearing (goats)									TreePGH
trail building									Landforce, SCA, WPC?
trail maintenance									CBO groups
lawn mowing									uncertain of occurrences?
stream / waterways									DEP approval required
tree health									DPW power tools

## PROJECT IMPLEMENTATION RESPONSIBILITIES

Many of the projects completed during the implementation phase, such as access controls and trail markers, will be built to an existing City standard, which includes a clear approvals process (see Greenway Process recommendations). If a standard does not exist, such as for shelters and benches, then either the steward will design the project or a consultant will be hired, which is subject to review and approval of the City. These projects use a pre-approved set of materials, but may vary in design. For some tasks, the City will pay for or provide the materials for the project, in other cases the stewardship group is responsible for providing or paying for them. There are several tasks that volunteers can complete, with or without training. All tasks require a responsible party to monitor completion, which in most cases is DCP.

The chart below describes suggested responsibilities, but is subject to change per project.

DPW DEPT CODES		COLORS		WHO DESIGNS IT?		APPROVAL	MATERIALS	WHO BUILDS/ INSTALLS IT?		VOLUNTEERS?	WHO MONITORS COMPLETION?	
C: Construction		<div></div> = resources	<div></div> = paperwork	city standard stewards or consultant	DPW approval union approval	city provides SG provides other provides	DPW steward group contractor (stewards pay)	yes yes with training	DCP: monthly report DCP: annual report DPW			
F: Forestry												
LA: Landscape architect?												
LE: Landscape engineer?												
P: Parks Maintenance												
ST: Streets Maintenance												
T: Traffic												
CONSERVATION GREENWAY												
greenways signs	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	
access controls at edges	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	
PASSIVE GREENWAY												
trails	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	
trail markers	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	
drainage ditches / diversion ditches	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	
fences	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	
ACTIVE SITES												
trails (not necessarily earth)	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	
picnic tables	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	
seating / benches	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	
shelters	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	
paved areas / parking at edges (if applicable)	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	<div></div> <div></div>	

## PROPOSED MAINTENANCE RESPONSIBILITIES

Given the differences between conservation, passive, and active greenways, each type of greenway allows for the construction of certain elements, and each has its own responsible party.

### CONSERVATION GREENWAY RESPONSIBILITIES

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**Greenway Uses:** Ecological preservation and restoration, stormwater management, historical asset preservation, etc.

**Responsibilities:** Conservation greenways' primary purpose is conserve areas of ecological significance. They may help create larger areas of wooded habitat or corridors for species movement. The vegetation in conservation greenways also helps stabilize steep slopes. At a minimum, stewards should monitor conditions in the greenway to make sure they are not deteriorating. Monitoring includes walking the perimeter and accessible areas of the greenway and noting instances of encroachment, dumping, or significant erosion that could trigger a landslide. It also includes basic integrated pest management (IPM) monitoring for a few easily recognizable conditions such as oak wilt. Signage should be maintained at the edges of the greenway so that the public knows the land has a steward and a conservation purpose.

### PASSIVE GREENWAY RESPONSIBILITIES

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**Greenway Uses:** Trails, overlooks, historical site preservation, agriculture, education, etc.

**Responsibilities:** Passive greenways allow for views and experience of natural and cultural heritage assets. They may be defined by higher-elevation overlooks and large viewsheds. They generally contain earth trails and overlooks. Other built elements like access controls or litter and recycling receptacles may be present at the edges but passive greenways are largely "wild" areas with limited present-day intervention. Passive greenways may include remnant structures like old foundations or curbs from former streets but new structures are discouraged. Passive greenway maintenance includes all the tasks of maintaining a conservation greenway in addition to the tasks in the accompanying chart.

### ACTIVE SITES RESPONSIBILITIES

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**Greenway Uses:** Rock climbing, kayaking, swimming, sledding, off-trail hiking, agriculture, etc.

**Responsibilities:** Active sites within greenways have purpose-built elements to support recreation activities, such as rock climbing tie-ins or picnic tables. These sites may be maintained by the greenways steward or by a third party. The third party could be a not-for-profit group whose mission includes promoting this type of activity or a vendor who charges a fee to use the site. Active sites may also include historic or cultural assets that have been restored and function as destinations with interpretive signage. Active sites require all the maintenance tasks of conservation and passive greenways, as well as additional tasks specific to the infrastructure required for the recreational activity or asset they contain.

BASELINE											
monitoring structural integrity	<div><div></div><div></div></div>	<div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>
active site sign repair / replacement	<div><div></div><div></div></div>	<div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>
IF CONDITIONS ARE PRESENT											
trail resurfacing (if not earth) / paving	<div><div></div><div></div></div>	<div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>
seat / table repair or replacement	<div><div></div><div></div></div>	<div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>
painting	<div><div></div><div></div></div>	<div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>
gate / bollard repair or replacement	<div><div></div><div></div></div>	<div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>
mowing / string trimming areas	<div><div></div><div></div></div>	<div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>	<div><div></div><div></div><div></div></div>



## PROPOSED MOBILITY CORRIDOR/UTILITY EASEMENT RESPONSIBILITIES

Some types of maintenance tasks will always be the responsibility of the City or an outside agency. For example, stormwater infrastructure (green or gray) is maintained by PWSA regardless of where it occurs. In these instances, even though the maintenance work happens in a greenway, it is the responsibility of another entity and not the greenways steward.

TIMING	MOU	STANDARD OR PROTOCOL	APPROVAL	MATERIALS	WHO DOES IT?	CAN VOLS HELP?	WHO MONITORS COMPLETION?
scheduled just-in-time	standing per event	city standard city protocol other protocol	DPW approval union approval other approval	city provides agency provides	DPW other city dept outside agency	yes yes with training	DPW other city dept outside agency

### MOBILITY CORRIDOR [DEPT. OF MOBILITY AND INFRASTRUCTURE]

city steps maintenance	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
bike network connector trails	<input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>
rails-to-trails network	<input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>

### UTILITY ROW / INFRASTR.\* [UTILITY COMPANY]

vegetation management for access	<input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>
infrastructure maintenance	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>
swing gates, bollards, etc.	<input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>

### STORMWATER ROW / INFRASTR. [PWSA]

stormwater infrastructure maintenance	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>
vegetation management for access	<input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>
vegetation management (GSI)	<input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>

### WILDLIFE MANAGEMENT ROW / INFRASTR.

deer management	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
tree stand maintenance	<input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

### HAZARDOUS CONDITION ROW / SITE

slope stabilization if landslide imminent	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
remediation of contaminated area	<input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

### KEY

- ☒ = timing
- ☒ = resources
- ☒ = paperwork

## GREENWAY ENCROACHMENT

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At the edges of and/or within greenways, residents of adjacent parcels have at times encroached upon the greenways. A range of different uses on these encroachments have and may occur, and they affect the greenways in different ways. There are several examples currently where designated greenways have had encroachment issues. For example, one resident has constructed an above ground pool on greenway property, and another resident has built a private driveway on greenway property. The following is meant to provide guidance for addressing these encroachments.

**Prevention.** In order to prevent encroachment onto greenway property, it is recommended that a survey is conducted and the greenway boundaries are clearly marked (with fencing or other methods), and these boundaries are clearly identified through community engagement. All property owners located adjacent to the greenway should be notified of the greenway boundaries once the survey has been conducted. Greenway signage must include a map with the greenway boundary clearly identified. Community engagement methods should also educate residents about why it is bad to build on City owned greenway property. The greenway process requires the Greenway Program Manager to do an annual walk through of the greenway, and inspecting for encroachment issues is part of this walk through. Additionally, stewards are required to report encroachment issues to the Greenway Program Manager as they occur.

Encroachment issues are of particular concern on deed restricted land for conservation. Private property owners located next to deed restricted greenway land should be notified of this condition and the stewards and Greenway Program Manager should particularly observant to these conditions.

### **Private, Permanent Structure.**

Private means the structure is limited to private use and not open to the public, or the structure is intended to preserve the area for private use. Examples of permanent structures include but are not limited to fences, patios/decks/gazebos, garages/outbuildings, storage sheds, driveways, sidewalks/hard paths.

*Within past 12 months:* If the encroacher has constructed a private and permanent structure in the greenway recently (within the past year), then the City should issue a letter requesting removal of the structure with fine for not removing within 90 days.

*More than 12 months ago:* If the encroacher has constructed a private permanent structure more than 12 months ago, the City should consider subdividing the greenway parcel and selling that portion of the parcel to the encroacher for the cost of the land plus the value of the improvement (the value of the 4-car garage for example). This land should be sold with a deed restriction to support the conservation of the greenway and prevent further development on the land. The sale should not consist of more than an acre, and a 30-foot buffer shall be retained from any existing waterway, and no portion of a waterway should be sold.

### **Excavation/Removal of Materials.**

The encroacher is removing soil, plants, rocks, archaeological, or other materials from the greenway area. As the area is meant to be conserved, removal of any materials is not permitted.

*Anytime in the past:* If the encroacher has removed materials from the greenway, the City will issue the encroacher a letter stating the illegality of the action, and fining the individual for the cost of materials and damage that has occurred (cost to alleviate erosion, tree loss/damage, stream pollution, etc.).

### **Costs Associated with Encroachment.**

In all cases, the transfer of any land within the greenway is the sole cost of the purchaser (encroacher), including consultants, surveying, subdivision and platting costs and fees. The purchaser is responsible for submitting through all appropriate City processes to obtain approvals prior to closing. Additionally, the purchaser is responsible for all fees necessary to clear the title. The cost of the land will be calculated based upon the cost of a parcel in the area plus the cost of any improvements made upon the land.

### **Reasons for Enforcement**

There are several reasons to address encroachment in the greenways, including:

*Vulnerability to the Greenway.* Encroachments slowly chip away from the connected open space that was once designated.

*Equity.* Use of City land for private interest while not paying taxes.

*Curb Appeal.* All encroachments are un-permitted and un-regulated, therefore they are often not up to City codes/standards. Often times they appear messy and or blighted, which reduces surrounding property values.

## **ENCROACHMENT ENFORCEMENT PROCESS**

**Step 1:** DCP and Law draft an educational letter to all abutting property owners of the greenway explaining what a greenway is, and that encroachment enforcement will be better addressed from this point forward. As such, any materials, vehicles or structures that are in the greenway must be removed within two weeks of the date of the letter. If anyone has information about said greenway encroachments, they should notify DCP as soon as possible.

**Step 2:** Analyze the responses (if any) from the educational letter. Identify likely violators. After two weeks, DPW will send inspectors to document any encroachment violations, including license plates.

**Step 3:** At this point, the City will notify remaining encroachers and will cite the law and indicate what the penalty will be for violations both monetarily and ejection-wise.

**Step 4:** For remaining encroachment violators that have not been identified, work with police to identify owners of vehicles/property. Determine if there are other clues that can be used to deduce violators.

**Step 5:** Send Notice of Violation (NOV) letters to identified or suspected violators. DPW and Law will draft this letter together. Additional research is to be done regarding this, however, it should be analogous to the timelines Permits, Licenses, and Inspections (PLI) uses.

**Step 6:** DPW and Law will draft Citations. DPW will send the Citations.

**Step 7:** Law will enforce the DPW Citations. Some of these cases will likely require further subdivision of the greenway parcel to private owners. Additional resources or options may need to be identified for those financially unable to hire surveyors, etc.

## UNION ALIGNMENT

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The Department of Public Works historically has not maintained greenways, but has responded to emergency requests on an ad hoc basis. Instead, Greenways Stewardship Groups have historically been responsible for maintaining the greenways. This presents a conflict because community organizations cannot work on City property, since a public employer may not transfer any bargaining unit work to non-members without bargaining over the issue first with the labor union in question or at the very least asking their permission first.

For the legal precedent on this issue, see *Borough of Geistown v. PA Labor Relations Board*, 679 A.2d 1330, Cmwlt. 1996, appeal denied 692 A.2d 568, 547 Pa. 759 (Pa 1997) applying the PA Labor Relations Act at 43 P.S. Section 211.6; see also *Association of Pennsylvania State College and University Faculties v. PA Labor Relations Board*, 661 A.2d 898, Cmwlt. 1995, appeal denied 666 A.2d 1058, 542 Pa. 649 (Pa 1995) applying the PA Employee Relations Act at 43 P.S. Section 1101.1201.

If bargaining unit work is wrongfully transferred, then Arbitrators, Courts and the State Labor Relations Board provide the unions with full payment for the foregone opportunity. Although community organizations have no desire to undermine these jobs, efforts must be made to work in concert with the Department of Public Works and the Unions to improve and maintain greenways throughout the City.

Currently, communities are able to apply for a volunteer waiver, usually for a short-term volunteer clean-up activity. The waivers are too short-term and too specific to meet the needs of on-going community activities. In addition to the issue of non-City workers maintaining City-owned greenways, all-volunteer community organizations have identified the liability insurance requirements as a significant roadblock.

Finally, non-profit organizations with staff and expertise to steward and maintain greenways have expressed the need for funding to support their work.

### Recommendations

- Identify categories of work in greenways that can be pre-approved for individuals in all community organizations. These work categories might be defined by requiring limited skills and/or having limited liability.
- Clarify the necessity of volunteer forms for greenway stewardship activities.
- Explore comprehensive approvals for non-profit organizations and RCOs with professional staff. These organizations have the resources for staff training and on-going liability insurance.

### Next Steps

- Develop a steward task list that contains duties not within the union's collective bargaining unit.
- Identify funding streams to support the work of non-profit organizations in developing and maintaining greenways.
- GPM should work with the Department of Public Works Anti-Litter Coordinator to streamline the union approval process through standardized communication and established time lines for union tasks to be done by stewards.
- Continue to work with the Department of Law and Department of Public Works to improve the Union communication and approvals process, while exploring seasonal and/or yearly maintenance activity approvals for greenways.

## DEER MANAGEMENT

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The white-tailed deer are one of the most widespread and popular wildlife species in North America, as well as Pennsylvania's state animal. However, deer can cause damage to greenway trees, plants and gardens, in addition to being harmful to humans, and spreading Lyme disease. Greenway stewards should consider and choose from the following deer management techniques, and report on their efforts related to deer management as part of the annual greenway report.

