

The Relationship between Greenways and Regional Planning

A Master's Thesis

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Table of Contents

Abstract	4
Introduction	5
Literature Review	7
Conceptual Framework	14
Methodology	16
Validity Threats	21
Planning Implications	23
Findings	24
Role of Greenways	24
Defining Legislation – New York State Law	25
Funding	28
Advocacy and Resources Provision	31
Greenway Commissions in the Community	35
The Effect of Greenways on Day to Day Planning	36
How Greenways and Regional Planning are presented in Comprehensive Plans	38
Health of Regional Planning in Greenway Boundaries	43
Interaction through Shared Services	44
Interaction at the County Level	45
Voluntary Consortiums	46
Effect of Greenways on Municipal Planning	47
Home Rule in New York State	47
Recommendations and Planning Implications	50
Central Pine Barrens Joint Planning & Policy Commission	51
Adirondack Park Agency	52
Catskill Watershed Corporation	54
Recommendations for Greenways	55
Recommendations for State Regional Governance	57
Conclusions	59
Sources	61

Appendix I – Maps	65
Map of Greenways in New York State	66
Map of Niagara River Greenway Boundaries	67
Map of Hudson River Valley Greenway Boundaries	68
Appendix II – Interview Questions	69
Interview Questions for Planners with the RPA	70
Interview Questions for Greenway Designers and Planners	70
Interview Questions for Municipal Planners and Officials	70
Appendix III – Interview Coding	71
Appendix IV – Comprehensive Plan Protocol Data	74

Abstract

Although research has been conducted on both regional planning and greenways, rarely have the topics been related in one study. Existing literature focuses on the benefits of both topics but does not attempt to connect greenways to regional planning. This thesis seeks to link greenways to regional planning with data derived from qualitative interviews conducted with 24 municipal planners and officials, as well as the qualitative analysis of 29 community comprehensive plans. This study focuses on two greenways in New York State, the Hudson River Valley Greenway and the Niagara River Greenway and how they relate to regional planning efforts in their sections of the state. An analysis of the data collected from the community comprehensive plans and interviews illustrates that although the two greenways studied are regional organizations, they do not necessarily foster regional planning. The data collected also demonstrates that the greenways do not have the power or resources necessary to start the regional planning process. This study also examines how the home rule policy in New York State often prevents regional planning and greenways from being successful. Lastly, the study offers recommendations as to how greenways and regional planning efforts throughout the state could be more successful. This study begins to illustrate how greenways are related to regional planning even if they do not necessarily foster such planning.

Introduction

The term *greenway* has been used in the planning field for as long as the field has been recognized, although they may not have always been named greenways. The term *regional planning* has been used in the planning field for a similar period of time, but has become more prominent with the advent of the megalopolis, and ever sprawling suburbs. Both terms are fairly ambiguous, with more definitions than can be counted on one hand. This thesis will seek to define the relationship between greenways and regional planning while answering the question, how can greenways be utilized to foster regional planning.

Greenways appear in many names, shapes, and sizes; connecting one community to another, connecting uses, ecologically significant nature corridors, scenic or historic routes, recreation trails, and development buffers, all of these and more are uses of greenways. Historically, greenways were designed as linear open spaces providing access to city parks and extending the benefits of parks into surrounding neighborhoods. Fredrick Law Olmsted, the father of landscape architecture, first proposed greenway type roadways lined with trees as early as the 1860s. Today greenways are used as routes for alternative modes of transportation, more often than not excluding automobile traffic, while still connecting communities to parks and extending park benefits to a wider user base.

Although the term greenway has many definitions, this thesis will explore one particular definition. *Greenway(s)* will be defined as comprehensive linear systems, based on natural land forms (i.e. rivers, valleys, ridges) and manmade, historic or otherwise, landscape features (i.e. parks, canals), which are made up of open and green spaces that create alternative municipal or regional green infrastructures. This definition will encompass many types and forms of greenways, all of which still aim to achieve similar goals.

Regional planning is planning on a larger scale than the individual city or town. The goals of regional planning are to create a sustainable plan for the location and placement of all land uses at a regional scale. The term *regional planning* has been used in a multitude of situations including the Appalachian Regional Planning Act in 1965, the Erie Canal in 1825, and the Hoover Dam on the Colorado River in 1936. All of these projects worked to connect states and develop regional economies. In today's world of sprawling suburbs, regional planning is advantageous to towns and small cities. Regional plans allow municipalities to work to manage urban sprawl in their regions, while improving their economic development.

This thesis asks the question how can greenway plans foster regional planning? It is hypothesized that because greenways are used to connect communities and multiple land uses through a plan for regional open space, they could be used as the starting point for regional plans. Communities connected by greenways have a central idea or theme (the greenway) around which to form regional plans. The communities are connected by more than just roadways, the greenways can create a variety of connections including, ecological, cultural, and historical connections.

Greenways offer a nonthreatening avenue for communities to begin cooperating on regional planning efforts. The creation of open space is an issue which communities can easily work together to solve. The open space, and conversation goals of the greenways which are the focus of this study may lead to further regional planning efforts. This thesis will seek to determine whether or not the open space and conservation goals of the greenways studied are resulting in any further regional planning efforts.

The following report will analyze several case studies and master plans and also utilize the knowledge of planning professionals to answer the above question. The intent is to develop a

variety of planning recommendations through which the fields of regional and greenway planning can be improved. Both regional and greenway planning are fields which are becoming more prominent as “green” issues grow in popularity. Therefore, it is important to understand their relationship and understand how greenways can help to foster regional planning.

Literature Review

Regional planning and greenways are two related topics in the field of planning. Greenways play a large role in regional planning as they are large regional features. However, the current body of literature tends to disregard the connection between the two topics. Historic articles were written on both topics but tended to focus one or the other. In the 21st century authors have begun to make the connection between the two topics. However, the ability of greenways to foster regional planning is not discussed in the current body of literature. In order to thoroughly understand the relationship between the two concepts, the ability of greenway to foster regional planning should be studied.

Prior to World War I the world of planning had begun to turn its eye towards the then new concept of regionalism or regional planning. In 1923 academics such as Lewis Mumford, Frederick Ackerman, and Clarence Stein formed the Regional Planning Association of America (RPAA). “The RPAA advocated a non-metropolitan centered conception of regionalism and devised an alternative to unlimited urban expansion” (Goist 1972). The writings and reports which came out of this organization were focused on planning of communities through techniques which were vastly differing from the standard city planning techniques of the day (Lubove 1963). It was hoped that coherent regions would emerge to dissolve issues created by the industrial city (Dreier, Mollenkopf, Swanstrom 2001). As the U.S. progressed through two

world wars, regional planning and regional dynamics became more of a concern for planners and academics.

The founding of the Regional Planning Association of America led to new educational programs focused on regional planning. Articles by John Gaus (1951) and John Friedmann (1963) discuss regional planning as a field of study.

Gaus (1951) focuses on the education of regional planning students and attempts to define the field and the course of study which should be undertaken in order to be a proficient practitioner. He states “Regional planning is thus planning as an aid in making decisions to be applied to an area. It is ecological and geographical in that it seeks to relate action to the facts of place” (Gaus 1951). Similar to the Gaus, in 1963 Friedmann attempted to define regional planning. Friedmann (1963) stated “...the process of formulating and clarifying social objectives in the ordering of activities in supra-urban space.” The definitions provided in these articles are useful in understanding the purpose of regional planning. However, these articles do not provide analytical information on the successes or failures of regional planning

Articles on the role of regional planning in context with national and city planning efforts also arose during this time period (Friedmann 1963, Wingo 1964, and Perloff 1968). These articles attempted to justify the need for regional planning efforts and described how regional planning efforts would interact with efforts on the national and city scales. These articles are useful in understanding the benefits of regional planning and the gap regional planning can fill in the planning field. However, they are based mainly on theory and hypothetical scenarios and are not grounded in actual examples and data.

The writings and theories of the RPAA eventually gave way to more focused articles on the development of particular U.S. regions such as the Pacific Southwest, Pacific Northwest,

Appalachia, as well as several others (Stanbery 1942, Hetherington 1950, Levin 1968, Walker 1972). These early reports on individual attempts at regional planning focused on the resource management and economics involved in regional planning.