1. *Landscaping alternatives:* The greenway stewards only select unpalatable herbaceous and woody plants when performing plantings to reduce deer browsing in the greenway. While this option is an easy one, it really only displaces the problem to neighboring areas and could negatively impact desirable wildlife species.
2. *Ban deer feeding:* As part of the greenway rules and regulations, signs should be posted outlawing the supplemental feeding of deer. While this is difficult to enforce, it may discourage deer tolerance of people and reduce reproduction and survival rates.
3. *Repellents:* The stewards may apply deer repellents to plants to reduce their attractiveness and/or palatability to deer. This is an easy method, but can be costly and effect other wildlife species as well as the plants.
4. *Fencing:* The construction around the boundary of the greenway will not only discourage encroachment, but may keep deer out (or in) the greenway. This method can be expensive, and is most successful if the greenway currently has no/few deer and is looking to prevent additional deer from entering the greenway.

## ACCESSIBILITY IN GREENWAYS

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Three sets of federal accessibility standards and guidelines apply to Pittsburgh's Greenways or to elements within them. The *2010 ADA Standards* must be met for all projects. The *U.S. Access Board* and the *AASHTO* provide guidelines, not requirements. The state *Department of Conservation of Natural Resources* also offers guidance on accessibility for outdoor recreation and may require its own standards to be met for projects funded by DCNR grants.

### **2010 ADA Standards for Accessible Design: Requirements**

The *2010 ADA Standards for Accessible Design* are federally mandated accessibility requirements for new both construction and alterations. The 2010 Standards cover elements that could be found at trail heads such as accessible routes and parking spaces and include scoping requirements for amenities like fixed picnic tables. Trails themselves and shared use paths are not directly addressed.

All greenways projects must meet the 2010 ADA Standards for the elements covered. However, most greenway access points are not anticipated to be trailheads with recreation facilities requiring accessible routes and parking; nor should they contain fixed picnic tables. Greenway stewards should determine whether any elements planned for a greenway are ones that must meet the 2010 Standards.

The 2010 ADA Standards for Accessible Design may be found here:

[https://www.ada.gov/2010ADASTandards\\_index.htm](https://www.ada.gov/2010ADASTandards_index.htm)

### **U.S. Access Board Accessibility Draft Final Guidelines for Outdoor Developed Areas: Guidelines**

The *U.S. Access Board* provides guidelines for outdoor developed areas, including trailheads, pedestrian trails, viewing areas, trail signs, and constructed features like picnic tables and trash receptacles. These are requirements that must be met if the project takes place on federal land; otherwise, they act as guidelines.



The guidelines apply to both new trail projects and alterations, as well as to trails that connect to other trails or trailheads that substantially meet the guidelines. There are exceptions, several of which may be relevant to greenway trails. For example, very steep terrain may make it impractical or impossible to meet these guidelines for a portion of the trail. Likewise, if the function of a greenway trail or portion of a trail is to provide a challenging, rugged experience and meeting these guidelines would fundamentally alter that function, that portion of the trail is excepted. Exceptions apply only to the portion of the trail where the conditions occur, not the entire trail.

When planning trails, Greenway Stewardship Groups should document the basis on which they decide which segments, if any, of a trail comply with the *U.S. Access Board* guidelines.

The U.S. Access Board Draft Final Accessibility Guidelines may be found here:

<https://www.access-board.gov/guidelines-and-standards/recreation-facilities/outdoor-developed-areas/draft-final-guidelines/text-of-the-guidelines>

### **U.S. Department of Transportation 1999 AASHTO Guide for the Development of Bicycle Facilities: Guidelines**

Shared use paths (i.e. paths for both pedestrians and cyclists) should be constructed following the *1999 AASHTO guidelines*. The *U.S. Access Board* is also in the process of developing guidelines for shared use paths, which will be consistent with AASHTO guidelines.

The 1999 AASHTO Guide for the Development of Bicycle Facilities can be found here:

<https://nacto.org/wp-content/uploads/2011/03/AASHTO-Guide-for-the-Development-of-Bicycle-Facilities-1999.pdf>

### **Pennsylvania Department of Conservation and Natural Resources: Guidelines**

In addition to federal standards and guidelines, the *Pennsylvania Department of Conservation and Natural Resources (DCNR)* offers guidance on accessibility for trails and outdoor recreation facilities. Any project developed with a DCNR grant must meet the federal *2010 ADA Standards* (as all projects must, regardless of funding). Additionally, stewards should try to follow the *U.S. Access Board Draft Outdoor Guidelines* for projects funded by DCNR grants. For cases where it is difficult to follow the guidelines, stewards should contact the DCNR Regional Advisor – in Pittsburgh’s case, the Southwest Office.

For many accessibility guidelines, DCNR refers to existing federal standards rather than developing its own. For some elements, however, DCNR may ask for accessibility beyond what is required under the *2010 ADA standards*. For example, DCNR prefers that accessible routes on its projects be 5’-0” wide, wider than the federal standard.

PA-DCNR’s ADA Resources can be found here:

<http://www.dcnr.state.pa.us/brc/elibrary/resourcesta/ada/index.htm>

## **COSTS OF GREENWAY DESIGNATION AND STEWARDSHIP**

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The Greenways for Pittsburgh 2.0 program is designed to minimize City costs to designate and steward greenways by relying on community volunteers and non-profits to guide greenways through the process. However, it must be recognized that some costs will be incurred (by both the City, the GSGs, and the non-profits) in the form of materials, labor, and staff time.

There are almost 20,000 acres of “potentially functional” greenspace in The City of Pittsburgh. This includes all possible land types including woodlands, cemeteries, parks, greenways, vacant land, (public and private), gardens, and parklets. Through primary and secondary research - less than 20% or (1800 acres) of green space is actively managed in The City of Pittsburgh.<sup>1</sup> These figures demonstrate the gap between funding and capacity to maintain greenspace and greenspace that currently requires active stewardship within the City. Estimated costs for both City staff time and stewardship activities are shown below to give an indication of the funding and time required to designate and steward a greenway. However, it must be recognized that each greenway is different and costs will vary.

### **CITY OF PITTSBURGH STAFF TIME**

For each phase of the greenway process, City staff time (including the Greenways Program Manager, Greenways Advisory Panel, and others) will be required. While the City is unable to provide funds to the GSGs and non-profits participating in the process, they are able to provide support in the form of staff time. For each greenway, it is estimated that the following hours will be needed:

#### **Initiation (new greenway)**

- GPM: 10 - 15 hours
- GAP: 1 hour

#### **Designation (new greenway)**

- GPM: 60 - 100 hours (depends on extent of parcel acquisition)
- GAP: 2 hours
- Real Estate, Law, Finance, URA, etc.: 8 hours each (depends on extent of parcel acquisition)
- Planning Commission: 1 hour
- Naming Commission: 1 hour
- City Council: 1 hour

#### **Implementation Plan (new or existing greenway)**

- GPM: 15 - 20 hours
- GAP: 2 hours

#### **Projects (new or existing greenway)**

- GPM: 4 hours per project (varies)
- DPW: 2 hours per project (varies)
- Law: 1 hour per project (varies)

#### **Stewardship (new or existing greenway)**

- GPM: 20 hours per greenway + 8 - 20 hours for symposium planning

### **GREENWAY PROJECTS AND STEWARDSHIP**

Greenway Stewardship Groups are responsible for fundraising and paying for all project and stewardship costs within their greenways. Each greenway is unique and will require different projects and methods, and will therefore result in different costs. The following costs have been estimated to give stewards an idea of how much greenway stewardship may cost.

## Conservation Greenways

*Overall basic management: approximately \$600/acre/year*

- Basic monitoring and boundary marking: \$100/acre/year<sup>2</sup>
- This is to be performed quarterly and does not include travel expenses to/from the greenway, legal defense of boundaries/encroachments (if needed), or any kind of maintenance.
- Basic annual trash pick-up: \$200/acre/year<sup>2</sup>
- This does not include any bulky waste that requires hiring heavy equipment or permitting to remove or transport.
- Invasive plant management by goats: \$250/acre/year<sup>3</sup>
- The cost for a herd of goats to manage one acre of invasive vegetation is approximately \$2,500. The \$250/acre/year estimate assumes managing each acre on a 10-year rotating basis.
- Herbicide treatment of invasive vegetation: \$50/acre/year<sup>2</sup>
- This is to be completed in conjunction with rotational goat management regime. This estimate assumes treatment by a certified contractor to apply herbicide on foot with a backpack sprayer on a three-year rotating basis. The cost per acre for a certified contractor to apply herbicide is approximately \$150/acre. This does not include use of motorized sprayers or mechanical treatment.
- Optional: Consultation with a forester or arborist: cost varies<sup>2</sup>
- This consultation would inform stewardship monitoring efforts and address issues of tree health.

## Passive Greenways

*Overall basic management: see Conservation Greenways above*

- Trail planning and outreach: cost varies
- Trail construction (labor and tools): \$3.65/foot - \$5.85/foot
- Maintenance costs (labor and tools): approximately \$2.77/foot
- The cost of building and maintaining trails is highly variable given varieties in topography, width, vegetation, structures, and how often the site has previously been maintained. The estimate above considers a crew of 7 individuals (including a crew leader), working for 7 hours a day. This includes training hours and a knowledgeable and skilled crew leader and program manager. This does not include any additional material costs such as gravel, lumber, etc. It does include the cost of hand tools.

1 Ilyssa Manspeizer, Landforce, 2015.

2 Michael Knoop, Western Pennsylvania Conservancy, 2017.

3 Gavin Deming, Goatscape Pittsburgh, 2017.

## GREENWAY PROBATION

The Greenways 2.0 program is predicated upon community stewardship and greenways cannot be designated without a Greenway Stewardship Group. This is a requirement to ensure that the City's greenways are properly stewarded and maintained in perpetuity. If a GSG does not have proven capacity, the City will request that they partner with an RCO, so in the case that a GSG is unable to perform their duties, the RCO can establish a new GSG and perform the required duties in the interim.

If a GSG and their RCO partner (if applicable) are unable or unwilling to perform their stewardship responsibilities, the greenway is at risk of divestment. If the GSG or RCO does not submit an annual report - 2 years in a row, perform the duties outlined in the Greenways Resource Guide, or are showing signs of blatant disregard for their responsibilities, the GPM and the GAP have the right to put the greenway on probation. Probation consists of temporarily closing the greenway, placing "No Trespassing" signs at all entries, and restricting funding for the greenway. If the GSG/RCO does not return to their duties and a new GSG is not formed within one year of probation, then the greenway will be closed by the City until further notice. The GAP and the GPM will then begin soliciting for a new GSG through RCO's as well as GP's.

## **PITTSBURGH WATER AND SEWER AUTHORITY (PWSA) AND GREENWAYS**

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The Pittsburgh Water and Sewer Authority (PWSA) and the City of Pittsburgh have committed to using green infrastructure as a cost effective solution for managing stormwater therefore maximizing the future benefits provided. The Green First Plan was released in December 2016 and provides a planning strategy that can be used to implement green infrastructure throughout the City to meet clean water regulatory requirements. With the goal of managing stormwater runoff from 1,835 acres by 2032, PWSA carefully evaluated the potential for green infrastructure by working with a team of stormwater experts. The existing sewer system, historical rainfall data, known hazard and flooding locations, and places where streams are diverted into the sewer system were evaluated as part of the plan. Thirty priority sewersheds were evaluated during the planning effort to identify opportunities for overflow reduction. Taking into account topography, development trends, and feedback from local communities, PWSA worked with urban planners to select six sewersheds and developed project concepts for combining stormwater management and neighborhood revitalization.

Existing greenways and potentially new contiguous ecological corridors may offer an opportunity for additional stormwater management and could serve as an activator for unused parcels within the City. Currently, Phase II of the Green First is underway where all high capture stormwater locations are being identified across the City to highlight new opportunities for collaboration with other City initiatives such as Greenway 2.0. As PWSA establishes a more formal stormwater division, additional modeling and analysis will be conducted to ensure comprehensive stormwater management approaches are maximized. Any Green infrastructure solutions proposed on greenways are engineered with extensive geotechnical as to not negatively impact the City's landslide prone hillsides. As new opportunities arise, PWSA has dedicated Capital Funds for project implementation and will be creating robust inspection and maintenance staff capacity to oversee the longevity of stormwater projects that may be located in current or future greenways.

## **CONTRACTORS HIRED FOR GREENWAY TASKS**

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Greenway Stewardship Groups may choose to hire an outside contractor to perform difficult or uninsured work within their greenway. These contractors would be performing work on City property, and because of this, they must hold insurance, a sub-contractors agreement with the City, they must supply their own tools, and they must be certified in their field. GSGs must always check with the GPM before initiating an agreement with a sub-contractor.





## PROJECTS & ONGOING STEWARDSHIP SUPPORTING INFORMATION

### STEWARDSHIP MODEL PRECEDENTS

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**Is there a system that can be established to judge the potential capacity of organizations to manage greenway projects and maintain a greenway? What are the methods to establish capacity for an organization? Should capacity be based upon the organization's ability to manage other successful projects? Is it possible to establish a transition plan for leadership within an organization to ensure sustainability? How can the system handle neighborhood groups or volunteers that want to be involved but might not have capacity? How can the system ensure that neighborhood members are involved? What kind of incentives can be provided for citizens to participate as stewards? How will stewards learn new skills/how will they be educated about stewardship responsibilities?**

The concept of large scale open space areas, such as greenways, being regularly maintained and managed by a series of smaller community groups or nonprofit organizations appears to be unique to Pittsburgh. However, some of the available models provide insights into parts of how a structure could be set up for Pittsburgh:

#### **Smaller Open Spaces**

Several examples for smaller scale spaces being maintained by neighborhood groups or "friends of" groups exist throughout the US. In San Francisco, the recently released Public Space Stewardship Guide (<http://publicspacestewardship.org/>) outlines a type of model called "Grassroots Partnerships. The case study of Linden Living Alley is applicable in

that a small group of adjacent property and business owners worked together to fund an initial construction project and continued maintenance of the transformed Linden Street into a "living alley." The community group holds a City permit, requiring them to maintain the streetscape. The group also retains liability insurance for the space since the new streetscape goes beyond the City standards.

In New York City, the Jackson Heights Green Alliance (JHGA) is a volunteer-run nonprofit organization that began at the grassroots level to create a "play street" along a portion of 78th Street in Queens. Over the years the use of the street grew and the street is now closed to vehicular traffic, creating a play plaza for the neighborhood. The JHGA maintains and stewards the play street, with assistance from a local workforce development program.