In Stanbery's (1942) article, he focuses on the attempts at regional planning in the Pacific Southwest prior to World War II. His work focuses on the economics of regional planning; "...the problems and procedures of involved in planning for the economic development of a region." He claims "Development of a subnational region...involves expanding the area economy which is itself a segment of the national economy" (Stanbery 1942) However, the article is weak in that it *only* focuses on planning for the economic development of a region. This is most likely the result of the time period in which the article was written, prior to WWII; a period in which the nation was attempting to pull itself out of the Great Depression. Hetherington's (1950) article on regional planning in the Pacific Northwest followed a similar path to Stanbery's article, focusing on economics and resource management. The article was also weak in its range of focus, but again that is most likely due to the time period in which it was written.

Although these case based articles were weak in their narrow analysis of regional planning, they do focus on a large portion of the field of study and base their analysis in data derived from examples. Economics and political action has played a major role in the creation of regional planning theory. According to Dreier, Mollenkopf, and Swanstrom (2001), evidence suggests that cooperative regions are more likely to be more economically prosperous than are more competitive divided regions." Articles focused on the economics of regional planning have focused on the benefits of regions function as a single economy instead of several divided municipal economies competing with each other.

In order to understand the economic functions of regional planning it is important to understand how regional planning associations are funded. Hawkins and Stein address the issue of funding in their 1977 article which sought to address the questions “Does the distribution of regional planning assistance vary systematically with indicators of the planning capacity of recipient localities?...Is regional planning assistance systematically related to grant getting by recipients?” (Hawkins and Stein 1977). This article delves into a crucial issue with regional planning. Funding of regional planning efforts can become complicate because of the number of entities which are and need to be involved for such planning processes to be successful. Hawkins and Stein base their study on a regional planning commission in Wisconsin; using published data on 145 member communities grounds this article in solid fact.

1979 saw the publishing of a seminal work on regional planning in the United States by John Friedmann and Clyde Weaver. This work discusses regional planning doctrines between 1935 and 1975. Based on examples of regional planning throughout the U.S. Friedmann and Weaver determined that regional planning has transitioned from the utopianism or practical idealism in the Tennessee Valley during the 1930s to the realization that such physical boundaries as the river basin act as the most appropriate unit for regional planning, and again transitioning after WWII to new theories of regional science or planning as a scientific endeavor (Weitz and Seltzer 1998). The work done by Friedmann and Weaver illustrates how the field of regional planning is an ever evolving field of planning. However, the work does not hone in on the pros and cons of regional planning.

As regional planning has progressed through the late 20th century into the 21st, the theories behind it have changed to theories based more on sustainability and growth management than ever before (Berke and Conroy 2000, and Daniels 2003). During this period of time articles

focusing on greenway planning also began to connecting the field of greenway planning to the field of regional planning but focused mostly on the greenway side of the discussion (Lindsey and Knapp 1999, Woiwode 2002, Dolesh 2003, Lindsey 2003, Ryan, Fabos, and Allan 2006).

In their 2000 article, Berke and Conroy seek to answer two questions – “1. Are plans that use sustainable development as an organizing concept more likely to promote sustainability principles than plan that do not? 2. Do plans achieve balance by supporting all sustainability principles, or do plans narrowly promote some principles more than others?” (Berke and Conroy 2000). Using six basic principles, including harmony with nature, livable built environments, place-based economy, equity, polluters pay, and responsible regionalism; they analyze comprehensive plans for 29 communities. Focusing solely on the responsible regionalism portion of their analysis, they determined that of the ten communities which integrate sustainable development into their plans only two have not attempted or are promoting responsible regionalism. Berke and Conroy define responsible regionalism as “Communities should not act in their own interests to the detriment of the interests of others, and they should be responsible for the consequences of their actions. Just as individual developers should be subject to the principle that polluters (or culpable interests) pay, a local jurisdiction has an obligation to minimize the harm it imposes on other jurisdiction in pursuit of its own objectives” (Berke and Conroy 2000). This article shows the relationship between sustainability and regional planning however, it focuses more on the issue of sustainability rather than regional planning.

Similar to the Berke and Conroy article Daniels article in 2003 focuses on a new theory behind regional planning, smart growth. Daniels stated, “Smart growth emphasizes a land-use pattern of compact cities and suburbs surrounded by countryside that is devoted primarily to farming, forestry, and open space. Smart growth aims to create more compact development that

is cheaper to service, less land consumptive, and more attractive than sprawl” (Daniels 2003). Daniels illustrates through this article that smart growth is in line with the idea of sustainability which Berky and Conroy have illustrated in their article. His research is focused on the policies which were adopted in Maryland which have “...highlighted the connection between land-use patterns, transportation, the loss of open space, the costs of public services, and the people’s quality of life” (Daniels 2003). Daniels argues that communities do not exist in isolation part rather as part of a larger regional community and that it is often necessary for the state to play a role in helping communities to work together to efficiently develop infrastructure and well-designed development (Daniels 2003).

The articles by Berke and Conroy, and Daniels illustrate new trends in regional planning. Each article is ground in physical examples and collected data. However, these two articles focus on the theories of sustainability and smart growth and not the pros and cons of regional planning.

In Thomas Woiwode’s on a greenways project in Southeast Michigan he discusses the use of greenways to link communities. “The vision of linked paths among Detroit and the surrounding communities, connecting five million people, is appealing, particularly since it’s a conservation minded plan to revitalize landscapes that have been adversely affected over the years. For business, it’s a recruitment issue. For the region it’s about improving the quality of life” (Woiwode 2002). This article begins to connect the discussion of regional planning with greenways. However, the focus here is on the regional greenways and not the regional planning which could be associated with the greenways project.

The connection between regional planning and greenways is discussed further in an article by Ryan, Fabos, and Allan. Focusing on greenway planning New England, Ryan, Fabos, and Allan continues to make linkages between the two fields of planning. “Greenways provide

multiple benefits at the regional scale, including protecting natural resources, creating recreation opportunities, and preserving historic and cultural resources, and providing economic benefits in the form of tourism. Despite these important benefits, implementing greenways, especially across multi-jurisdictional boundaries, can be challenging if not impossible.” Ryan, Fabos, and Allan’s analysis of the New England greenways begins to illustrate the difficulties which may arise during regional planning efforts. It is important to know the difficulties posed by regional planning in order to fully understand how regional planning can benefit communities.

The difficulties of regional planning which Ryan, Fabos, and Allan discussed in their article on New England greenway planning are more thoroughly discussed by Eugenie Birch and Christopher Silver in their 2009 article. “Fundamental political difficulties work against the creation and success of new regional governments, including strong opposition from local, state, and provincial governments unwilling to give up power, the hostility of suburban voters unable to see how their interests are tied to the well-being of central cities, and the reluctance of central-city constituencies to see their progressive voting blocs diluted. In the U.S., the established political notions of decentralization and federalism also work against the creation of new regional institutions” (Birch and Silver 2009). This article discusses the history of planning and turns its focus to regional planning or regionalism and the difficulties which may arise during the regional planning process. The article also discusses the theory of new regionalism and relates the theory to the theories of sustainability and smart growth. However, the data gathered for this article was done so from primary and secondary historic resources related to the topics discussed, and although these sources provide very accurate information they do not always provide connections to the world of physical planning.

This research will base itself in examples of physical planning while at the same time attempting to reveal the pros and cons of regional planning. At the same time the research will attempt to illustrate the connection between greenway planning and regional planning which was begun in articles by Ryan, Fabos, and Allan, Lindsey, Lindsey and Knapp, Woiwode, and Dolesh. Through examining regional plans and interacting with actors involved in the planning processes it is believed that this research will be able to fill the gap in the already discussed literature. The next section will further explain the methods which will be utilized to gather and analyze data to improve this field of literature.

Conceptual Framework

Conceptually this study has two main focuses: regional planning and greenways. In the introduction of this study definitions were provided for each of these two topics. The literature review for this study has already established that there is a possible relationship between the two concepts, as well as determined that up until this point there has been a limited effort in the field to determine whether one can foster the other. It is the goal of this paper to make this determination.

The relationship between greenways and regional planning is one that has not been thoroughly researched. Literature which has been published thus far focuses more on the role of greenways in community development, economic development, and their role in linking communities together. Theory plays a major role in the research on greenways. Similarly, current literature on regional planning is primarily based on theory. Focusing on the role of regional planning in planning history, new forms of regional planning such as smart growth, and new urbanism, and the sustainability of regional plans, current literature utilizes theories as basis for discussion.

This study will focus on two greenways and the municipalities within their boundaries. These regions have defined boundaries in their greenway plans, which may make for the basis of further regional planning efforts. This study will attempt to discern the relationship between these greenways and any regional planning efforts which may be occurring within their boundaries.

The unit of analysis will focus on the regions selected. Research will focus on municipalities within the boundaries of the selected greenways. The study will seek to determine if the greenway associations involved in the greenways have had the effect of promoting regional planning within their boundaries. Planners within these municipalities will be interviewed and the comprehensive plans of their respective municipalities will be analyzed using a set of principles defined in the methodology section of this report.