In both of these instances, the neighborhood groups had a significant stake in the design and maintenance of the spaces. While some instances of this level of initiative may exist for greenways in Pittsburgh (example of the initial Seldom Seen group, Emerald View Park initiative), at this point in time, few additional examples exist. Therefore, it is important for the City to help initiate a level of interest in the greenways, perhaps through allowing additional uses that may draw attention to the greenways. This can also be achieved through outreach to the adjacent neighborhoods, publications and marketing about the greenways, and by creating events at greenways. See the Greenways Community Engagement Toolkit for more ideas.

#### **Umbrella Organization over Community Groups**

The concept of neighborhood groups performing regular on-going maintenance of greenways poses several issues: how do you ensure the groups will be

organized and able to perform at an appropriate level for continuous years? Is it reasonable to assume that a level of liability insurance will be maintained for the volunteers in the group? How will the group know what to do without extensive experience in maintaining gardens?

In Chicago, NeighborSpace (<http://neighbor-space.org/>) is a nonprofit organization that delegates stewardship of community gardens to small, loosely organized groups of people who then maintain and work the gardens. In this sense, NeighborSpace, itself a small organization, serves as an umbrella organization, providing guidance, oversight, and insurance for multiple sites. Baltimore Green Space (<http://baltimoregreenspace.org/>) is a similar example. Both of these organizations are also land trusts, owning the property being managed, but their role in assisting community groups to manage the parcels is applicable to Pittsburgh's greenways.

This concept of an umbrella group or series of umbrella groups could serve Pittsburgh's greenways well. The umbrella group(s) could train neighborhood groups, assist neighborhood volunteers in identifying and managing their resources, provide insurance, and assist the City in monitoring activities on their greenways. Neighborhood groups could "graduate out" of the umbrella group, once they have proven capacity, or could simply remain under the umbrella organization.

#### **Cities Engage Single Volunteers or Volunteer Groups**

Examples exist of parks and conservation departments that establish a route for single volunteers or groups of volunteers to work on projects throughout a city or a specific project in their neighborhood. In these cases, volunteers fill out a stewardship registration/form and the city/organization then assigns them a place and task to complete.

This volunteer process may be a system the City could use to manage and/or monitor multiple greenways on a system-wide basis. The value of this system is the volunteers, while they may not have a stake in a particular greenway, are inherently interested in both the places and the work. Incorporating systems for engaging local community members combined with this system could be another model for the greenways.

The New York City Parks Stewardship Registration program (<https://www.nycgovparks.org/reg/stewardship>) provides an online system for single volunteers or volunteer groups to register. The City then contacts the volunteers to perform specific activities at specific locations. Additionally, this site posts upcoming stewardship projects/activities that residents may choose to join/attend. The program also has a Green Neighborhoods Program; each year five neighborhoods are selected to focus efforts, encouraging neighbors to assist in caring for their community.

The City of Oakland also has an Adopt-a-Spot Program (<http://www2.oaklandnet.com/government/o/PWA/o/FE/s/ID/OAK024735#Adopt a Spot>), where individuals or volunteer groups can adopt a street, park, storm drain, trail, or other public space and perform basic planting and maintenance tasks on the "spot."

Nova Scotia's Nature Trust, a nonprofit conservation organization, has a system of "property guardians." Volunteers are assigned specific, usually large-scale conservation areas (owned and managed by the trust) to monitor conditions. A one-page monitor sheet is provided to the volunteer along with background information on the stewardship of the property. The volunteer then hikes the area at least once a year, recording information to help maintain the site. Volunteers also often help with the maintenance of the site, including trail work, invasive species control, or outreach efforts to the public.

## Contracting for Stewardship

One alternative is for the City to contract with an organization to maintain one or more greenways. The contract could ensure the proper maintenance of multiple greenways, at least initially and could possibly include a training program for local organizations and a system requiring the engagement of neighborhood members to serve as ambassadors to their greenways.

The City of Palo Alto contracts with a local nonprofit, Acterra, to steward the Enid Pearson Arastradero Preserve. Acterra (now their stewardship arm is called [grassrootsecology.org](http://grassrootsecology.org)) appears to be a highly experienced nonprofit who manages large-scale volunteer projects, but also receives approximately \$66,000 per year from the City for management of the Palo Alto preserve. Their stewardship agreement is very comprehensive and is probably the best model found for the greenways. Also, the US Forest Service has master stewardship agreements with organizations, but typically these are contracts, usually for an exchange in goods (resources) or other form of payment.

## WORKFORCE DEVELOPMENT BACKGROUND

The Pittsburgh poverty rate hovers around 21%, jumping to 25% for Hispanic and 33% for African American Pittsburghers. Additionally, there is great disparity in Pittsburgh's work sector, often based upon race, ethnicity or background: African American men make up 11.4% of men ages 18 to 64 in Pittsburgh, yet are 5.4% of the region's adult male workforce; less than half make enough to support a spouse and two children above the poverty level.

### Complicating Factors

Workforce programs are not straightforward to implement from the City's perspective, nor from the non-profit's perspective. Some complications that will arise from enabling workforce development organizations to work on public land include:

- Agreements: the City should develop a uniform format that engages and allows workforce development organizations to work on public land. Could this necessitate creating a list of "pre-approved" tasks (Yes to hand removing invasives, no to chainsaws without special permission, etc.)?
- Union conflict: potential conflicts need to be avoided, and conversation with union should happen sooner rather than later to ensure that this approach develops in a way that is inclusive of union concerns while enabling a broader swath of people to benefit. The conversation should be City supported and include unions and workforce development organizations.
- Qualifying organizations: The RFQ process can be onerous and difficult for smaller organizations, reducing likelihood of real grassroots involvement. Negative impact might be minimized through a separate RFQ process be held for workforce development organizations (WDOs) wanting to help manage Greenways. At a minimum, extra points be included in an RFQ for satisfying workforce development objectives.

If there is a claim of community benefit, consideration should be given to how it is measured. WDOs could satisfy criteria such as:

- Educational curriculum
- Certifications
- Proven results (job attainment, quality work, etc.)
- Insurance (Workers comp, business owners, vehicle/tool, etc.)
- Tools / Vehicles adequate to do the job
- Mission to benefit people as well as planet
- Appropriate admin structures: payroll, HR Manuals, Safety procedures, etc.

Consideration should be given to the establishment of a feedback mechanism that shows the added benefit, perhaps within the Greenways Scorecard.

## ENCROACHMENT BACKGROUND

**Issue:** At the edges of and/or within greenways, residents of residential parcels have at times encroached upon the greenways. A range of different uses on these encroachments have and may occur, and affects the greenways in different ways. The following is meant to provide guidance for addressing these encroachments.

### Types of Encroachments

#### 1. Private, Permanent Structure.

The resident has constructed a private and permanent structure in the greenway. Private means the structure is limited to private use and not open to the public, or the structure is intended to preserve the area for private use. Examples of permanent structures include but are not limited to fences, patios/decks/gazebos, garages/outbuildings, driveways, sidewalks/hard paths.

#### Timely Action to Maintained Greenway:

Letter requesting removal of the structure with fine for not removing within 90 days.

*Alternative:* The greenway steward group may determine that the encroachment land may be sold to the resident, based upon the amount of land (no more than an acre), the remaining size of the greenway (less than 1/3 of the overall greenway size and at least 5 acres remaining – Knoxville is only 6.5 acres) and width of the greenway at that location (at least 120 feet in width), and proximity to waterways (at least a 30-foot buffer shall be retained from any existing waterway and no portion of the waterway shall be included in the sale).

#### 2. Gardening.

The resident is using the land/soil of the greenway for private gardening or beekeeping, whether agricultural or horticultural. Gardening may occur, but shall be open to the public and not fenced from the greenway. Additionally, the gardening shall disturb any sensitive conservation landscape areas (no additional runoff watering, no destruction of sensitive ground plane vegetation, no removal or trimming of trees may occur).

#### Timely Action to Maintained Greenway:

If the gardening is determined by the greenway steward to be disturbing conservation areas, a letter explaining and requesting cessation of the disturbing practice will be issued by the greenway steward.

*Alternative 1:* The greenway steward group may determine that the encroachment land may be sold to the resident, based upon the amount of land (no more than an acre), the remaining size of the greenway (at least 20 acres) and width of the greenway at that location (at least 120 feet in width), and proximity to waterways (at least a 30-foot buffer shall be retained from any existing waterway and no portion of the waterway shall be included in the sale).

*Alternative 2:* The portion of the greenway may be leased to the resident to allow temporary use of a defined area on a yearly basis? The money will be committed to the general fund? [Assume that the resident may instead contribute to the stewardship efforts, either informal monetary contribution to the stewardship group or volunteering.]

#### 3. Excavation/Removal of Material.

The person is removing soil, plants, rocks, archaeological, or other materials from the greenway area. As the area is meant to be conserved, removal of any materials is not permitted.

*Action:* If the person is identified as removing the materials, the person may be fined for the materials and any damage that has occurred due to the removal of the materials (erosion, tree loss/damage, stream pollution, etc.).

### Method of Inspection

#### Maintained Greenways.

For greenways that are currently being maintained, volunteers will be walking the greenways, including the edges, to inspect and note any issues, concerns, or maintenance needs. Assuming the edges of the greenway are easily identifiable, any encroachment shall be noted by the volunteer inspector and brought to the attention of the Greenways Coordinator

for additional inspection. The City inspection would then determine if the encroachment has occurred and what type of encroachment it is. Follow-up with a letter to define the required action per Types of Encroachments, above.

#### Unmaintained Greenways.

On a yearly basis, the Greenways Coordinator will review the aerial photos of the unmaintained greenways and potential greenways to determine if any structural encroachments have occurred. If any are found, the resident is given the opportunity to purchase the land upon which the encroachment exists.

#### Costs Associated with Encroachments

In all cases, the transfer of any land within the greenway is the sole cost of the purchaser, including consultants, surveying, subdivision and platting costs and fees. The purchaser is responsible for submitting through all appropriate City processes to obtain approvals prior to closing. Additionally, the purchaser is responsible for all fees necessary to clear the title.

The cost of the land will be calculated based upon the cost of a parcel in the area plus the cost of any improvements made upon the land.

## **DEER MANAGEMENT BACKGROUND**

### Whitetail Deer Management Policy Options

Note: This information was adapted from A Guide to Deer Management in Developed Areas of Pennsylvania, Version 2.3, dated November 2013, provided by the Pennsylvania Game Commission's Deer & Elk Section ([www.pgc.state.pa.us](http://www.pgc.state.pa.us))

#### **Introduction**

White-tailed deer (*Odocoileus Virginianus*) are one of the most widespread and popular wildlife species in North America as well as Pennsylvania's state animal. Nearly extirpated from the state over 100 years ago, the whitetail has made a miraculous comeback. Now, this ghost of the forest has made itself at home even in the midst of urban settings.

And while this wildlife management success story is a welcome addition to communities, this welcome is soon rescinded as deer in urban and suburban environments cause substantial conflict and controversy.

Urban and suburban areas are attractive to deer for some of the same reasons they are attractive to people. Deer are afforded the same conveniences and protection as suburban residences. There are natural areas, greenways, and parks, that provide bedding areas, escape cover, and birth sites. Homes are landscaped with trees, shrubs, and herbaceous cover, which are appetizing and nutritious to deer. And wild and domestic predators have been extirpated or controlled.

Deer populations in developed areas can grow rapidly. The combination of the above circumstances leads to high reproductive rates, low mortality rates, and small home range sizes for deer in urban and suburban areas (Swihart et al 1995, Kilpatrick and Spohr 2000, Etter et al 2002). The result can be a rapid increase of a deer herd that is not managed. The speed of which a deer population can increase is demonstrated by a classic example of deer population growth potential. In 1927, 6 deer were released into an enclosure in Michigan. By 1933 those 6 deer had increased to 160 deer (McCullough 1979). With growth potential like this, a deer population can quickly overwhelm an area.

Managing a deer population requires knowledge of deer biology, familiarity with public attitudes about deer in the area, and adequate tools to address the issue.

#### **Problems associated with deer in developed areas**

##### *1. Deer-vehicle collisions*

An estimated 1.5 million deer-vehicle collisions occur each year in the U.S. The average cost of vehicle repairs was \$1,500 which means that total vehicle damage resulting from a collision with a deer exceeded \$1 billion annually (Conover et al. 1995). Based on their known market share in Pennsylvania, State Farm Insurance projected more



than 115,000 deer-vehicle claims for all insurance companies in the state during July 1, 2011 – June 30, 2012. It is also estimated that 29,000 people are injured and more than 200 fatalities occur annually in the U.S. as a result of deer-vehicle collisions. Pennsylvania was in the top 10 states for fatalities 10 out of 14 years from 1994-2007 (deerCrash.org)

## *2. Landscape/garden damage*

Deer browsing on ornamental trees, shrubbery, and gardens in suburban and residential areas is a common complaint and financially impacts homeowners each year (Connelly et al. 1987, Witham and Jones 1987, Conover 1997b). Wildlife damages incurred in metropolitan residents in the U.S. have been estimated at \$3.8 billion annually. This is in addition to spending \$1.9 billion and 268 million hours trying to solve or prevent to problem (Conover 1997b). Deer are not responsible for all this damage. Only 4% of respondents to a 1997 survey reported a problem with deer. Using this percentage, a conservative estimate of deer damage and preventative measure costs to households is \$376 million (Conover 1997a).

## *3. Public Safety*

Encounters with aggressive deer are not uncommon in urban and suburban areas where deer and people interact frequently. These encounters are almost always associated with the fawning and breeding season. Does are highly defensive of their young and have been known to attack unsuspecting dogs and people who get too close to their fawns. In the fall, bucks in breeding condition with hard antlers and high levels of testosterone can cause significant harm, even death. Feeding deer exacerbates this type of problem by bringing deer and people closer to habituating deer.