Before going further, it is important to understand the two main concepts which this paper will attempt to connect and analyze. The first of these concepts is greenways or greenway planning. Greenways have been defined, as was stated in the introduction of this paper, as linear green or open spaces connecting communities and uses together along ecological significant corridors, scenic or historic routes, recreation trails, and development buffers. The second of the two concepts, regional planning is more difficult to define. As was stated in the introduction of this report, regional planning will be defined as planning efforts at a larger scale than the individual city or town with goals to create a sustainable plan for the location and placement of all land uses. However, although the concept is being vaguely defined here, it is the intention of this study as part of further research to interview planning professionals working for the Regional Plan Association of New York, New Jersey, and Connecticut to determine a more accurate definition of regional planning than the definition presented here.

Through this study it is hoped that the relationship between greenways and regional planning will be examined, specifically, the ability for greenways to act as a vehicle for further regional planning efforts. Although greenway planning can be considered regional planning, the intent of this study is to determine whether or not greenway associations can act as bodies, through which municipalities can begin working together to create further regional planning efforts. It is the intention of this study to determine what techniques are used by municipalities within greenway boundaries to work with their neighbor municipalities in regional planning efforts.

This thesis will seek to understand how greenways might foster regional planning. It is the belief that because greenways link communities and uses together they have the ability to foster regional planning. Greenway communities have more of an incentive to plan as a region because they are linked by more than just roadways; they are linked by a central idea, the greenway.

Methodology

This study will utilize qualitative methods to interpret data collected from community master and comprehensive plans created by communities located either partially or entirely within designated greenway boundaries as well as the mission statements and goals of the selected greenways. In order to determine the ability of greenways to foster regional planning, two greenways have been selected, the Hudson River Valley Greenway, and the Niagara River Greenway. Between the two greenways which have been selected, twenty-nine municipal comprehensive plans have been selected for analysis. Interviews with practicing planners and municipal officials will also be conducted. Interview participants will be selected based on their

participation in the creation of community plans and their knowledge of the greenways and regional planning.

The two greenways which have been chosen were selected for this study because of the regional planning efforts which have accompanied them already. In both cases the greenways have been used as a starting point for regional planning efforts. These greenways are maintained by a public commission and a public conservancy and both offer the organizations' mission statements, as well as the missions and goals of their greenways freely online in the public domain. The general willingness to disseminate information to the public will allow for easy access to data on the work done by these organizations.

Both greenways chosen encompass many municipalities. Those municipalities selected for this study were chosen because of their existing comprehensive plans and master plans. In both cases not every municipality with a community plan within the boundaries of the selected greenways was chosen. Those municipalities chosen were done so through a process of random selection. All plans selected for analysis are open to the public as well and can be found in the public domain on the World Wide Web.

The communities chosen for this study were also chosen because they employ a staff of professional planners. These planners will be asked if they would be willing to participate in the interview portion of this study. Planners from the Regional Plan Association of New York, New Jersey, and Connecticut will also be asked if they would be willing to participate in the interview process to help further define regional planning and the goals of this form of planning.

Landscape architects from firms such as Greenways inc. and Alta Planning + Design will also be interviewed to determine whether or not the private professional field of planning and landscape architecture see a relationship between greenways and regional planning.

These plans will be analyzed using two protocols. The first protocol was created for the purpose of this thesis. The second was developed by Philip Berke, David Godschalk, Edward Kaiser, and Daniel Rodriguez and published in their text book *Urban Land Use Planning: Fifth Edition*, and is used to evaluate the quality of comprehensive plans.

The protocol utilizes five criteria which were determined based on interviews with regional and greenway planner, as well as research into the definition of regional planning. The criteria used in this protocol are based on data collected from interviews with planners and textual research, and represent factors which are necessary for regional planning to occur. The five criteria and the definitions used to create the criteria are explained in further detail below.

As was previously stated in the introduction of this report, regional planning will be defined as planning at a larger scale than the individual city or town with goals to create a sustainable plan for the location and placement of all land uses at a regional scale. Greenway(s) will be defined as a comprehensive linear system, based on natural land forms (i.e. rivers, valleys, ridges) and manmade, historic or otherwise, landscape features (i.e. parks, canals), which is made up of open and green spaces to create an alternative municipal or regional green infrastructure. Based on these definitions five principles were created to analyze the community plans. The principles are:

1. *Civic cooperation.* Local governments within greenway boundaries should aim to plan in cooperation with each other. In order for regional planning to take place these governments need to be willing to act as one regional body. Within their plans reference should be made towards working with surrounding municipalities and their governments through the organization which maintains their greenways.
2. *Open space protection.* Open space is a necessity of all communities. These spaces can often act as a basis for regional land use plans. Communities within the boundaries of greenways should include attempts to maintain the greenway open spaces which help to

connect the region. The organizations which maintain the greenways should make attempts to work with greenway communities to maintain these defining green spaces, thereby linking regional planning efforts to greenway planning efforts.

3. *Creating community connections.* Regional planning is based in community connections. Greenway communities should express in their plans willingness to create connections whether through their governments, plans, open spaces, or otherwise. The mission statements behind the selected greenways should include goals to create regional connections or community connections. Attempts made by both the municipalities and the greenway organizations to create connections will show a clear connection between regional planning efforts and greenways.
4. *Infrastructure development.* Designing infrastructure created to function at a regional level will aid in creating connections between municipalities. Infrastructure designed to service individual municipalities is not nearly as efficient or sustainable as infrastructure designed to service an entire region. Greenways can act as the basis for this regional infrastructure. Greenway municipalities attempting to develop regional infrastructure may look to the organizations maintaining their greenways for aid in developing their own infrastructure.
5. *Sustainable planning practices.* Land use planning is a staple of local planning efforts. Regional planning relies on municipalities creating sustainable land use plans which work in conjunction with plans created by their neighboring municipalities. Greenways offer a starting point for municipalities creating land use plans which work together with surrounding land use plans to develop a sustainable regional land use plan. Organizations maintaining greenways should aid municipalities utilizing sustainable planning practices and resolve to coordinate plans with surrounding municipalities.

These five principles will be used to analyze the selected municipal plans. These principles will be used to analyze the mission statements and goals of the responsible organizations of the selected greenways. Each criterion may receive 0-2 points to total ten points for the entire protocol. The data collected from these sources will be used to determine the connection between the greenways, regional planning, and whether greenways can work to foster

regional planning. The work of the greenway organizations will be analyzed on a case to case basis.

The second protocol created by Berke, Godschalk, Kaiser, and Rodriguez is used to evaluate the overall quality of comprehensive plans. Plans can receive a total of 120 points for 60 criteria; each receiving between 0-2 points. The protocol breaks criterion down into internal and external and determines how well and plan is written, represents and interprets community data, and takes into account the regional context of the plan.

In order to understand the ability of greenways to foster regional planning, planners involved in the creation of the plans, as well as planners involved in regional planning efforts and greenway planning efforts will be interviewed (Interview questions located in Appendix 1). These interviews will supplement the content analysis which will be conducted. The interviews will assist in illustrating the relationships which can be created between municipal planning offices, as a result of greenways. They will also illustrate regional planning efforts which can arise as a result of greenway planning efforts.

Interviews will be conducted in one of two scenarios, the first being over the phone, and the second being in person. In both cases, the interviews will be recorded using an electronic recording device, and later transcribed in full. After all interviews have been conducted and transcribed a coding device will be created based on key words and themes found in the interviews. This coded data will be used as the final product which the final draft of this report will be based upon.

In order to ensure that the interviews can be considered a valid source of data they will be compared to each other. These comparisons will create a standard by which the interviews can be critiqued. As a second measure of validation the transcribed interviews and the penultimate

draft of this research report will be sent to the interview participants for their review. Their review of the draft and transcription will ensure the data they provided during their interviews was used appropriately and accurately.

The data acquired through the interview process and the content analysis will help to develop a solid theory. This theory will not determine for certain whether or not regional planning is occurring or is able to occur without the aid of greenways, but instead seeks to determine ways which regional planning can be fostered by greenways. Although the techniques used will be of a qualitative nature, the methods used and steps in this research report to validate the acquired data will ensure the report's accuracy.

Validity Threats

Because study will rely on qualitative research methods, issues of validity are a serious concern. Using only content analysis and interview methods will make the study more vulnerable to critique. The study may be considered vulnerable to critiques on causality. However, steps will be taken in order to strengthen the methods and the overall report.