## *4. Lyme Disease*

Lyme disease was first recognized in the U.S. in 1975. Lyme disease is caused by the spirochete *Borrelia burgdorferi* and is spread through the bite of an infected tick (*Ixodes scapularis*). Lyme disease, as well as other tick-borne diseases,

poses a significant threat to humans. Deer are dead-end hosts for Lyme disease and play no role in the transmission cycle (Underwood 2005, Perkins et al. 2006). However, deer play a part in the complex life cycle of *I. scapularis*, by supplying adult ticks with a final blood meal and a place to mate (Underwood 2005, Perkins et al. 2006)

## *5. Habitat Degradation*

Deer can have a major impact on the natural community in which they live. As a number of deer increases, plants that are preferred by deer will become less abundant or may disappear (Ross et al. 1971, Marquis 1981, Tilghman 1989, Healy 1997). Preferred plants become scares as deer densities increase. The disappearance of certain plant species adversely affects other wildlife species and can cause a dramatic reduction of biodiversity in forest ecosystems (Whitney 1984, McShea and Rappole 1992, deCalestra 1994, 1997).

## **Obstacles associated with community deer management**

### *1. Aesthetics*

White-tailed deer are the most easily viewed of all large mammals in Pennsylvania. Wildlife watchers outnumber sportsmen in Pennsylvania by more than 3 to 1 with more than half its residents spending more time viewing or watching deer around their home (U.S. Department of Interior and U.S. Department of Commerce 2008, responsive management 2012). Residents erroneously assume that deer management actions will lead to elimination and their wildlife viewing opportunities.

### *2. Conflicting social attitudes and perceptions*

Addressing deer issues in developed areas involves numerous stakeholders. This diversity often results in wide range views and opinions regarding what action, if any, should be taken. Residents unfamiliar with wildlife management techniques may not be comfortable with hunting or other removal methods. While others may feel control measures are necessary for the safety and quality of life of all residents.

### 3. *Hunting and/or firearms restrictions*

Local ordinances governing the discharge of firearms may be impediments to implementing deer management measures.

### 4. *Safety and liability concerns*

Lethally removing or capturing animals within populated areas often generates safety concerns from residents. Whether concerns are real or perceived, they must be adequately addressed before deer management actions are taken.

### 5. *Public relations concerns*

Appointed or elected decision makers are often hesitant to make controversial or unpopular decisions even if they are supported by the majority of residents or by an abundance of evidence.

### 6. *Private property rights*

It is usually difficult, at best, to acquire 100% property owner consensus on any particular subject, and this may be true with a deer management program. Those opposed to deer management will most likely not authorize activity on their private property. Removal options rely on larger blocks of property to achieve satisfactory results so a “non-cohesive” block of property with some owners desirous of a removal option and some opposed may make a removal option non-viable.

### **Deer management in developed areas: Facts & Fiction**

- In a healthy population, female deer can breed as fawns (6-7 months of age) producing young at 1 year of age. Average pregnancy rate of doe fawns in developed areas is 40%.
- Healthy adult does most often produce 2 fawns annually.
- Removing a deer from a healthy population will NOT increase reproductive rates of the remaining deer. Deer in Pennsylvania breed once a year. Average reproductive rate for adult does in developed areas in Pennsylvania is 1.8 fawns/adult doe with 15% producing a fawn, 79% producing twins, and 6% producing triplets. Reproduction in females is already close to maximum, so there is little room for reproductive increases.

- Deer can live up to 18 years of age.
- Deer populations can double in size every 2-3 years.
- Deer eat about 5-10 pounds of food daily.
- Deer home ranges are relatively small in urban areas (100-300 acres).
- Current birth control practices are costly and ineffective in controlling free-ranging deer populations over a large area.
- Hunters can assist landowners at no cost.
- Hunting does not increase deer-vehicle accidents. During fall, deer naturally move more due to increased activity associated with breeding season. Investigations have shown deer-vehicle accidents occur more frequently on Sundays when no hunting is allowed than on Saturday (higher hunter participation day) and 1-4 hours after dark which is after hunting hours.
- Landowners who allow the use of their property without a fee are protected from liability.
- Typically, the removal of 1 adult doe during the hunting season equates to 3 less deer the following spring.
- All deer management programs require long-term maintenance.

## **Section II: Management Options**

When considering community deer management actions, the advantages and disadvantages of all available techniques must be evaluated. As stated previously, every community is different so, success is rarely achieved with a single method. An integrated approach combining several management options will likely yield the best results. It is also important to note that deer management requires considerable long-term planning and commitment. No matter what blend of management options employed, actions will need to be sustained for years.

### **Deer Management Options:**

#### *1. Roadside devices*

Definition: Devices which flash light and/or emit noise into the surrounding area triggered by passing vehicles. The intention is to scare deer away from the area.

Advantages: Readily available from several manufacturers; Relatively simple to erect.

Disadvantages: Cost - \$150 each depending on design and manufacturer; Requires maintenance (knocked over, cleaning, etc).

Application: Used along roads in areas where high numbers of deer-vehicle collisions have occurred.

Expectations for Success: Effectiveness is not well substantiated.

## *2. Landscaping Alternatives*

Definition: Selection of unpalatable (less preferred) herbaceous and woody plants to reduce deer browsing on landscaping.

Advantages: Species preference lists are readily available; Can be practiced at the landowner level.

Disadvantages: People and deer often prefer the same plants; Few ornamentals are classified as rarely damaged by deer; Displaces the problem to neighboring areas; Only useful in areas with low to moderate deer feeding pressure; Could negatively impact desirable wildlife species.

Application: Individual landowner

Expectation for Success: Limited in areas with high deer density; Unproven technique to control deer-human conflicts.

## *3. Ban Deer Feeding*

Definition: Outlaw the supplemental feeding of deer by residents of the community.

Advantages: Reduces artificially high deer populations in problem areas; Possible reduction in reproductive and survival rates; Discourage deer tolerance of people

Disadvantages: Unpopular with residents; Difficult to enforce.

Application: Community-level as it requires the passing of an ordinance.

Expectation of success: High when in conjunction with a community education program.

## *4. Repellents*

Definition: Product applied to plants that reduces attractiveness and/or palatability of treated plants to deer.

Advantages: Many repellents commercially available; Individual plants may be protected (orchards, nurseries, gardens, and ornamentals); May be used prior to or upon observation of damage; Substantial scientific literature on effectiveness.

Disadvantages: High application cost; Impractical for row crops, pastures, or low-value commodities; Effectiveness depends on availability of other forage; Must be reapplied repeatedly during growing season; Performance reduced with high deer density; Only reduces damage, does not eliminate it; May cause plant damage.

Application: Individual plants; Orchards; Nurseries; Gardens.

Expectations for success: Short term solution; Problem will escalate each year

## *5. Fencing*

Definition: Construction of a physical or electric barrier to exclude or direct deer movements from an area. Barrier fencing (minimum 8-foot high; woven or individual wire cages 1.5 feet in diameter and 3-4 feet high; fine netting to cover shrubs and gardens; or any type of fencing that creates an obstacle to deer access).

Advantages: Provides long term deer exclusion; Can be used for individual trees/shrubs/plants or large blocks; Performs well under intense deer pressure; Many options available.

Disadvantages: Expensive (\$5-7 per linear foot); Regular maintenance is required; Changes aesthetics of area; Difficult to use across water gaps and flood plains; For large areas, deer must be removed from inside the fence; Local ordinances may restrict use.

Application: Individual trees/plants/shrubs; Orchards; Nurseries; Gardens or small plots; Airports.

Expectation for Success: High.

Electric fencing (electric current passed through a wire fence at regularly timed pulses).

Advantages: Less expensive than barrier fence (\$0.15 per linear foot); Easier to remove; Several designs to suit area and needs.

Disadvantages: Regular maintenance required; Possible injury to people, pets, and wildlife; Deer learn to avoid contact.

Application: Orchards; Nurseries; Gardens.

Expectation for success: Short term solution; Problem will escalate each year.

#### *6. Hazing and Frightening Techniques*

Definition: Use of audible, visual, or other sensory cues to frighten deer from specific areas.

Advantages: Effective before or at the initial stages of conflict; Provides quick relief.

Disadvantages: Deer habituate quickly to disturbances; Deer movements or behavior patterns are difficult to modify once established; Disturbance of surrounding residents.

Application: Small farms or preserves near suburban areas.

Expectations for Success: Short term solution.

#### *7. Fertility Control Agents*

Definition: Use of contraceptive drug or vaccine to reduce reproductive rate of deer population within a community.

Advantages: Acceptable to many urban/suburban residents; Viewed as a humane and safe way to resolve deer problems.

Disadvantages: Fertility control agents are classified as "restricted use pesticides"; Federal and State permits are required; All treated animals must be marked; Expensive (\$500 - \$1,300 per deer); Large proportion of females (>75%) must be treated to stop or reduce population growth; May have health, behavior, and genetic impact on deer the current and future population; Does not address existing population problems and may take a decade or more to have an impact on deer abundance.

Application: Communities with limited huntable areas; Requires a permit from the Pennsylvania Game Commission; Limited to localized areas with closed populations.

Expectations for Success: Unlikely given the current limitations of this method. Long-term field studies have demonstrated reduced population growth

rates, but actual population reductions have not occurred or have taken more than a decade.

#### *8. Trap and Relocate*

Definition: Capture animals, remove them from one area, and transfer them to another.

Advantages: Reduces population in the trap and remove area; Acceptable to many urban/suburban residents.

Disadvantages: High mortality during transfer and after release due to capture-related injuries, capture myopathy (trapping stress), unfamiliarity with the release site, human activities, and encounters with new mortality agents; Potential for spreading diseases; Lack of suitable release sites; Expensive (\$110 - \$800 per animal); Urban/Suburban deer usually exhibit reduced flight distances and a preference for roadsides and open lawns seeking out comparable residential locations from which they came.

Applications: Currently not approved for use in any area in Pennsylvania.

Expectations for Success: Low.

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## 4.5

### Recommendations for: **GREENWAY PROCESS**

The greenway designation and ongoing stewardship process will become easier and faster for all parties involved if certain processes and protocols become streamlined or adhere to existing standards. This includes the creation of new programs, policies, and guidelines.

- Develop a clear methodology for acquiring property in various scenarios and streamline where possible.
- Develop clear designation criteria and greenway scorecard to assist in decision making.
- Use the community engagement toolkit to inform the community engagement strategy for all outreach events.
- Acquire funding for greenways from a diversity of sources; compile new funding sources into a master list that can be accessed by all stewards and project managers.
- Develop City standards for greenway elements, create clear approvals for them, and build to these standards as much as possible.
- Develop Greenway Partner program, including GP application and approval criteria.
- Form long-term partnership agreements with a diversity of nonprofits.

### **PROPERTY ACQUISITION AND CONTROL**

There are several ways in which a property can be acquired for greenway incorporation; private gift, easement, land trust, and treasurer's sale. These processes and responsible parties should be revised and clear so that phase 2 of the greenway process is as short and easy as possible. This process will be the responsibility of the Greenway Program Manager (DCP) to undertake, however, single points of contact in the URA, Law, Real Estate, and Finance should be established to coordinate logistics depending on the method of acquisition.

#### **Private Property Gift**

A private property gift refers to a private property owner who is transferring ownership of their parcel to the City with the intention of inclusion into the greenway. Parcels are subject to review by GAP to determine desirability based on program goals. Parcels must be vacant (no structures or encroachments).

##### **Full Parcel**

In order to transfer a full parcel, the following process must be used:

1. *Negotiation* if the parcel transfer is initiated by the GSG or the City
2. *Donor Appraisal* if a tax deduction is desired by the donator
3. *Final Walk-through* of the parcel
4. *Resolution to City Council* for their approval of the transfer
5. *Closing* and transfer to City Ownership at which point the parcel can officially be included as part of the designated greenway

### Sub-divided Parcel

To sub-divide and transfer a parcel, follow the steps for “full parcel”, then complete the following:

- *Survey and sub-division plan*
- *Approval by the Planning Commission (fees to be waived)*

There are many benefits to the donor when gifting private property to the City. This includes a tax deduction (if the appraisal is completed), it is cost-free (except for sub-divisions), it contributes to the improvement of their neighborhood and protection of green space, and eliminates the annual tax and insurance costs of the property.

### Property Without Title or With Liens or Tax Claims

Property donation allows municipalities to waive tax claims and requires negotiation with the other two taxing bodies. This is not current practice because the City does not want to accept properties without title report and/or with outstanding liens. Once ownership is transferred, these parcel(s) can be included in the greenway designation and the type of uses allowed on the parcel(s) depends on whether or not there is a clear and free title.

Some property gifts may have deed restrictions. If the property is being purchased for a greenway, then the City should not purchase property with deed restrictions that would not allow for passive uses or active sites on the property (even if the greenway is not passive or active currently, it could become either in the future). If the property is intended as a “hold” for greenway, then the City should not purchase property with deed restrictions that will prevent the property from being sold and developed in the future.

### Private Property Purchase

In some cases, the City may justify purchasing private property for inclusion in the greenway, however, this must be assessed on a case-by-case basis. Private property purchase can often be justified in these scenarios:

- Properties isolated by a land slide or utility failure, justifying emergency purchase.
- A buyback at cost of parcels previously sold by the Three Taxing Bodies but never put in private use (would require a reverter clause to be in the Deed) - see property disposition.
- Parcels located in the interior of the greenway.
- Vacant or occupied parcels, which are not available by gift and which occupy a strategic location inhibiting creation of a Greenway. Presumes high priority, all other approaches have been exhausted and that funds are available for the purchase.

PRIVATE GIFT	EASEMENT	LAND TRUST	TREASURER'S SALE
<b>Clear title</b> All allowable uses as described by typology	Allowable uses will be outlined in the easement agreement; all uses are allowed by the City as outlined by typology	<b>Clear title</b> All allowable uses as described by typology and outlined in the agreement	<b>Clear title</b> All allowable uses as described by typology
<b>No clear title</b> No group permits or commercial leases		<b>No clear title</b> No group permits or commercial leases	<b>No clear title</b> No group permits or commercial leases

## **Easement**

An easement refers to private property that has entered into an agreement with the City, a nonprofit, or a land trust to allow greenway elements and visitors to use the land. If the agreement is between the property owner and nonprofit or land trust, then that organization must enter into an agreement with the City to officially designate the parcel(s) into the greenway. The allowable uses on the parcel(s) will be decided on a case-by-case basis and will be included in the easement agreement.

## **Land Trust**

A land trust is a nonprofit organization that is dedicated to protecting ecologically sensitive lands. In this case, a land trust (such as Allegheny Land Trust) acquires the parcel(s) and enters into an agreement with the City to include the property in a designated greenway. The type of uses allowed on the parcel(s) depends on whether or not there is a clear and free title.

## **Treasurer's Sale**

At present, the primary channel for the City to acquire property is through the Treasurer's Sale, which only occurs when there is a request by an interested buyer to do so. It is not common practice for the City to acquire property for the express purpose of creating greenways, although the City does already own surplus properties suitable for or adjacent to existing greenways. If a property is taken to Treasurer's Sale but not purchased, it is taken into City inventory with quitclaim deed or "Treasurer's deed." Another way vacant lots may wind up in City inventory is by way of condemnation and demolition, and there is an opportunity to review demolition lists from PLI to prepare for additions to greenways as appropriate.

While in Allegheny County, the Municipal Tax Claim and Tax Lien Law (MCTLL) also enables a judicial sale (Sheriff Sale), this acquisition tool is not currently used by the City of Pittsburgh to pursue tax delinquent property. MCTLL is used in Pittsburgh in cases of mortgage foreclosure and in cases of tax foreclosure initiated by the third party tax collector rather than the City.

Acquiring property by way of MCTLL rather than Treasurer's Sale may shorten the length of time required to arrive at a parcel with clear title. If clear, insurable title is needed for greenway use, then using this channel in addition to (or rather than) the Treasurer's Sale may streamline the process. The Policy Working Group is currently tasked with exploring this possibility. In the interim, strengthening notice requirements before Treasurer's Sale will also decrease the need for quiet title after the fact.

The City will need to determine which parcels will need clear title, which determines the types of uses allowable by law. If the envisioned end use requires group permits or commercial leases, the Tax Foreclosure Working Group's current consideration of acquiring property by way of Sheriff's Sale (MCTLL) rather than Treasurer's Sale may introduce an opportunity to decrease the length of time needed to achieve clear title.

An additional consideration will be the impetus for which a tax-delinquent parcel is brought to Treasurer's Sale. Because of the volume of surplus properties the City currently holds in its inventory, these parcels should be the first candidates for additions to greenways. When the City is ready to take on additional tax-delinquent parcels for the express purpose of greenway use, the Greenway Program Manager will need to work with the Finance Department to identify parcels to bring to Treasurer's Sale, as opposed to the current practice of waiting for a request from a potential buyer, CDC, or the URA.

In order to strengthen the efficacy of the Greenways Program Manager, the Policy Working Group would need to build that new role into the collaborative model between the proposed Chief of Land and the land recycling working groups. The Policy Working Group is also responsible for analyzing and codifying procedures for the land recycling system, and would therefore need to consult on the proposed mechanisms for greenway review and designation.

## LAND BANK

The Pittsburgh Land Bank (PLB) will focus its direct day-to-day activities on neighborhood-scale development citywide. It also has several state-enabled powers for acquiring and clearing titles to properties in an expedited manner, as well as a contractual partnership with the URA and City to assist in property acquisition efforts. In most cases, tax delinquent land intended for a greenway future should continue to utilize the basic City-run tax foreclosure process (either Treasurer's Sale or MCTLL), to minimize transactions and never place the PLB in the chain of title. In cases where title clearing is desired (future planned greenway parcels that are situated on the outer edge of a greenway, eg) or where an individual parcel may have other private interested purchasers but greenway is deemed the most appropriate use, it is recommended the City utilize this partnership and ask the PLB to initiate and engage in acquisition on behalf of the future greenway.

## REVIEW CRITERIA

The Greenway Program Manager and Greenways Advisory Panel (GAP) have several review points in the greenways process to determine whether or not a proposed greenway should proceed or to understand its progress. These review criteria should influence decision making for:

- the network parcel and greenway analysis criteria
- DCP and URA **classification of City parcels**
- the neighborhood planner or Greenway Program Manager review of the **Application**
- the GAP, Planning Commission, and City Council review of the **Designation Plan**
- the GAP review of the **Implementation Plan**
- the Greenway Program Manager review of the **Annual Report**

Evaluation criteria established at the earliest stage should remain a part of the material that is evaluated. Each stage of review builds upon the previously submitted information with additional information providing more depth and detail. Evaluation criteria at each Phase are summarized below:

### REVIEW CRITERIA

PHASE 1 APPLICATION	PHASE 2 DESIGNATION PLAN	PHASE 3 IMPLEMENTATION PLAN	PHASES 4 & 5 ANNUAL REPORT
Vision and goals, proposed location, existing characteristics, scorecard results	Vision and goals, proposed location, existing characteristics, scorecard results	Vision and goals, proposed location, existing characteristics, scorecard results	Vision and goals, proposed location, existing characteristics, scorecard results
	Community meeting 1 summary, acquisition strategy, stewardship model, project management model, partners, funding, desired typology	Community meeting 1 summary, acquisition strategy, stewardship model, project management model, partners, funding, desired typology	Community meeting 1 summary, acquisition strategy, stewardship model, project management model, partners, funding, desired typology
		Environmental assessment, project prioritization, project documentation	Environmental assessment, project prioritization, project documentation
			Maintenance tasks completed, projects to occur in the upcoming year, changes in greenway statistics

## COMMUNITY ENGAGEMENT GOALS & CRITERIA

PHASE 1 INITIATION	PHASE 2 DESIGNATION	PHASE 3 IMPLEMENTATION PLAN	PHASES 4 & 5 STEWARDSHIP
Greenway fundamentals presentation, neighborhood plan values assessment, greenway show and tell activity, greenway lifecycle diagram, proposed greenway information	Greenway process update and review, greenway uses and elements prioritization process, proposed greenway maps	Greenway process update and review, greenway planning exercise and review, proposed greenway maps	Greenway stewards symposium, scavenger hunts, group hikes, fundraising events, etc.

### COMMUNITY ENGAGEMENT AND CAPACITY BUILDING

Community engagement is an essential part of the greenway process to ensure sustainability of the program. The community should be consulted at several stages throughout the greenway process to provide education, come to a shared understanding, prioritize greenway elements and design, provide implementation plan feedback, participate in greenway construction and stewardship, and express concerns about the greenway. The Greenway Program Manager and Greenway Steward Group should consult the Greenways for Pittsburgh 2.0 Community Engagement Toolkit for suggested agendas, exercises, greenway fundamentals presentation, and tips for greenway-related community engagement.

### GREENWAY FUNDING

Since the creation of the Greenways for Pittsburgh program in 1980, the City of Pittsburgh has experienced severe economic hardship, which has resulted in limited financial resources to support greenways. The City has not designated funds from its capital budget does not have a line item in its budget to cover the cost of construction, maintenance, and other necessary services related to greenways, however there are funds in its operating budget for 311 and emergency services that can cover certain events that occur in a greenways. In the past, community groups have been responsible for the maintenance of greenways, but over time some of these groups have disbanded, causing greenways to fall into disrepair. Often, greenways in Pittsburgh are informally supported by non-profits. In order for the Greenways for Pittsburgh 2.0 program to be successful, the program needs sustainable funding, preferably from a diversity of sources.

#### Funding Through Intermediary Partners

The current model of greenway stewardship delivery relies heavily on the fundraising efforts of independent nonprofits. The distributed self-funded service provider model has many benefits, including the entrepreneurial development of services and the well qualified ecosystem of organizations represented in the Green Space Alliance. The organizations within the GSA are targeted, effective, and lean and are an asset that many other cities lack. These organizations have their challenges though, and for all

their efforts in cooperation, they function with a differentiated collaborator model and there is little redundancy among the groups because there is not a funding stream to allow for this. The groups bring great capacity to the City, but their capacity is fragile because many groups lack long term, or stable funding streams.

While this model can lead to innovative solutions and has carried the greenways to date, nonprofit capacity will likely be strained under any expansion to the greenways program. Two things could occur to prevent overextending partner organizations:

- First, outside funding, perhaps channeled through a centralized pool, could expand the resources available and allow existing organizations to grow into expanded roles.
- A second model could result from the coordination of tasks by the City, with the hope that with a well established need, partnering organizations would be better able to align fundraising requests and achieve shared outcomes.

There are many challenges to any path. First, the organizations currently compete for similar funds, often from the same funders. Without some assurance from the funding community that more centralization of efforts would be supported by a larger pot of funds, the organizations are unlikely to want to give up their autonomy in pursuing independent fundraising. In fact, they may see coordination as a threat to the agency of their mission. Second, any additional efforts from partner organizations, whether for fundraising or for execution of projects, needs to be matched with additional commitment from the City. While this could mean additional staffing, which would represent a financial commitment from the City, a clear approvals process that lifts burdens from partner organizations, or other improvements to processes, the City would most effectively show its commitment as a partner by allocating additional funds to the greenways themselves.

The importance of this is felt strongly by the service provider organizations. Additional demand for work in greenways, even if it results from building community excitement around existing greenways, can present challenges to existing partners who may see the increased demand for their services as an unfunded mandate. Greenways 2.0 cannot succeed without intermediary partner organizations and the cultivation of this relationship needs to open, transparent, and ongoing.

### **Potential Revenue Source: Public Funding (taxes, local government funds, and federal grants)**

Lead organization: City and Government

1. *Creation of a Greenways Trust Fund.* The City may consider development of a Greenways Trust Fund. The fund would be managed by the GAP, and used solely for the enhancement and development of greenways within the City. Funds could be derived from lease agreements within greenways (ie. utility easements, telecommunication towers, etc).
2. *Funded through taxes.* The City may consider implementing a \$1 annual tax (producing approximately \$300,000 in funds) on City residents to support greenways. In order to levy a tax, it must be taken to a vote by citizens and then approved by City Council. The benefit of a tax is that it will produce a reliable (yet small) quantity of annual funds for the greenways. The downside is that a tax will likely be unpopular with residents and may take some time to go through the approvals process.
3. *Reallocate funds.* Another option is for the City to reallocate funds in the annual operating budget to fund greenways without raising taxes. This option is unlikely due to the tight budgetary constraints that the City is currently under, and because a reallocation would come at the expense of reducing funds for other budget line items.
4. *State and federal grants.* These grants may be able to provide significant funding and have historically funded other greenways around the country. Grant writing, however,



can be very time consuming, and there is no guarantee that funding will be provided every year depending on politics and availability.

Specific grants and funds include (see Greenway Process supporting information):

- Greenways, Trails, and Recreation Program (the Marcellus Legacy Fund)
- Growing Greener Environmental Stewardship Fund (DCNR)
- Recreational Trails Program (Department of Transportation's Federal Highway Administration)
- Pittsburgh Green Infrastructure Adoption grant (PWSA)
- Department of Conservation and Natural Resources grants (DCNR)
- Land and Water Conservation Fund (U.S. National Park Service)
- Transportation Investment Generating Economic Recovery (TIGER) Discretionary grants
- Multi-modal Transportation Fund (DCED + Department of Transportation)

### **Potential Revenue Source: Operational Fees (earned income)**

Lead organization: City Government

As described in the Use and Typology Recommendations section, individuals and small groups must apply for a permit to engage in potentially high-impact activities on active sites within greenways.

1. *Charge fee.* The greenway may acquire funding by charging a small fee for the permits (\$5 per individual or \$20 for a small group). Individuals who reside in the neighboring communities may receive permits free of charge. If this option is pursued, it is strongly encouraged that the fee is applied in an equitable way that does not act as a barrier for participation in low-income communities.

2. *Commercial vendor revenue.* Another earned revenue option is to use the revenue generated from commercial use leases for greenway maintenance.

3. *Active use lease.* Leases of active sites could also be used to raise money for specific greenways and the planning of such activities could be included in the Designation Plan and Implementation Plan.

### **Other Revenue Sources: Foundations, Donations, Crowdfunding and Other Sources**

*Foundations.* Historically, foundations have been supporters of efforts within the greenways. It is suggested that a meeting is set up with individual foundations to gauge their interest in funding Pittsburgh's greenways and the sustainability of this option as a funding source. Care should be taken to make this a win-win for partner organizations and not to create a competitive situation with existing partner organizations (see Funding Through Intermediary Partners).

*Events and Friends of Greenways.* A partner organization or Greenway Stewardship Group may acquire funds for the greenway through fundraising campaigns and events. This can include fundraising dinners, concerts, events in the greenways, or simple email or postcard campaigns. A "Friends of the Greenway" group may be formed, which allows access to all greenway events for free for members, and items like free tote bags or t-shirts in return for annual or monthly membership dues. This could be done per greenway, for a cluster of greenways, or across the entire system.

*Adopt-A-Greenway.* Similar to the "adopt a highway" program, the City may implement an "Adopt A Greenway" program, where corporate or non-profit sponsors pay an annual fee to support maintenance in a specific greenway in addition to providing volunteers a few days a year for clean-ups and maintenance tasks. In return, the company is granted a sign in the greenway indicating their "adoption", as well as inclusion into their annual corporate sustainability report or to fulfill a community benefits requirement. This concept aligns with the Market Based Revenue Opportunity (MBRO) Program, which attempts to maximize the revenue generating capacity of Pittsburgh's municipal assets

in order to enhance the municipal services and facilities it is able to offer its residents and visitors. This program essentially generates revenue by making certain City-owned space available for commercial advertising.

*Carbon Credits.* Similar to the “adopt a greenway” suggestion, the City may start a carbon credits program, where organizations can sponsor a greenway in return for carbon credits that can be applied to a federal or state cap and trade program, or to claim the benefits towards carbon neutrality or other purposes.

*Crowdfunding.* Lastly, the greenway stewards could start a crowdfunding campaign using websites like Ioby or Kickstarter. This method would raise funds by requesting a small donation from a large number of people. Ioby has recently launched a campaign in Pittsburgh and has expressed interest in exploring alignment with programs such as the Greenways 2.0. To pursue crowdfunding as a revenue source, the City of Pittsburgh will need to develop a registry of greenways throughout the City that can be viewed by the public online or in another format. This registry will include the equipment needed and the investments the City wants to make, so that the public can make informed investments. A registry will also allow participants in a crowdfunding project the opportunity to become aware of the various greenways in the City and choose which one they would like to support and how they would like to contribute.

*The Shade Tree Commission.* A nonprofit tasked with restoring and maintaining the City’s tree population, may also be able to contribute funds for trees in the greenway.