In order to strengthen the data collected in the content analysis portion of the study, a standardized set of principles will be used when interpreting the plans selected. In total roughly twenty-five plans will be interpreted to gain a larger data set to base interpretations. Through these two techniques the data gained through content analysis will be more reliable and replicable for future studies. Although data will only be pulled from two greenway regions, it is believed the amount of data interpreted from these two regions will be applicable in other similar situations.

To further strengthen the data gained through content analysis, interviews will be conducted with planners from communities where the analyzed plans were created. These

interviews will help to back up the data interpreted from the plans. Interviews will be based on a set of standardized questions, making these interviews more replicable in the future. Roughly twenty-five interviews will be conducted with planners from communities whose plans were selected. Another five or so interviews will be conducted with planners in other professional capacities, for the purpose of creating more accurate definitions of the two main concepts this report is based on.

As was mentioned during the methods portion of this report, steps will be taken to validate the conducted interviews. After each interview is conducted a transcript of the interview will be created. Each interview transcript will be sent back to the respective interviewee for their approval. This approval process will allow interview participants to confirm that the transcript is accurate, and provide additional context if necessary. After this approval and confirmation process a comparative analysis of interviews will be conducted, to determine if there are any recurring themes, which may strengthen interview data even further.

In regards to causality, this report may be vulnerable to critiques on whether or not the regional planning efforts taking place within the selected greenways can really be determined to be the result of the work of the greenway associations. To combat this critique the report will focus on the ways regional planning is occurring in conjunction with the selected greenways and not contemplate the possibility that regional planning is occurring because of the selected greenways. This technique will help to relieve this study of the burden of determining causality between the two concepts.

Through these techniques it is hoped the issue of validity will be alleviated. It is believed that the data collected in this study can be used to create a sound theory for at least these two regions, and hopefully a theory which will be replicable in other regions. By utilizing multiple

qualitative methods it is believed this study will be sounder than a study which only utilizes one method. Multiple methods will help to validate the data gained through individual techniques.

Planning Implications

The fields of regional and greenway planning have grown in recent years as a result of a surge in green and sustainable initiatives and policies. This study seeks to determine if there is a relationship between the two fields. As the two fields continue to develop further it is important to understand the relationship between the two. Both fields deal with sustainable growth, a field which has become increasingly important as other issues, such as global warming and global population growth, become increasingly more problematic.

In New York State there is currently the New York State Association of Regional Councils (NYSARC). It consists of nine locally developed regional planning boards, representing forty-five out of the state's sixty-two counties. This report speaks to these associations because it tries to understand how greenway planning can help to foster regional planning efforts. In New York State, there is plenty of green space which has already been connected into greenways. If it could be understood how these existing greenways and regional planning councils can be connected to form cohesive planning units, regional planning in New York State might become more successful.

This study seeks to understand the relationship between two greenways within New York State and the municipalities within their boundaries. If this study is successful in determining the relationship between regional planning and the selected greenways further work can be done to create better connections between existing greenways and the regional planning councils.

According to the NYSARC webpage, "Articles 12-B and 5-G of the New York State General Municipal Law gave affiliated municipalities the legal authority to create regional or

metropolitan planning boards and joint-purpose municipal corporations.” The work done in this study can help to determine if further legislation needs to be created to give legal planning authority to greenway associations. If it is determined that greenway associations have the ability to foster regional planning efforts or act as the basis for regional planning efforts, they should be given the same legal planning authority which is given to the state regional councils.

The planning implications of this paper may be minor, but they are still important to understand. From what is determined by this study, efforts can be made to change New York State planning policy and effect out of state policy on a case by case basis. Regional planning and greenways are becoming more and more important as populations and cities grow. Planning on a larger scale than just the local level will become increasingly more important as municipal boundaries become more and more intermingled. At the same time it is important to maintain and manage green spaces, open spaces, historical corridors, and ecological corridors, whether it is through greenways or not. It is important to understand how greenways relate to regional planning and how the two concepts can be better utilized in conjunction in the future.

Findings

Role of Greenways

When trying to understand how greenways might foster regional planning it is first important to understand what constitutes a greenway and what sort of legislation is used to create such an entity. The two greenways being examined in this thesis, the Hudson River Valley Greenway and the Niagara River Greenway were created in 1991 and 2004 respectively by New York State Environmental Conservation Law Article 44 and New York State Parks, Recreation, and Historic Preservation Law Article 39, again respectively. These laws established both greenways as legal entities, but gave each very little authority for guiding communities within

their boundaries. The two greenways were charged with similar goals of protection, preservation, and advocacy, but were also charged to work around the existing policy of home rule. When interviewed, planners from both regions of the state agreed that the greenways functioned in this way. In many cases, when asked how their communities have interacted with the greenways, planners and community officials expressed that their sole interaction with the greenway was for matters related to funding. Although created under similar legislation each greenway functions slightly different and therefore attempts to foster regional planning in different ways.

Defining Legislation - New York State Law

The Hudson River Valley Greenway was established in 1991 after the passing of Article 44 of New York State Environmental Conservation Law. The legislation defined greenway as ““Greenway" shall mean the area designated as the Hudson River valley greenway “...pursuant to section 44-0109 of this article” (N.Y. Env. Law § 44-0103). This same piece of legislation later defines the greenway as including 264 communities within the 13 counties bordering the Hudson River (see appendix 1 for map of greenway). Areas of Greene and Ulster Counties within the Catskill Park defined in the legislation were excluded. Cutting a large swath through the heart of New York State, the greenway attempts to connect a region made up of a large variety of communities.

Article 44 states, “The Hudson River valley region possesses unique scenic beauty and cultural resources of state and national significance” (N.Y. Env. Law § 44-0101). The intention of article 44 was to create an organized body which could continue the work of communities throughout the valley, such as the creation of parks, creation of local waterfront revitalization programs, creation of wildlife protection plans, etc.

Establishing two bodies, the council, and the conservancy, Article 44 attempts to create connections with the communities within the greenway boundaries. The greenway council is

charged with working with the communities of the greenway to create a voluntary regional planning compact for the Hudson River Valley. Whereas, the greenway council is charged with working with greenway communities to establish a Hudson River Valley Trail system which runs the length of the greenway on both sides of the river.

According to Article 44 sections 0107 and 0113 of New York State Environmental Conservation Law, each organization has the power to provide funding, and technical assistance to communities to achieve their goals of a voluntary regional planning compact, and a trailway system (N.Y. Env. Law § 44-0107 and 44-0113). They are also both given the power to advocate for the greenway and encourage communities to protect, preserve and enhance the unique resources of the greenway. However, legislation does not give these organizations the power of eminent domains; they must instead work with the municipalities within their boundaries to achieve their physical land use goals. In regards to the council's goal of creating a voluntary regional planning compact, the legislation also states, "Nothing contained in this article shall be deemed to affect, impair or supersede the provisions of any city charter, local law, rule or other local requirements and procedures heretofore or hereafter adopted, including, but not limited to, any such provisions relating to the zoning and use of land" (N.Y. Env. Law § 44-0113). The greenway communities agreeing to the greenway compact must create plans in align with the compact, but the compact should not prevent or force a community into planning in a specific way.

In comparison to the Hudson River Valley Greenway, the Niagara River Greenway is made up of one organization, the Niagara River Greenway Commission. Established in 2004 by Article 39 of New York State Parks, Recreation, and Historic Preservation law, the Niagara River Greenway covers a much smaller land area. Article 39 states, "'greenway' shall mean a

linear system of state and local parks and conservation areas linked by a network of multi use trails within the greenway area established by an approved plan of the commission as provided for in this article” (N.Y. Par. Law § 39.05). In comparison to Article 44 of the Environmental Conservation Law, this piece of legislation more specifically defines greenway, not just giving the feature boundaries, thereby giving this entity more direction in their planning endeavors. By defining greenway, and not just the greenway boundaries, the legislation gives the entity more of a set goal to reach; “...a linear system of state and local parks and conservation areas linked by a network of multi use trails...” (N.Y. Par Law§ 39.03). The area of the Niagara River Greenway covers all lands and municipalities adjacent to the river as identified in the approved greenway plan created by the commission (see appendix 1 for map of greenway)

As defined by Article 39, “The purpose of the commission is to undertake all necessary actions to facilitate the creation of a Niagara River greenway. The commission shall develop a plan and generic environment impact statement for the creation of the greenway designed to enhance waterfront access, complement economic revitalization of communities along the river and ensure the long-term maintenance of the greenway” (N.Y. Par. Law § 39.07). Similar to the greenway council and greenway conservancy of the Hudson River Valley Greenway, the greenway commission is charged with working with the communities along the river to create a trail system connecting the region.