*Pay for Success (PFS).* PFS is an innovative financing model that leverages private investment to pay for the expansion of social programs with proven results. The investment is paid back with interest only if the program is successful in achieving predetermined outcomes. Typically, the investment is paid back from a public organization that is experiencing a cost savings, cost avoidance, or increase in revenue through the success of the intervention. PFS can support greenways if stakeholders are able to measure the various benefits associated with these spaces and monetize them to repay investments. For example, numerous reports list an increase in property tax revenue of surrounding properties as a potential benefit of greenways. The increase in this tax revenue could be pooled and then used as a fund to leverage and repay an upfront investment to support the development and maintenance of greenways. Other benefits, such as, an increase in economic activity, workforce development, and improved health through active living can also be considered as potential benefits to monetize as part of a transaction. The ultimate structure that these transactions take is determined through conversations with project stakeholders. In addition to determining other factors relative to PFS, the project stakeholders will need to identify an investment source, choose project partners, select an agency that is willing to pay back the investment based on outcomes, and determine how to measure the impact of greenways on these benefits.

### **Funding Management**

Currently funding is done primarily through project related streams, with the exception for the rare staffing for partner positions dedicated to a specific greenway or watershed (like Lisa Werner Brown at Economic Development South). Moving forward, a new model might include ongoing funding for a Level I or II organization that is managing the greenway process and funding procurement and management would likely be the responsibility of that organization.

Other funding is procured independently by partners, on a per-program or per-project basis (Gtech in Knoxville), or with funds for a specific task that may be collected and distributed across several years (WPC for ecological assessments). Level III organizations may also contribute to fundraising activities but may need to partner with a fiscal agent such as a Greenway Partner or RCO. In the future, the Greenway Program Manager should assist partner organizations in pursuing grants and may be the lead for

some grants. The City of Pittsburgh can also support grant procurement through the Grants Office in the City's Office of Management and Budget. If the City has a dedicated grants management position, some of this might fall under their purview.

If the City received funding for greenways in general (as opposed to a specific greenway), then the Greenway Program Manager would be responsible for distributing those funds to the various greenways and would likely do so with advisement from the Greenways Advisory Panel, similar to the Shade Tree Commission. The Greenway Program Manager could also assist partner organizations by keeping an updated list of available funding sources and funding models for partners and greenway stewards to reference.

## **CLEAR APPROVALS FOR PARTNER ORGANIZATIONS**

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To make the greenway designation and ongoing stewardship process easier and faster, DCP should work with DPW, Law, and the unions to develop City standards and clear approvals process for greenway projects and maintenance tasks. To be able to do this, DCP must begin by designing City standards for common greenway elements such as benches, trails, trailheads, signage, overlooks etc., that greenways must adhere to. These standards should be designed with national best practices in mind. Once these standards have been developed, DCP will work with DPW and the Art Commission to receive approvals for the standards. In the future, when greenways want to implement projects that are based on the City standard, they will simply need to notify the Greenway Program Manager and will not need to go through a lengthy approvals process.

For projects and tasks that are not being completed to a pre-approved City standard, DCP should work with relevant parties to create a clear approvals process that does not take more than 3 months to go from proposal to approval. To make the pre-approved and clear approvals process successful, DCP should work with the unions to receive blanket approvals for volunteers to complete a list of tasks throughout the greenways. These efforts will make greenway construction and ongoing maintenance a faster and more transparent process.

## **NON-PROFIT PARTNERSHIP AGREEMENTS: GREENWAY PARTNERS AND NONPROFITS**

Greenway Partners are high-capacity organizations who are capable of managing greenway designation and stewardship. To become a Greenway Partner, the organization must fill out an application, which includes information about the organizations:

- annual budget
- experience hosting events
- experience managing volunteers
- 501c3 or nonprofit status
- membership
- number of full-time staff people
- experience fundraising
- liability insurance
- outreach methods

If the applicant meets the Greenway Partner approval criteria (to be developed by DCP), then the organization will be invited to meetings with Level III organizations about proposed greenways, and DCP will encourage low-capacity organizations to partner with them to designate and steward proposed greenways. Since the project manager for a greenway is required to be a Recognized Community Organization (RCO) or Greenway Partner through to stewardship, it is suggested that organizations become Greenway Partners to show leadership and to speed up the first phase of the greenway designation process by eliminating the capacity assessment by the Greenway Program Manager.

In addition to the tasks completed by Greenway Partners and RCOs, there are certain tasks completed during greenway construction and maintenance that cannot be completed by volunteers and will not be completed by DPW (see Projects and Ongoing Stewardship recommendations). The remaining tasks will need to be completed by nonprofits, service providers, or workforce development organizations. To create a clear approvals process for tasks completed by nonprofits or workforce development organizations, DCP should engage in a series of nonprofit partnership agreements as part of the designation plan. As part of these agreements, nonprofits commit to performing a series of one-time or ongoing tasks (bi-annually, annually, etc.) for either a specific greenway or all designated greenways. An example of this would be if an organization such as Allegheny Cleanways agreed to organize one big clean-up for each greenway after it has been designated. These agreements are beneficial to have in place for services that are on a volunteer-basis, or are funded through the community groups. If the service is funded by the City, DCP will have to issue an RFQ to award the project. It is suggested that the Greenway Program Manager meets with potential nonprofit partners early on to ask them if they would like to contribute to greenways, and if so, how they would like to contribute. Having these agreements in place early in the greenway process, and including a diversity of organizations, ensures greenway sustainability and reduces the financial and physical burden on greenway volunteers.

## **STREET VACATION + ACCESS CONTROL**

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Vacating streets and/or providing access control may be appropriate for certain portions of the greenway. Please discuss specific cases with the GPM. If street vacation or access control is pursued, please follow these steps:

6. Conduct an initial field visit by GPM or GAP to refine proposed vacations. The GPM will provide a map showing proposed segments and affected properties.
7. Surveyors from the Department of Public Works will prepare preliminary vacation boundaries based on office research and a second field visit.
8. Petitions are prepared by GPM for execution by abutting property owners. In some cases prepare optional petitions: (1) Entire street area vacated to City or (2) Part of the street vacated to City and part to adjoining owners (1/2 width along frontage).
9. Petitions pursued with property owners by neighborhood GSG.
10. Executed petitions (51% of abutting property owners must consent) submitted to Department of Public Works - Streets Division which prepares a single ordinance package covering all vacations related to a single Greenway and submits it to council.
11. GPM in consultation with the GAP, prepares designs for treatment of cul-de-sac streets and placement of bollards, fencing, etc. at all sensitive locations. Greenway signage should be placed here as well.
12. Easements for utilities or to assure continuation of common grass areas or garage access for abutting private property owners are incorporated into both the petitions and the street vacation ordinance as appropriate.
13. A single work order is prepared by the GPM to have Department of Public Works crews install access control treatment.

## GREENWAY PROCESS SUPPORTING INFORMATION

### PROPERTY ACQUISITION AND CONTROL

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**How can the acquisition (currently through Treasurer's Sale) process be streamlined?**

**How can the process of designating City property as a permanent greenway be refined?**

**Who is responsible for streamlining these processes?**

**What issues need to be resolved outside the scope of the Greenways project and how does policy/protocol remain flexible to accommodate future changes?**

**Would the City own all greenway parcels? Are there other organizations (e.g. the Parks Conservancy, Allegheny Land Trust, and/or community organizations) that could steward and/or take ownership of greenway parcels? If so, would this be a temporary or permanent arrangement?**

**How can we speed up the greenway designation process?**

**How can the approvals process for greenway maintenance be streamlined?**

### EXISTING POLICY

At present, the primary channel for the City to acquire property is through the Treasurer's Sale, which only occurs when there is a request by an interested buyer to do so. Interested buyers generally include the URA, private individuals, or community development corporations (CDCs) with an interest in requesting that a property be taken into the Property Reserve. The Treasurer's Sale is a non-judicial sale through the Second Class City Treasurer's Sale and Tax Collection Act.

It is not common practice for the City to acquire property for the express purpose of creating greenways, although the City does already own surplus properties suitable for or adjacent to existing greenways. If a property is taken to Treasurer's Sale but not purchased, it is taken into City inventory with quitclaim deed or "Treasurer's deed." Additional analysis would be required to quantify these, but it is already known that the City owns 3,533 parcels that are labeled Push to Green by CLRI.

More generally, the City does not currently take possession of property that is occupied. Neither the City nor PWSA has expressed interest in taking ownership of vacant land due to the cost of maintenance. Both the URA and the City currently maintain some number of vacant lots, but cannot afford to clean and maintain additional parcels at the current funding level, especially if the parcels are not sold soon after.

### RATIONALE

#### Treasurer's Sale

While in Allegheny County, the Municipal Tax Claim and Tax Lien Law (MCTLL) also enables a judicial sale (Sheriff Sale), this acquisition tool is not currently used by the City of Pittsburgh to pursue tax delinquent property. MCTLL is used in Pittsburgh in cases of private mortgage foreclosure and in cases of tax foreclosure initiated by the third party tax collector rather than the City.

Acquiring property by way of MCTLL rather than Treasurer's Sale may shorten the length of time required to arrive at a parcel with clear title. If clear, insurable title is needed for greenway use, then using this channel in addition to (or rather than) the Treasurer's Sale may streamline the process. The Policy Working Group is currently tasked with exploring this possibility. In the interim, strengthening notice requirements before

Treasurer's Sale will also decrease the need for quiet title after the fact.

The City will need to determine which parcels will need clear title, which determines the types of uses allowable by law. If the envisioned end use requires group permits or commercial leases, the Tax Foreclosure Working Group's current consideration of acquiring property by way of Sheriff's Sale (MCTLL) rather than Treasurer's Sale may introduce an opportunity to decrease the length of time needed to achieve clear title.

An additional consideration will be the impetus for which a tax-delinquent parcel is brought to Treasurer's Sale. Because of the volume of surplus properties the City currently holds in its inventory, these parcels should be the first candidates for additions to greenways. When the City is ready to take on additional tax-delinquent parcels for the express purpose of greenway use, the Greenway Program Manager will need to work with the Finance Department to identify parcels to bring to Treasurer's Sale, as opposed to the current practice of waiting for a request from a potential buyer, CDC, or the URA.

In order to strengthen the efficacy of the Greenways Program Manager, the Policy Working Group would need to build that new role into the collaborative model between the proposed Chief Land Officer and the land recycling working groups. The Policy Working Group is also responsible for analyzing and codifying procedures for the land recycling system, and would therefore need to consult on the proposed mechanisms for greenway review and designation.

### **Conservatorship**

An owner of a residence or business within 500ft, a nonprofit organization, or a redevelopment authority can petition the court to be appointed a conservator. This State Law/tool is helpful because the conservator can recover costs,

but it is not likely to be used in the immediate future because it requires court supervision and is not currently a common tool.

### **Estate administration**

A Redevelopment Authority in Pennsylvania can administer estates in instances of deceased owners, but this is uncommon in Pittsburgh. This has been done successfully in neighboring Wilkinsburg. This tool's utility will depend on how commonly the issue of deceased property owners hinder efforts to acquire property for the purpose of additions to greenways.

## **TREASURER'S SALE**

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**Is insurable title needed for greenway use? The Land Recycling Handbook articulates no such need because it is not necessary to sell property to a private buyer for green uses.**

**How can we streamline this process to reduce time and taxpayer dollars spent?**

**Does the City need insurable title for greenway parcels?**

**How can the City and URA best collaborate with the Pittsburgh Land Bank to support greenway efforts?**

**Can the City begin using MCTLL and other acquisition channels as detailed in the preceding section?**

### **EXISTING POLICY**

The process of taking a property through Treasurer's Sale is currently long and complicated. In order to request that a property be taken to Treasurer's Sale, a potential buyer must submit a Request to Purchase form so that the City can verify that the buyer does not



owe taxes to any of the Three Taxing Bodies or have outstanding violations from the Pittsburgh Building Inspection Department. The City must perform due diligence and serve sufficient notice to property owners before complying with advertising guidelines and finally taking property to Treasurer's Sale. Prospective buyers must be qualified in advance of the Treasurer's Sale, and buyers who bid without being qualified in advance are qualified after the sale.

If there is a buyer, they must pay the upset price, which is set at all City, School, and County taxes owed along with delinquent water and sewer taxes as of October 2016. In addition, the buyer is often also billed for the current year's taxes, PWSA charges, and fees incurred during the Treasurer's Sale process, which the buyer has 30 days to pay.

Following the Treasurer's Sale, property owners have a 90 day redemption period in which they may reclaim their property by paying the amount due in full, and this redemption period still applies in instances with no bidder. If there is no bidder, then the City takes property into inventory with quitclaim deed following the redemption period. Additional processes are undertaken depending on whether the property eventually goes to the City, the URA, a private buyer, or a CDC by way of Property Reserve.

A final process called quieting title is also undertaken when the City sells property to individual buyers out of inventory it already owns with quitclaim deed (if a bidder purchases property at Treasurer's Sale, they do so at risk of other liens). Quieting title is a court action that removes all judgments and liens. This process requires a title company or attorney to obtain a full title report.

#### **RATIONALE**

At this stage, the Comprehensive Land Recycling Initiative (CLRI) has developed

working groups made up of both City and URA personnel and charged them with deliverables related to streamlining processes and clarifying interdepartmental roles and responsibility. In addition to the Parcel Planning Working Group, which is working to further develop and clarify criteria for strategic reuse, the working groups that also directly influence greenways at this stage are the Policy Working Group and the Tax Foreclosure Working Group.

The Tax Foreclosure Working Group in particular will be working to streamline coordination with the City's third party tax collector, and to strengthen notification practices, which currently account for much of the time needed to take property through Treasurer's Sale. At the same time, the Policy Working Group is tasked with improving collaboration both internally (across departments) and externally (among the three taxing bodies). The Policy Working Group is also developing roles and responsibilities within and between leadership among the CLRI.

#### **FUNDING**

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**Who will financially support greenways?**

**What is the long-term viability of existing and potential funding sources?**

**Is it better to have a myriad of organizations or to have "Greenway Partners" organizations or models for financial support?**

**Can we define a value proposition?**

#### **EXISTING POLICY**

Since the creation of the Greenways for Pittsburgh program in 1980, the City of Pittsburgh has experienced severe economic hardship, which has resulted in limited resources being available to support greenways in the City.

Greenways currently make up 14% of open space in Pittsburgh and there are conceptual plans to expand the number and total acreage of these open spaces. Even though greenways comprise a significant portion of space in Pittsburgh, the City does not have a line item in its budget to cover the cost of construction, maintenance, and other necessary services related to greenways. In the past, community groups have been responsible for the maintenance of greenways, but over time some of these groups have disbanded, causing greenways to fall into disrepair. Often, these open spaces in Pittsburgh are informally supported by nonprofits.

## **PRECEDENTS**

Communities around the country have been challenged to identify sustainable funding sources for the maintenance of greenways in their areas. The communities that have been successful in securing funding for this purpose have been able to generate support from a variety of sources. These communities have sought and received support through fundraising, grants, membership dues, regional property tax levies, savings through volunteer engagement, and user fees.

Numerous communities have utilized funding from a variety of sources to support the maintenance of greenways. Generally, funds from foundations are part of these funding strategies and can be used to attract additional funding from public and private sources.

### **Tax Levy**

In Central Ohio, Columbus and Franklin County Metro Parks is responsible for the maintenance of greenways. This public agency is an independent political subdivision of the state of Ohio and is not under the administration of any other governmental unit. Metro Parks primary funding source is a 10-year, 0.75 mill-

levy, which provides a funding base for operating and improving existing parks and acquiring new land. The agency's three primary funding sources are "public sources (taxes, local government funds, and federal grants), operational fees (earned income), and other revenue (donations, etc.)."

The maintenance of the greenways in this community are also supported by stewardship groups, which are nonprofit, tax exempt organizations that were formed to support a specific greenway. These groups are responsible for volunteering, fundraising, and educating the community about the importance of these spaces.

### **Fundraising**

Oftentimes, stewardship groups lead fundraising activities to support the maintenance of greenways. These groups coordinate the necessary volunteers for the fundraising events and serve as the organization that can receive the funding and then use it for maintenance services.

### **Earned revenue and user fees**

In Iowa, Conservation Boards in three counties are responsible for the ongoing maintenance of the open space in their area. To fund these efforts, the Conservation Boards charge a user fee. All proceeds from these fees go to ongoing maintenance. The challenge is that these fees cannot be enforced. To address this challenge, the Conservation Board has simplified the process of obtaining a permit to the spaces. These permits are available at businesses along the trails and self-serve tubes in the community. To ensure that the fees do not discourage use of the space, children under the age of 18 can use the trails for free, as can residents who use the portion of the trails located in their community.

### **Membership Dues and Community Fundraising**

Communities that have established these stewardship groups rely on membership

dues to fund the maintenance activities. Some of these stewardship groups require membership fees, which are then used to support the ongoing development of greenways. Stewardship groups are also generally responsible for organizing community fundraising events, which generate support for maintenance activities.

### **State Support**

The Greenways, Trails, and Recreation Program funded through the Marcellus Legacy Fund allocates funds to the Commonwealth Financing Authority for planning, acquisition, development, rehabilitation and repair of greenways, recreational trails, open space, parks, and beautification projects. This program makes grants to for-profit businesses, municipalities, council governments, higher education institutions, and watershed organizations. These grants cannot exceed \$250,000 for any single project. The recipient organization must provide a 15% match of the total project cost to be eligible for the funds.

The Growing Greener Environmental Stewardship Fund was established in 1999 and utilizes funds from an increase in state tipping fees- the fee for dumping trash in landfills. The Creating Prosperous and Sustainable Communities component of the Growing Greener III program will provide needed funding for programs that green communities, which includes greenways. The proposal of this third phase of the fund includes \$15 million that will support local parks and greenways and will come from the Department of Conservation and Natural Resources. Each year, this fund is challenged to generate adequate funding, which will impact the support available from this source for greenway maintenance in 2017.

This work should be aligned with the efforts of the Department of Conservation and Natural Resources to establish systems to support greenways, which

includes the funding of maintenance activities.

### **Federal Support**

The Recreational Trails Program provides funds to states to develop and maintain recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses. The program is an assistance program of the Department of Transportation's Federal Highway Administration and is administered by states individually. Funds can be used for trail maintenance and restoration, among other activities. In 2017, Pennsylvania will have \$1.9 million for projects.

Multi-modal Transportation Fund (MTF) Program is another funding option, which is jointly administered by the Department of Community and Economic Development and the Department of Transportation under the direction of the Commonwealth Financing Authority. This fund provides grants to encourage economic development and ensure that a safe and reliable system of transportation is available to residents of Pennsylvania. It provides financial assistance to eligible recipients (municipalities, councils of governments, businesses, economic development organizations, public transportation agencies, and rail and freight ports) to improve transportation assets that enhance communities, pedestrian safety, and transit revitalization. These grants are available for projects with a total cost of \$100,000 or more and grants shall not exceed \$3,000,000 for any project.

### **Revenue-Generating Activity and Economic Impact**

There are numerous triple bottom line (TBL) benefits associated with greenways and these benefits can be used to create a value proposition for the funding of maintenance activities.

In the Wake County Greenways System Plan, they identified several benefits of

greenways that enhance the livability of a community. This plan identified an increase in economic activity and real property values, improved health through active living, strengthened protection from flood damage, and increased support of clean water and natural habitats.

In terms of generating revenue for a community, “greenway resources which attract visitors can stimulate economic activity and create new jobs and income.”

The revenue generated through some of these benefits can be used to support the ongoing development and maintenance of the greenway. In a study published by Headwaters Economics, researchers found that “neighborhoods with access to and views of the trail command higher property values, and these higher property values generate additional tax revenue for municipal and county governments.” They note that the additional revenue can be used to offset some of the costs associated with the greenway.

In a resource book, *Economic Values of Greenways, Trails, and River Protection*, the Rivers, Trails, and Conservation Assistance program of the National Park Service share their findings on the economic impact of greenways. Included in their overview is greenways’ impact on real property values, increased expenditures by residents, and increased tourism. In addition to these economic impacts, the book also notes the recreational benefits associated with greenways.

Recently, the Pittsburgh Water and Sewer Authority (PWSA) announced the Green First Plan, which provides an overview of how the Authority plans to manage issues related to stormwater flow. One of the key strategies highlighted in the plan to reduce stormwater flow is the implementation of green infrastructure. The plan highlights the triple bottom line benefits associated with green

infrastructure. These include air quality and carbon emission, heat island mortality reduction, recreational use, flood risk reduction, property value increase, and improved water quality. Many of these additional benefits can be expected through greenways, as well.

Additionally, in a recent report, the Trust for Public Land found that every \$1 invested by the Keystone Fund in land and water conservation returns \$7 in economic value of natural goods and services.

Finally, the agency responsible for managing the maintenance of greenways can contract with community based businesses to maintain the open spaces. This can create an additional value proposition of local economic development. Requests for the greenway funding can be enhanced by noting the numerous triple bottom line benefits that are associated with these open spaces. Funders and partners will be more willing to support the project once they know about the additional benefits available through greenways.

## **RATIONALE**

Greenways provide numerous benefits to residents and the local community. To ensure that they are able to maintain their importance and utility to these areas, they require sustainable funding.

Prior to determining the source of this funding, it is critical to identify the organization that can manage requests and received this support. In other communities, nonprofits and other community-based organizations have been created as stewardship groups to receive funding and allocate it appropriately to support the development and maintenance of greenways. In Detroit, a nonprofit called the Greening of Detroit was established to be responsible for creating a long-term maintenance

plan for the Conner Creek Greenway. As part of this program, the Greening of Detroit hired, trained, and managed a multi-person crew to maintain the greenway. In addition to facilitating the maintenance, the nonprofit used grant funds for educational programming and service days for the community.

It will be important to establish a similar organization in Pittsburgh that can be responsible for seeking and securing funds to support the maintenance of greenways and also to coordinate the maintenance activities. There are examples of organizations being formed to focus on one community and others who support greenways at a larger scale. Communities who have been successful in funding the ongoing maintenance of their greenways have sought diverse funding sources for these activities, leveraging local funds to attract state and federal support. It will be important for this organization to demonstrate the value of greenways to multiple organizations.

Pay for Success is another potential funding source that can be explored to support the maintenance of greenways. In this model, private investments are used to fund interventions with proven outcomes. These investors are paid back based on the intervention's ability to achieve predetermined measures. Generally, a public organization that benefits directly from the improved outcomes pays the investment back with interest if the intervention is successful.

In Richmond, CA a group of stakeholders have initiated a Pay for Success transaction focused on acquiring, rehabilitating, and selling blighted homes. The investment in the program generates an increase in property tax revenue through an increase in property value of the surrounding properties. The program will also match first-time homebuyers to affordable homes.

Pittsburgh can use this model as a

potential way to fund greenways and their maintenance based on the numerous benefits detailed in this report. In order for this to work in the context of Pay for Success, however, these benefits will need to be measurable and/or monetized to ensure that investors are paid back. Funds must be available to pay the investment back. The program will also need to be evaluated to determine the success.

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## STREET VACATIONS

The question of vacating any street, whether constructed or just on paper, shall initially be answered through a combination of community process and the determination of DPW [and DCP?]. The official process of vacating a street is ultimately approved by City Council and the mayor. Ideally, streets would be vacated and any r.o.w. would be consolidated with adjacent parcels, if clear title exists. However, if the city owns the r.o.w. and adjacent parcels, the cost of consolidation may outweigh the benefits. If utilities exist within an existing r.o.w., a utility easement could be platted in place of the vacated street.

### Types of Streets in Greenways

#### Paper Streets

Paper streets are streets that are platted separately from adjacent parcels, but have not officially been constructed. In some cases, utilities may have been constructed under the street right-of-way. In others, nothing exists.

#### Considerations:

1. Is the Street Needed/Helpful for vehicular access? Does the paper street provide a vehicular connection that would provide connectivity between neighborhoods or a connection that does not otherwise exist, as determined by DPW and Planning? Is the street needed for emergency access, as determined by DPW? Would the paper street, if vacated,

create one or more dead end streets?

2. Would the Impact of the Street on the Greenway be limited? [maybe ask these questions first?] Does the paper street cut through the greenway in such a way as to bisect the greenway? Or is it located on the edge of the greenway? Are the grades so extreme that the street would be difficult to construct?

3. Is the R.O.W. Needed/Helpful for Pedestrian/Bicycle access? Does the paper street provide a pedestrian or bicycle connection that would provide connectivity between neighborhoods or a connection that does not otherwise exist? Is a pedestrian or bicycle connection doable?

If the answers to questions 1 & 2 are yes, the paper street should be maintained to allow for a future street, if needed. If the answers to 1 & 2 are no and the answer to question 3 is yes, the paper street could be maintained, but it is not necessary.

#### Constructed Streets

Streets that have been constructed or partially constructed within street rights-of-way may or may not be maintained, based upon the questions above and the greenway plan? Or shall be disconnected and vacated by the city if located wholly within the greenway. If DPW determines that the street is not necessary, the street should be disconnected from any existing street by a distance of at least 50 feet and the right-of-way vacated officially through the city's street vacation procedure. The remaining portions of the street shall be removed over the course of no more than 5 years.

#### Private Drives

What is the location of the current private drive? If it is located on the edge of the greenway, it is easier to safely maintain than if the drive cuts through a portion of the greenway. Further, any private drives with access

easements through greenway may need to be maintained if no other access point exists for the parcel. If other access is possible or there is no official access easement, the greenway plan shall work with the private property needing access to determine the best location for access. Private drives required through the greenway pose potential safety risks for users and may preclude that portion of a greenway from being dedicated.

#### **A Note on Addressing**

Retention of paper streets and r.o.w. once streets have been deconstructed may have some benefit in terms of identifying locations within the greenway. The addresses along the r.o.w. can be used to locate items within the greenway or send emergency or maintenance people into the greenway.





# APPENDICES





The following draft templates, forms, and information are meant to inform and act as a starting point for the Greenway Program Manager as the suggested greenway process and policy recommendations are implemented.

## A

### A.1 Example documents



[← → ↻](#)
<http://www.PittsburghPA.gov/DCP/Greenways>

# GREENWAYS FOR PITTSBURGH 2.0

WHAT IS A GREENWAY?

ABOUT PITTSBURGH'S GREENWAYS

GREENWAYS PROCESS

HOW TO GET INVOLVED

## Greenways Overview

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## Overview

1 | Establishment

2 | Designation

3 | Implementation Plan

4 | Projects

5 | Stewardship

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## FEATURED EVENTS

THU 19

### Nine Mile Run Birthday Party!

Come celebrate Nine Mile Run's 10th birthday with food, music, and fun!

Saturday, April 24th @ 1-5pm

THU 19

### Hazelwood Greenway Planning Meeting

Hear about the Hazelwood greenway 3-year plan and sign-up to participate!

Wednesday, June 2nd @ 6:30-8:30pm

## TWEETS

Outdoor Adventurer @HeartGreenways

Family visit to Seldom Seen this weekend!

## CITY-WIDE STRATEGY

### CITY-WIDE ANALYSIS

This phase focuses on analyzing existing and potential greenways, establishing metrics, and determining a plan for the future.

GREENWAY STRATEGY ESTABLISHED

### INITIATION

This phase contains the preliminary work completed by a community or the City to test if a group of parcels would be viable as a greenway.

INTAKE FORM APPROVED

### ESTABLISHMENT

This phase focuses on acquiring property, planning and preparation of documentation. It successfully complete the legal designation process.

GREENWAY DESIGNATED

### GREENWAY PLAN

This phase focuses on creating a master implementation plan for the greenway and formalizing additional stewardship agreements.

GREENWAY PLAN APPROVED

### PROJECTS

This phase focuses on constructing initial improvements and projects identified in the masterplan.

GREENWAY IMPROVEMENTS

### STEWARDSHIP

This phase focuses on operating and maintaining the greenway through perpetual stewardship.

GREENWAY MAINTENANCE

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# GREENWAYS ONLINE APPLICATION FORM MOCK-UP PART ONE

[← → ↻](#) <http://www.PittsburghPA.gov/DCP/Greenways/GreenwayApplication>



## GREENWAYS FOR PITTSBURGH 2.0

[WHAT IS A GREENWAY?](#) [ABOUT PITTSBURGH'S GREENWAYS](#) [GREENWAYS PROCESS](#) [HOW TO GET INVOLVED](#)

### Greenway Application

If you are interested in designating a large greenspace or hillside in your community as a greenway, please begin by filling out this application. The Department of City Planning's greenway coordinator will contact you about scheduling a meeting in 1-2 weeks.