The greenway commission is given the powers to legally defend the greenway in court, meet with planners from participating communities regarding regional projects and the provision of planning services to the greenway, and to designate districts and routes for planning and project purposes. Funding and resource provision are also tasks assigned to the greenway commission (N.Y. Par. Law § 39.09). Again, similar to Hudson River Valley Council and

Conservancy, the Niagara River Greenway must complete its tasks within the policy of home rule, and without the power of eminent domain.

“The commission is a cooperative regional organization established to implement a greenway based upon the mutual assent and participation of each municipality, state agency and public corporation holding lands under its jurisdiction adjacent to the Niagara River. The activities of the commission shall be coordinated with the local planning and cultural and park activities of each municipality adjacent to the Niagara River.... Nothing contained in this article shall be deemed to affect, impair or supersede the provisions of any city charter, local law, rule or other local requirements and procedures heretofore or hereafter adopted, including, but not limited to, any such provisions relating to the zoning and use of land” (N.Y. Par. Law § 39.13)

The founding legislation for these two greenways is very similar and clearly defines the greenway entities as public benefit corporations. Each greenway must work through the communities located within their boundaries to achieve their goals of environmental protection and regionalism (N.Y. Par. Law § 39.13; N.Y. Env. Law § 44-0107, 44-0113). Although it is important to include the individual municipalities in the planning of these regional resources, the greenway organizations have no power to force action to achieve their goals and are themselves forced to rely on the willingness and cooperation of the municipalities to reach their goals. As regional bodies, the greenway organizations only have the ability to provide funding, resources, and general input, to try to influence the planning actions of municipalities within their boundaries.

Funding

One of the major tools the greenways have at their disposal to achieve their goals of greenway trail systems and regional planning is funding. During interviews with planners and municipal officials, when asked “how often does your community interact with the greenway”

responses focused on funding. After coding responses into common themes, 27 responses were identified as having to do with funding or resources and more than half of those focused solely on funding matters. Responses such as “If there are grant opportunities they certainly reach out...”and “They will seek grants on behalf of the member organizations, the member municipalities” (Planner, City of Saratoga Springs. Interview. 2/11/2012) illustrate the common theme of funding which arose when discussing municipal interactions with their greenway partners.

Interviews with planners and municipal officials from a variety of communities within the Hudson River Valley Greenway illustrated that one of the main reasons greenway projects were occurring was because of the funding offered by the organizations. During one interview a planner stated, “We seek funding for objectives that are regional in nature, the blue way opportunities, the trailway networks, that sort of thing” (Planner, City of Saratoga Springs. Interview. 2/11/2012). Funding is provided to municipalities for a variety of reasons. A planner from the Hudson River Valley Greenway stated, “We interact with municipalities all the time. We provide grants to local municipalities to update comprehensive plans, zoning ordinances, create development strategies, develop trails, etc.” (Official, Hudson River Valley Greenway. Interview. 1/23/2012).

Communities located along the river have more of a reason to seek out funding from the greenway because of their location on the water front, which is the focus of the greenway organization. Although, the Hudson River Valley greenway is tasked with creating a regional planning compact and creating a trailway system along the river, the land area which it encompasses spans to municipalities two or three municipalities away from the river. These communities, although technically able to take part in the resources and funding, offered by the

greenway do not because of their location. A planner from a rural community stated during an interview “Well we kind of belonged to the Hudson Valley Greenway for a short period of time and then some of the Board Members said what for? We’re way off here, and we just decided to not be a member of the Hudson Valley Greenway. So no, we don’t interact with them at all basically” (Official, Town of Denning. Interview. 2/1/2012). It was found during interviews that smaller rural communities located away from the river but within the Hudson River Valley Greenway borders tended to have little to no interaction with the greenway.

It can be assumed from just this information on funding that because of the greenway’s size, and minimal staffing resources, they have a minimal impact on the region. With a very specific focus on the river and the communities along the river, the greenway has very little affect on the region as a whole. When asked why a planner’s community doesn’t interact with the greenway very often, the planner responded, “The interesting thing about the greenway is rather than being created, or rather than be geographically based upon political subdivisions, it’s really more of a resource, specifically relating to the river and the greenway itself. It’s kind of interesting in that it’s a very specific focus” (Planner, City of Saratoga Springs. Interview. 2/11/2012).

The much smaller Niagara River Greenway is also a source of funding for the communities within its boundaries. During interviews with planners and municipal officials of communities in the Niagara River Greenway, it was often expressed that funding was often the only reason for interacting with the greenway. One planner from the Niagara River region stated, “...when the relicensing was settled, they [municipal leaders] were not really interested in a greenway or the production of a greenway, or the development of a greenway, and they only saw it as a way to get money for the communities.... no one has an interest in building a

greenway, they just want money to build whatever they want to build” (Planner, City of Niagara Falls. Interview. 2/18/2012). Although this planner expressed a view that the sole purpose of the greenway was funding, other planners and municipal officials disagreed.

Through other interviews it was determined that funding is a large portion of how the Niagara River Greenway Commission is interacting with communities within their boundaries, but not the only way. A municipal official from the Niagara River region stated, “...I think that they’re mostly a funding mechanism...” (Official, Town of Wheatfield. Interview. 1/17/2012). The Niagara River Greenway, similar to the Hudson River Valley Greenway, is charged with creating a greenway trail through the region and by funding municipal projects the greenway commission is working towards this goal. A planner in the region stated, “At this point on a legislative level they have a role to provide, to review and provide consultation on greenway projects. So, any project seeking greenway funding must evidence consultation with the greenway commission, the greenway commission is going to review the project for consistency with the greenway plan. The enabling legislation which created the greenway commission mandates that” (Planner, Niagara County. Interview. 1/12/2012). Again, through funding and other resources, the greenway commission is able to have a say in how the greenway develops. Similar to the Hudson River Valley Greenway however, the Niagara River Greenway’s focuses narrowly on the area along the river, and does not extend out further away from the water into the region.

Advocacy and Resource Provision

Both greenways being studied in this report are required by legislation to promote regional planning or regionalism. During interviews with practicing planners and municipal officials from communities with the two greenway boundaries, respondents often discussed the role these greenways have played in advocating for regional planning efforts or regionalism. Out

of 132 responses coded into a category titled “greenway activity,” 33 are related to, or discuss the advocacy role the greenways play in the development of regional planning in these two areas of the state. This report hypothesized that greenways, because greenways are used to connect communities and multiple land uses, they could be used as the starting point for regional planning; however, the interviews conducted for this report have shown that greenways studied would not function well as regional authorities.

In an interview with a planner from the Hudson River Valley region, it was stated, “They do have their greenway plan which is very helpful, a lot of it is very policy directed, and it is such a large territory, to go from down state, the metro Lower Hudson area where a lot is going on and then you go to sort of the upper reaches of the river up here, and there is generally less activity as a whole” (Planner, City of Saratoga Springs. Interview. 2/11/2012). This quote illustrates a common theme expressed by interview participants that the greenway’s attempts at promoting regional planning are spotty at best. Interview participants also expressed that the greenway would not make for a good base structure for a regional government and that other existing regional bodies would be better suited to be converted to regional authorities with strong policy making powers. In an interview with a planner, he stated, “The whole idea of regionalism and regional planning specifically, it has been a long and difficult road. There is a very, very capable regional planning organization, the Capital District Regional Planning Committee. So we are always looking at these regional aspects” (Planner, City of Saratoga Springs. Interview. 2/11/2012).

The Hudson River Valley Greenway runs through a large region, with many different types of communities, making it difficult to create a regional plan for the entire land area of the greenway. Again, as was discussed earlier the greenway entities focus their attention on the

communities along the river, but the actual land area of the greenway extends out away from the river. The narrow focus of the greenway deprives many communities the resources or funding opportunities which communities along the river easily receive.

As part of their mission of promoting regional planning, the Hudson River Valley Greenway is charged with creating a regional planning compact. In an interview for this report, a planner from the Hudson River Valley region stated, “I think that the greenway definitely heightens the awareness that we are part of a larger regional community, and I think the thing that’s nice about the Hudson River Greenway...” (Planner, City of Albany. Interview. 2/2/2012). Through their regional planning compact the greenway council is attempting to link the region together through a voluntary process. An official from the greenway stated:

“One of our goals of our greenway act is to create a greenway compact with all the counties and municipalities within our legislatively defined area. So when they set up the greenway compact program they really delegated responsibility to develop sub regional plans to the counties, and the theory being that, we will start at the county levels to sort of start this conversation and we will build from there, when all the counties have created these sub-region plans the greenway will come in and create one whole greenway compact for the entire valley.... I think what makes the greenway a great organization for the regional plans is exactly what you said, it’s a connecting feature, but it’s also the compact, the framework creates a forum for communities to share their common values” (Official, Hudson River Valley Greenway. Interview. 1/23/2012).