#### APPLICANT/COMMUNITY REPRESENTATIVE


Name:  Organization (if applicable):

Email Address:  Phone number:

#### PROPOSED GREENWAY PROFILE

Neighborhood(s) in which the proposed greenway is located:

Please select the parcels included in the proposed greenway on the map below.



PARCELS SELECTED (autofill)	OWNERSHIP (autofill)
16-A-300	Private - Tax Delinq >2 yrs
16-J-96	Private - Tax Current
16-A-238	City of Pittsburgh
16-A-220	URA
16-A-235	Condemned
12-E-120	URA
16-E-60	URA

#### SCORECARD (autofill)

Ecology: **84%**  
Equity: **96%**  
Connectivity: **25%**  
etc.

#### EXISTING PHYSICAL ASSETS

Does the proposed greenway include any of the following? Check all that apply:

#### FEATURED EVENTS

THU  
19

##### Nine Mile Run Birthday Party!


Come celebrate Nine Mile Run's 10th birthday with food, music, and fun!  
Saturday, April 24th @ 1-5pm

THU  
19

##### Hazelwood Greenway Planning Meeting


Hear about the Hazelwood greenway 3-year plan and sign-up to participate!  
Wednesday, June 2nd @ 6:30-8:30pm


#### TWEETS



##### Outdoor Adventurer @IHeartGreenways

Family visit to Seldom Seen this weekend!



 3d

## GREENWAYS ONLINE APPLICATION FORM MOCK-UP PART TWO

### EXISTING PHYSICAL ASSETS

Does the proposed greenway include any of the following? Check all that apply:

☐ Stream/water run. If so, please describe:

☐ Trails. If so, please describe:

☐ Benches and/or overlooks. If so, please describe:

ETC

### HISTORIC INFORMATION

Tell us about the history of the proposed parcels.

Please describe the history of the site including past land uses (cultural significance, potential contamination, etc.).

Upload historic photos and maps:

UPLOAD

### VISION & GOALS

Please describe your vision and goals for the proposed greenway.

My goals for our greenway are....

1)

2)

3)

My vision for our greenway is...

### ABOUT YOUR ORGANIZATION

Please tell us about the organization you are representing (if applicable).

Name of organization (if applicable)

Organization's Address

Please circle the phrases that best describe your organization:

501c3

NON-PROFIT

GREENWAYS PROVEN PROVIDER

RECOGNIZED COMMUNITY ORGANIZATION

FORMAL COMMUNITY GROUP

If you do not represent an organization, please circle the phrases that best describe on whose behalf you are filling out this application:

GROUP OF NEIGHBORS (MORE THAN 5)

GROUP OF NEIGHBORS (LESS THAN 5)

## GREENWAYS ONLINE APPLICATION FORM MOCK-UP PART THREE

### ABOUT YOUR ORGANIZATION

Please tell us about the organization you are representing (if applicable).

Name of organization (if applicable)

Organization's Address

Please circle the phrases that best describe your organization:

501c3

NON-PROFIT

GREENWAYS PROVEN PROVIDER

RECOGNIZED COMMUNITY ORGANIZATION

FORMAL COMMUNITY GROUP

If you do not represent an organization, please circle the phrases that best describe on whose behalf you are filling out this application:

GROUP OF NEIGHBORS (MORE THAN 5)

GROUP OF NEIGHBORS (LESS THAN 5)

SUBMITTING ON BEHALF OF NO ONE BUT MYSELF

INFORMAL COMMUNITY GROUP

Has your organization held community events before? If so, how many? Please describe the events.

Does your organization manage volunteers? If so, how many? Please describe.

Does your organization have an annual budget? If so, how much is it?

Does your organization have experience with grant writing? If so, please describe.

If there is any other information you would like to provide about your organization's capacity, please do so here.

The Department of City Planning's  
greenway coordinator will contact you  
about scheduling a meeting in 1-2 weeks.

SUBMIT

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# GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART ONE



## GREENWAY DESIGNATION PLAN (preliminary)

City of Pittsburgh | Department of City Planning

## COMMUNITY MEETING ONE SUMMARY

Date of meeting: \_\_\_\_\_ Location of meeting: \_\_\_\_\_

Number of community residents in attendance: \_\_\_\_\_

List of attendees:

This image shows a single sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

## GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART TWO

Summary of community values assessment:

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Summary of community meeting content, including relevant concerns (attach photos to this document):

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## GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART THREE

### **POTENTIAL GREENWAY USE, VISION, & GOALS** (revised from the application)

Proposed greenway typology (circle all that apply):      CONSERVATION ONLY      PASSIVE      ACTIVE

Proposed community benefit statement (based on results of values assessment and community meeting one):

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Proposed greenway goals:

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Proposed greenway vision statement:

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Proposed greenway uses (check all that apply):

- ☐ Hiking      ETC
- ☐ Biking
- ☐ Rock climbing
- ☐ Archery
- ☐ Bow hunting

Community desired greenway elements (check all that apply):

- ☐ Trails      ETC
- ☐ Benches
- ☐ Overlooks
- ☐ Signage
- ☐ Railings

## GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART FOUR

## PARCEL ACQUISITION STRATEGY

PARCEL NUMBER (autofill from the application)

### ACQUISITION STRATEGY

[illegible]

## GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART FIVE

### **PROPOSED PROJECT MANAGEMENT MODEL, PARTNERS, & FUNDING SOURCES**

Proposed project management model (see Resource Guide page xx for more information):

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Proposed stewardship model (see Resource Guide page xx for more information):

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Proposed non-profit partnerships (see Resource Guide page xx for more information):

ORGANIZATION

ROLE & RESPONSIBILITIES

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<hr/>	<hr/>
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Proposed funding sources (see Resource Guide page xx for more information):

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## GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART SIX

### GREENWAY MAP(S)

Attach maps of the proposed greenway that have been generated by the greenways online mapping tool.



# GREENWAYS FINAL DESIGNATION PLAN MOCK-UP PART ONE



# GREENWAY DESIGNATION PLAN (final)

City of Pittsburgh | Department of City Planning

## COMMUNITY MEETING ONE SUMMARY

Date of meeting: \_\_\_\_\_ Location of meeting: \_\_\_\_\_

Number of community residents in attendance: \_\_\_\_\_

List of attendees:

This image shows a single sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

## GREENWAYS FINAL DESIGNATION PLAN MOCK-UP PART TWO

Summary of community values assessment:

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Summary of community meeting content, including relevant concerns (attach photos to this document):

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## GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART THREE

## COMMUNITY MEETING TWO SUMMARY

Date of meeting: \_\_\_\_\_ Location of meeting: \_\_\_\_\_

Number of community residents in attendance: \_\_\_\_\_

List of attendees:

[illegible]

## GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART FOUR

Summary of community meeting content, including relevant concerns (attach photos to this document):

[illegible]

## GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART FIVE

### **GREENWAY USE, VISION, & GOALS**

Greenway typology (circle all that apply):

CONSERVATION ONLY

PASSIVE

ACTIVE

Greenway name: \_\_\_\_\_

Proposed community benefit statement:

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Proposed greenway goals:

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Proposed greenway vision statement:

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Proposed greenway uses (check all that apply):

☐ Hiking

ETC

☐ Biking

☐ Rock climbing

☐ Archery

☐ Bow hunting

Community desired greenway elements (check all that apply):

☐ Trails

ETC

☐ Benches

☐ Overlooks

☐ Signage

☐ Railings

## GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART SIX

## PARCEL ACQUISITION STRATEGY

PARCEL NUMBER

### ACQUISITION STRATEGY

Private gift

**Easement**

Ownership transfer (from URA,  
Housing Authority, or PPS)

Land trust

Private sale

**Treasurer's sale**

[illegible]



## GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART SEVEN

### PROJECT MANAGEMENT MODEL, PARTNERS, & FUNDING SOURCES

Project management model:

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Stewardship model:

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Proposed non-profit partnerships:

ORGANIZATION

ROLE & RESPONSIBILITIES

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Proposed funding sources:

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GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART EIGHT

Non-profit partnerships:

ORGANIZATION

ROLE & RESPONSIBILITIES

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to this document)*

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Stewardship model:

ORGANIZATION

ROLE & RESPONSIBILITIES

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to this document)*

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FUNDING SOURCE

QUANTITY

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## GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART NINE

### GREENWAY MAP(S)

Attach maps of the proposed greenway that have been generated by the greenways online mapping tool.

## GREENWAYS PRELIMINARY DESIGNATION PLAN MOCK-UP PART TEN

### **COMMUNITY PETITION FOR PROPOSED GREENWAY**

I have reviewed this greenway plan and maps of the proposed greenway, and I am in full support of designating the greenway located at xxxx.

SIGNATURE

PRINTED NAME

ADDRESS

1)		
2)		
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# GREENWAYS IMPLEMENTATION PLAN MOCK-UP PART ONE



# GREENWAY IMPLEMENTATION PLAN

City of Pittsburgh | Department of City Planning

## COMMUNITY MEETING THREE SUMMARY

Date of meeting: \_\_\_\_\_ Location of meeting: \_\_\_\_\_

Number of community residents in attendance: \_\_\_\_\_

List of attendees:

This image shows a single sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

## GREENWAYS IMPLEMENTATION PLAN MOCK-UP PART TWO

Summary of community meeting content, including relevant concerns (attach photos to this document):

[illegible]



## GREENWAYS IMPLEMENTATION PLAN MOCK-UP PART THREE

### **GREENWAY USE, VISION, & GOALS**

Greenway typology (circle all that apply):

CONSERVATION ONLY

PASSIVE

ACTIVE

Greenway name: \_\_\_\_\_

Community benefit statement:

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Greenway goals:

---

---

---

Greenway vision statement:

---

---

---

Greenway uses (check all that apply):

☐ Hiking

ETC

☐ Biking

☐ Rock climbing

☐ Archery

☐ Bow hunting

Greenway elements (check all that apply):

☐ Trails

ETC

☐ Benches

☐ Overlooks

☐ Signage

☐ Railings

## GREENWAYS IMPLEMENTATION PLAN MOCK-UP PART FOUR

### PROJECTS

Please list one project per page (see Resource guide page xx for more information).

PROJECT NAME:

DESCRIPTION:

RELATED USES:

COST & FUNDING:

PARTNERS:

WHO WILL MANAGE THIS PROJECT?

WHO WILL COMPLETE IMPLEMENT THIS PROJECT (volunteers, non-profit, service provider, etc.)?

TIMELINE:

IS INSURANCE NEEDED?

APPROVALS NEEDED (attach approvals to this plan if this type of project is not on the streamlined list):

PROJECT LOCATION AND DESIGN (please attach drawings to this plan):

## GREENWAYS IMPLEMENTATION PLAN MOCK-UP PART FIVE

### **SHOVEL-READY PROJECTS**

Please list the shovel-ready projects that can be completed by volunteers (see Resource guide page xx).

PROJECT NAME:

DESCRIPTION:

RELATED USES:

COST & FUNDING:

PARTNERS:

WHO WILL MANAGE THIS PROJECT?

WHO WILL COMPLETE IMPLEMENT THIS PROJECT (volunteers, non-profit, service provider, etc.)?

TIMELINE:

IS INSURANCE NEEDED?

APPROVALS NEEDED (attach approvals to this plan if this type of project is not on the streamlined list):

PROJECT LOCATION AND DESIGN (please attach drawings to this plan):

## GREENWAYS IMPLEMENTATION PLAN MOCK-UP PART SIX

### GREENWAY MAP(S)

Attach maps of the greenway to this plan.

### CONSTRUCTION DOCUMENTS

Attach the construction drawing set to this plan.

### ENVIRONMENTAL ASSESSMENT

Attach the environmental assessment to this plan.

# GREENWAYS ANNUAL REPORT MOCK-UP PART ONE



# ANNUAL GREENWAY REPORT

City of Pittsburgh | Department of City Planning

## SUMMARY OF COMMUNITY OUTREACH EVENTS

Use one copy of this page for every event held this past year.

Date of event: \_\_\_\_\_ Location of event: \_\_\_\_\_

Number of community residents in attendance: \_\_\_\_\_

Event description and outcomes (attach photos to this report):

This image shows a single sheet of white paper with horizontal blue or grey ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

## GREENWAYS ANNUAL REPORT MOCK-UP PART ONE

### **ONGOING MAINTENANCE**

Please list the maintenance tasks completed this past year (attach photos if appropriate).

TASK:

DESCRIPTION:

COMPLETED BY:

COST & FUNDING:

PARTNERS:

TASK:

DESCRIPTION:

COMPLETED BY:

COST & FUNDING:

PARTNERS:



## GREENWAYS ANNUAL REPORT MOCK-UP PART THREE

### PROJECTS TO BE IMPLEMENTED IN THE COMING YEAR

Please list one project per page (see Resource guide page xx for more information).

PROJECT NAME:

DESCRIPTION:

RELATED USES:

COST & FUNDING:

PARTNERS:

WHO WILL MANAGE THIS PROJECT?

WHO WILL COMPLETE IMPLEMENT THIS PROJECT (volunteers, non-profit, service provider, etc.)?

TIMELINE:

IS INSURANCE NEEDED?

APPROVALS NEEDED (attach approvals to this plan if this type of project is not on the streamlined list):

PROJECT LOCATION AND DESIGN (please attach drawings to this plan):

## GREENWAYS ANNUAL REPORT MOCK-UP PART FOUR

### GREENWAY MAP(S)

Attach maps of the greenway to this plan.

### CONSTRUCTION DOCUMENTS

Attach the construction drawing set to this plan.

### ENVIRONMENTAL ASSESSMENT

Attach the environmental assessment to this plan (if updated in the past year).

### PERFORMANCE INDICATORS

Update based on scorecard.

RETURN TO PHASE 3 EVERY 3-5 YEARS.

RETURN TO PHASE 4 WHEN IMPLEMENTING NEW PROJECTS.

REPEAT PHASE 5 EVERY YEAR.





**GREENWAYS FOR PITTSBURGH**  
POLICY GUIDE