The Hudson River Valley Greenway’s work to create a greenway compact for the entire valley would help to promote regional planning. However, many interview participants agreed that because of their size and limited staff and resources, the greenway would not make a good regional authority like this thesis hypothesized.

Similar sentiments were expressed by planners and officials in the Niagara River Greenway region to those of planners and officials in the Hudson River Valley Greenway. In an interview with a planner, when asked how the greenway had affected regional planning, he stated, “Well it has. It is a regional plan, and by itself makes it very unique and important. There are few regional planning level documents of any kind for any reason, so when the region is able to express itself within an adopted plan that is generally accepted and generally followed, that’s an important consideration, and it does have an impact on the way people, the public dialogue...” (Planner, City of Niagara Falls. Interview. 2/18/2012). The plan for the Niagara River Greenway has caused a greater discussion of regional planning in the Niagara River region, which has helped the greenway work towards its goal of promoting regional planning. When asked similar questions, planners throughout this region seemed to believe that the greenway had begun to illustrate connections throughout the region, and had caused further discussion of regional planning.

Planners and officials also expressed the sentiment that the greenway was not equipped to be a regional authority with strong policy making powers. A planner stated, “They don’t provide planning, they don’t provide authority, they don’t provide any oversight, review, project development, nothing” (Planner, City of Niagara Falls. Interview. 2/18/2012). In an interview with an official from the greenway commission, it was expressed that the greenway is to act as just another source of input for planners throughout the region. He stated,

“We’re an advisor body. However, we do give input, but we’re just one voice, we’re not the final decision makers. With regional planning it all goes back to the communities in the State of New York, into the municipalities, that’s where it’s all about. What we can do is we can advise, we can be one of many advisory

groups that may suggest to the county, the town supervisor or the mayor, or the county executive this would be a good opportunity to do something like this. We can't and we don't force our opinion on them, we give them our opinion..." (Official, Niagara River Greenway Commission. Interview. 1/12/2012).

It is important to understand the role greenways play in regional planning in New York State to their ability to act as a regional authority in the state. Through funding programs the two greenways being studied in this report are able to have some control over how their region develops. By advocating for regional planning in their plans and agreements with the communities within their boundaries, they begin to bring to light the idea of regional planning. However, both greenways are forced to rely on the cooperation of the municipalities within their boundaries to achieve their goals. In both regions, municipal planners and officials believe that the way the greenways are currently structured would prevent them from being converted into regional authorities with strong policy making and enforcing powers.

Greenway Commissions in the Community

A second point to understand when determining how greenways might foster regional planning, is how greenway entities are affecting the planning efforts of municipalities within their boundaries.

The comprehensive plans of municipalities within the boundaries of the two greenways in this study, on average acknowledge the greenway they are located within and willingness to participate in regional planning efforts. Using two protocols, 29 comprehensive plans from communities within the boundaries of the Niagara River Greenway and the Hudson River Valley Greenway were analyzed. The comparison of this analysis and interviews with municipal planners and officials, illustrates that those municipalities within the boundaries of the two greenways in this study often acknowledge the greenways in their plans but in their actions do not take into account the regional greenways. Similarly, in regards to regional planning, the same

municipalities often display a willingness to participate in regional planning in their comprehensive plans, but their actions contradict their written plans. Of the 24 interviews conducted for this study 16 participants illustrated that their respective greenway entity has never had any effect on their planning, when asked how the greenway has effected planning in their municipality.

The Effect of Greenways on Day to Day Planning

As was stated earlier, the legislation creating the Hudson River Valley Greenway and the Niagara River Greenway determines that the work done by the greenway must not affect already existing planning provisions of the municipalities within their boundaries (N.Y. Par. Law § 39.13; N.Y. Env. Law § 44-0107, 44-0113). The greenways must function within the existing policy of home rule and do not have the power of eminent domain. These pieces of legislation force the greenways to work with the municipalities in their boundaries, instead of forcing their opinions onto these communities, or forcing actions in their regions. Interviews with planners and officials from communities within the two greenways being studied gave answers similar to ‘no, the greenways do not affect planning in our municipality.’

When interviewing planners and municipal officials within the Hudson River Valley Greenway, a sentiment was expressed that the greenway does not involve itself in the planning of communities, but does give input and opinions on projects that may affect the development of the regional planning compact or the trailway system along the river. During an interview with a planner in the Hudson River Valley, he stated, “...the greenway definitely takes a low key approach, we definitely never feel any pressure from them. I look at them as a resource, whether it’s for funding or being able to compile best practices or examples of what other communities are doing throughout the region...” (Planner, City of Albany. Interview. 2/2/2012). In another interview, when the participating planner was asked ‘has the greenway affected planning in your

community,' he stated, "No, not at all" (Planner, Town of Bedford. Interview. 1/31/2012). These responses illustrate how the Hudson River Valley Greenway has stayed out of the day to day planning of the communities within their boundaries

Interviews with planners and municipal leaders in the Niagara River Greenway Region, offered similar opinions as those offered by planners and officials in the Hudson River Valley Greenway. An official with the Niagara River Greenway stated,

"Well I think...that we're charged by legislation to work with and be a part of the overall planning process and growth, not to take control because that's not what we're here for because New York State is a home rule community, state, and for us to be part of and just be another opinion and another source of input for quality growth in the...quality of life here in Western New York. I mean we're, our charge tells, the legislation tells us to work with the communities that are within the greenway and to help increase the benefits of what the laws are all about."(Official, Niagara River Greenway. Interview. 1/12/2012)

The role of the Niagara River Greenway is the same as the Hudson River Valley Greenway, to give input on planning projects that may affect the overall greenway plan. One county planner in the Niagara River region stated, "One of the components of the implementation of the Framework for Regional Growth is a Waterfront Element, which will include the involvement of the Greenway" (Planner, Erie County. Interview. 2/8/2012). The main focus of the greenways is on the land area immediately adjacent to their waterfronts. In the Niagara River Region, plans that may have an impact on or are applying for funding through the greenway must be reviewed by the greenway, which is required to issue their opinion on projects related to the greenway. However, similar to the Hudson River Valley Greenway, the Niagara River Greenway does not involve itself with the day to day planning of communities within its boundaries.

How Greenways and Regional Planning are represented in Comprehensive Plans

On a day to day basis, the two greenways must function around the work of the municipalities in their boundaries. As was stated by the official from the Niagara River Greenway, "...New York State is a home rule community, state...", meaning that each individual municipality has the right to plan and create legislation to protect the health, safety, and welfare of residents within their boundaries (Official, Niagara River Greenway. Interview. 1/12/2012).

Although the greenways are required to acknowledge the home rule policy and function within those bounds, they may advocate for their plans, and encourage communities to protect, preserve and enhance the features of the greenway. In order to understand how the greenways had influenced the communities within their boundaries, 29 comprehensive plans were analyzed using two protocols. The first of which was based on a definition of regional planning created for this research and derived from interviews conducted with regional planners. The second was developed by Philip Berke, David Godschalk, Edward Kaiser, and Daniel Rodriguez and published in their text book *Urban Land Use Planning: Fifth Edition*, and is used to evaluate the quality of comprehensive plans.

The first protocol uses five principles to determine whether or not a plan accounts for the regional context in which it exists, and the strength of regional planning concepts established in the plan. A plan that meets all the criteria can receive a maximum score of 10 points, with each principle receiving a maximum of 2 points. Principles receiving a two in this protocol are present in the plan and are being taken into consideration, whereas principles receiving a 1 are somewhat present, and those receiving a 0 are not present.

The second protocol is more elaborate and seeks to evaluate the strength of the plan overall. Broken down into “internal criteria” and “external criteria,” this protocol includes a variety of criteria. A plan receiving a maximum score on this protocol would receive 120 points. Each criterion in this protocol can receive 0-2 points, with 2 generally representing identified, detailed, clear, relevant, or most, and 0 representing not present or none.

In order to create an acceptable cross section of comprehensive plans, 29 plans were examined, including 7 plans from within the Niagara River Greenway boundary, and 22 plans from within the Hudson River Greenway boundary. The average score of all plans for the regional planning protocol was 7.5 or 75.2%, illustrating that on average communities are expressing through their comprehensive plans that they would like to make some effort to begin participating in regional planning efforts. The average score for the general plan protocol was 89.9 or 74.9%, a similar percentage score to the average percentage score of the regional planning protocol. Questions 7.1- 7.3 of the general plan protocol focus on the plans connection to other plans and connections to regional issues and plans. These questions received an average score of 4.2 demonstrating that the 29 examined plans more often than not took into consideration external regional plans or issues that their communities should be attempting to address and work with, including the greenway plans in their regions.

Of the two greenways, the Niagara River Greenway received more recognition in comprehensive plans of municipalities within its boundaries. Seventy-one percent of the comprehensive plans examined in the Niagara River Greenway region received scores over 100 for the general plan protocol, and nearly every one made reference to participating in regional planning efforts and acknowledged the greenway as a regional organization which should be considered during the planning process. The highest general plan protocol score was from

Niagara Falls, New York with a score of 105. However, under the regional planning protocol the Niagara Falls comprehensive plan received the low score for the region of 7. Even though the plan received a low score for its consideration of regional context, a score of 7 still illustrates the plan took into consideration regional planning efforts, including the Niagara River Greenway.

The city of Niagara Falls is located at the center of the region and the greenway. In an interview with a public official from Niagara Falls, when the author asked how the greenway had affected regional planning efforts since it was created, the official stated, “Well it has. It is a regional plan... There are few regional planning level documents of any kind for any reason...” (Planner, City of Niagara Falls. Interview. 2/18/2012). However, when asked questions about how often and in what manner the municipality interacts with neighboring municipalities and the greenway, the official stated, “Well, I mean we have multiple ongoing projects,I mean everybody interacts with everybody to some extent on some issues. On the greenway question no. There’s no active or over arching concern about the development of a greenway beyond the projects you have in your community” (Planner, City of Niagara Falls. Interview. 2/18/2012). This quote illustrate that there are connections between physical planning and the written plan in Niagara Falls. However, the physical planning that could be considered regional planning is not connected through the greenway. Greenway projects may take place in individual communities but that does not necessarily mean the communities are coordinating on these projects.

The low score for the general plan protocol for the Niagara River Greenway was a 98 from the town of Tonawanda. This plan also received an 8 on the regional planning protocol. Although this plan received the low score on the general protocol and an average score on the regional planning protocol, it demonstrates that the plans from municipalities within the

boundaries of the Niagara River Greenway on average were more complete and connected to surrounding plans and regional issues.

In comparison on average the communities of the Hudson River Valley received lower scores on both protocols. Of the 22 plans examined in the Hudson River Valley Greenway region, only 3 received scores over 100 and the highest was 102. Roughly 50% of the plans from this region made reference to the greenway and other plans in place throughout the region. The highest score received on the general plan protocol in this region was 102 from the Town of Ulster. However, the same plan fell below the average for the regional planning protocol scoring a 6. The plans low score on the regional planning protocol supports the scores the plan received on the “account for independent actions planning scope” section of the general plan protocol which analyzes a plans connection to other plans and issues in the region not found within the municipality.

The scores for both protocols in the Hudson River Valley Greenway region vary more greatly than those in the Niagara River Greenway region. This can be attributed to the greater number and variety of communities in the Hudson River Valley Greenway area. Also in several cases, although communities were located within the boundaries of the greenway they did not participate in the greenway planning process. In the case of Woodstock, New York, which received a 101 on the general plan protocol and a 7 on the regional planning protocol, their plan acknowledged the need for regional planning. But, when an official from the town was asked how often the town interacts with the greenway, the official stated, “Yeah, I don’t think we’ve ever been invited to the greenway” (Planner, City of Niagara Falls. Interview. 2/18/2012). This conversation demonstrated to the author that although the greenway seeks to include all

communities within their boundaries in the greenway planning process, they are more focused on working with communities located on the edge of the river.

The case of Woodstock demonstrates although the greenway exists in the region, regional planning is not driven by this regional entity. Other communities that do participate in the greenway expressed sentiments that other regional entities are more beneficial for regional planning efforts. During an interview with an official from Saratoga Springs, when asked how often their municipality interacted with greenway, the official stated, “The whole idea of regionalism and regional planning specifically, it has been a long and difficult road. There is a very, very capable regional planning organization, the Capital District Regional Planning Commission” (Planner, City of Saratoga Springs. Interview. 2/11/2012). When asked how they would describe the health of regional planning in the region, they again referred to the Capital District Regional Planning Commission as well as the Capital District Regional Transportation Committee as their go-to sources for regional technical assistance and resources, and not the greenway.

The analysis of the comprehensive plans for municipalities within the Niagara River Greenway and Hudson River Valley Greenway boundaries illustrates that although the greenways may be acknowledged by these communities they are not necessarily the driving force behind regional planning within their borders. In the case of the Niagara River Greenway, municipalities may take into consideration how a greenway project may affect their communities, but do not necessarily ever interact with their neighboring municipalities on these projects. They may acknowledge the existence of the greenway, the greenway plan, and accept the funding available, and acknowledge the need for regional planning, but do not necessarily connect the concept of the greenway with the concept of regional planning. In the Hudson River

Valley Greenway region, similar conditions exist. Municipalities may agree to regional planning, and the greenway, but do not necessarily connect the two. The greenway may be found in comprehensive plans in both regions as illustrated by the analysis of comprehensive plans, but may not be found in the physical planning taking place, as illustrated by the interviews with municipal planners and officials.

Health of Regional Planning in Greenway Boundaries

So far this report has determined that although the Hudson River Greenway and the Niagara River Greenway are regional entities with the powers to provide funding, advocate for regional planning, advocate for the development of the greenways, and the ability to give input in the planning processes taking place in their borders, they do not have a large impact on regional planning. Yet, regional planning is still occurring in both regions of the state. It is important to understand how regional planning is occurring, but not in conjunction with the greenway organizations.

As a result of tight budgets throughout the state, communities in both regions are beginning to talk about consolidating services and working together whenever possible. As part of state municipal law, communities are enabled to refer projects that may affect certain subdivision and zoning regulations to the county planning board. Municipalities are also required to refer projects that may affect adjacent municipalities to the adjacent planning department.

Interviews conducted with planners and municipal officials revealed common themes of sharing services, municipal interaction at the county level, and participation in large voluntary consortiums which are funded through state and federal grants. A fourth theme which arose from these conversations was the policy of home rule and the challenge of planning on a regional basis because of it. At the same time the comprehensive plans of communities in these two greenways often discuss regional planning or being aware of their of planning efforts in their region.

However, in many cases, the level of regional awareness is equal to solely sharing sewer and water services or sharing plowing services in the winter.

Interaction through Shared Services

During interviews with planners and other municipal leaders from towns, villages, and cities, when asked how often and in what manner their municipality interacted with neighboring municipalities, an overwhelming number of participants expressed that they interacted with neighboring municipalities through service sharing agreements. By this they meant interactions through agreements to share water and sewer services and agreements to share equipment to manage roadways, such as pavers, plows, trucks etc. Often, interview participants stated that these agreements were created on an as needed basis and not on a long term planning basis. In an interview with a planner, when asked how often their municipality interacted with neighboring municipalities, they stated “Well, I think on an as needed basis” (Planner, Town of Bethlehem. Interview. 2/2/2012). Similar answers were given by several other planners.

During one interview, the participant stated, “...the governor put this tax levy cap on all municipalities. So it limits the amount of money governments can bring in, we’re now looking at different ways we can now share services with the towns and the county and other organizations. That’s becoming...a higher priority or focus for us” (Official, City of Poughkeepsie. Interview. 1/10/2012). The pressure from the state government has caused many local governments to begin coordinating with their neighbors. Sharing services would help communities to eliminate redundancies in local governments and agencies, while beginning to work across municipal boundaries; interacting with their neighbors to serve the combined population of multiple municipalities in a regional manner.

Interaction at the County Level

Municipalities have also been interacting with their county and neighboring municipal governments on a regular basis as is permitted by New York State General Municipal Law M & N. These pieces of legislation enable municipalities to refer certain subdivisions or zoning changes, or projects that may impact neighboring municipalities, to the county planning board or neighboring municipality which may be affected (N.Y. GMU. Law § 239-m & n). One planner at the county level stated, “One relationship is pretty everyday more or less throughout our department is the review of local land use actions. So there is the state general municipal law that requires the municipalities to refer certain subdivisions or zoning changes up to the county and we’re supposed to comment on the inter-municipal or county wide impacts of those” (Planner, Orange County. Interview. 1/11/2012). This statement is similar to those made by every county planner or official which participated in the interview process. This state requirement to interact with neighboring municipalities and encompassing counties has helped to foster a greater sense of regionalism in both the Hudson and Niagara River regions.

However, this requirement to interact with their encompassing county and neighboring municipalities when necessary does not take include the greenways which pass through their region. In the Niagara River region communities are only required to interact with the greenway on projects when they believe they are greenway related and wish to receive funding for. An official at the Niagara River Greenway Commission stated, “...we look at projects and say this is a good fit or it’s not a good fit and we give an opinion....We’re an advisory body. However, we do give input, but we’re just one voice, we’re not the final decision makers” (Official, Niagara River Greenway. Interview. 1/12/2012). Projects wishing to receive funding from the greenway have to go to the Greenway Communities Council, which controls the money allocated by the state for greenway projects. An official for Niagara County stated, “Niagara County also sits on

the host community standing committee which controls a pot of funding that's used that's devoted specifically to greenway projects, and any applicants for that funding must provide evidence of consultation with the Niagara River Greenway Commission" (Official, Niagara River Greenway. Interview. 1/12/2012).

Similarly, in the Hudson River Valley communities are not required to interact with the Hudson River Valley Greenway, as they are with their encompassing county and neighboring communities. Interviews with planners and officials in the region determined that communities were interacting with the greenway most when they were applying for funding for projects. Interaction with the greenway is not required as it is when projects are located in close proximity to neighboring communities or when projects may affect zoning or sub divisions.

Voluntary Consortiums

In both regions, when planners and officials were asked how often they interacted with their neighboring municipalities, or how they would describe regional planning in their region, answers would include reference to voluntary consortiums which were beginning to form to conduct studies in these two regions. These consortiums are conducting studies and creating plans for a variety of issues including housing, transportation, and sustainability. One planner from the Niagara River region stated, "...we work on a lot of regional consortiums" (Planner, Niagara County. Interview. 1/12/2012). Federal and state funding for such consortiums has brought communities together to work on issues which in the past were normally handled municipality to municipality. These consortiums do not include every municipality within the two greenway regions, but rather small chunks of communities within the two regions. The greenways do not play into the boundaries for these consortiums and are not included as members of the consortiums.

Effect of Greenways on Municipal Planning

As was previously mentioned, the greenway entities work towards their goals through advocacy, resource provision, and funding. Planners and officials in both greenway regions voiced the opinion that greenways have zero affect on the way they plan day to day. Although the greenways are trying to work with communities within their boundaries and work towards a greater regional body, they're focus is on projects that may affect the greenway area, specifically, areas along the edges of the two rivers. The municipalities within the greenway boundaries interact with their greenway organization when they are seeking funding for a specific project or resources for future project development, but in regards to other day to day planning issues, municipalities do not consult with the greenway organizations and continue to operate under the home rule policy; controlling the planning within their boundaries.

Home Rule in New York State

As was mentioned earlier, New York State legislation gives all incorporated municipalities the powers to create local laws to provide services to their residents and regulate the quality of life within their jurisdictions. These powers are given to municipalities generally under articles VIII and IX of the New York State Constitution and specifically under the Municipal Home Rule section of the New York Code. Although the Home Rule policy helps communities address issues more directly, the policy is often the cause of failure in regional planning efforts. When municipalities are given the power of complete governance within their jurisdiction, they tend to work towards what would be best for their residents and not take into account what may be good for the greater good and greater region. Through interviews with planners and officials from both municipalities and greenway entities, it has been determined that home rule has often been the cause of regional projects faltering.

As regional entities, the Hudson River Valley Greenway and the Niagara River Greenway are required to work within and around home rule policy. When asked how their greenway works through the home rule policy, an official stated, “Home rule was the biggest issue for the greenway in the first fifteen years of our existence. When we were trying to build support for this regional program, regionalism and regional planning were tantamount in some communities to communism” (Official, Hudson River Valley Greenway. Interview. 1/23/2012). In order for these greenways to be successful it is important to get buy in from all communities involved and having a few hold-outs may cause issues with regional planning efforts. As home rule is such an old policy in this state, it was difficult for these two entities to overcome and gain the acceptance of the communities within their boundaries, and even when they did because they do not have any real authority, it was still difficult to accomplish any large regional projects.

When considering how greenways might foster regional planning in New York State, it is important to understand that in New York they are working against the force of home rule, and with no authority to create or implement plans, their funding efforts, their ability to provide resources, and their ability to advocate for their goals (i.e. regionalism) are about as far as they can go without clashing with home rule.

When municipal planners and officials were asked about home rule and whether or not they believed there was a need for a regional authority in their region, answers often revolved around how such an authority would work with the deeply embedded home rule policy. One official stated, “...home rule is just loved by local government in New York State and I don’t see that changing any time soon” (Planner, Town of Tonawanda. Interview. 1/13/2012). When a planner was asked whether there was a place for a regional authority in their region, and if so, how such an authority would be created, he stated, “It’s not an easy solution when you’re dealing

with a couple hundred communities and they're not all aligned with the same goals and visions. If they all were it would be easier to do a regional plan. It would be a lot of work" (Planner, Town of Bethlehem. Interview. 2/2/2012). When asked the same question, a second planner offered a solution, "Yeah that was the problem, home rule legislation when they set it up. So what you do is abolish all the different levels of government" (Official, City of Poughkeepsie. Interview. 1/10/2012). Although this solution is drastic and would be a significant change in the government of New York State, such a change may be necessary for a regional authority to be completely effective.

The Hudson River Valley Greenway and the Niagara River Greenways and the municipalities within their boundaries struggle to work towards greater regional plans because of the both the loved and hated home rule policy. Home rule offers municipalities the control they need to meet the needs of their residents, while also restraining the same municipalities from completely grasping the concept of regionalism and working together with their neighboring municipalities on regional plans. The findings of this thesis clearly illustrate that the greenways being studied have little authority to foster regional planning. With only the resources and funding they possess they may attempt to influence the municipalities in their planning and advocate for their goals. In order for these entities to be more affective they would need to be given more authority over their jurisdictions and the power to override the home rule policy.

The home rule policy causes issues of efficiency and efficacy in regional planning efforts in New York State, as has been illustrated here. In order for such issues to be alleviated a new governance scheme may need to be determined. Going forward, this thesis will examine regional planning authorities that are functioning in New York State and make recommendations as to how New York State may work towards a more regional scheme of planning. This thesis will

also examine how the two greenways studied in this paper can be converted or transitioned into more regional planning authority type entities and fit into a new regional planning scheme which could be implemented in New York State.

Recommendations and Planning Implications

Although the greenways studied were not directly responsible for regional planning efforts taking place in their regions, they did offer communities an easy way to approach regional planning. As was discussed in the findings section home rule in New York State often prevents regional planning from taking place because communities are thinking about planning only within their boundaries. Greenways promote cooperation between communities through the creation of open space. During interviews with community officials and planners it was expressed that although they were hardly ever interacting with the greenways, the communities still agreed with the goals of the greenways. Planning for open space offers a nonthreatening avenue for communities to begin working together on regional issues. However, because the greenways are limited in their powers, it is difficult for these organizations to achieve their goals. By empowering these greenway organizations and creating a regional level of government throughout the state, the creation of open space could be used as the basis for regional planning throughout the state.

This section will examine several other regional entities in New York State which have been more successful in achieving their goals. Lastly, this section will make recommendations on how regional authorities may be created in New York State to improve regional planning, and how the studied greenways can be converted to regional authority type entities to fit into this new governance scheme.

When trying to understand how the greenways studied in this report may be more effective in their regional planning endeavors it is important to understand how other regional agencies are able to achieve their regional goals. Associations such as the Long Island Pine Barrens Society, the Adirondack Park Agency, and the Catskill Watershed Corporation are all functioning regional agencies in New York State. All three have very specific conservation focuses in each of their regions and manage to efficiently achieve their goals.

Central Pine Barrens Joint Planning & Policy Commission

The Long Island Pine Barrens Society was established by New York State legislation in 1993 to protect and conserve the region on Long Island. The Pine Barrens region is made up of a delicate remnant of the Atlantic coastal Pine Barrens ecosystem (Long Island Pine Barrens Society, Retrieved 3/14/2012). When development began to place pressure on the unique ecosystem, the Long Island Pine Barrens Society was formed and proceeded to file a law suit against Suffolk County and the several surrounding towns. The suit was unsuccessful, but as a result the state legislature approved the creation of the Long Island Pine Barrens Protection Act (LIPBPA) (Long Island Pine Barrens Society, Retrieved 3/14/2012).

A comprehensive land use plan was developed and implemented by the Central Pine Barrens Joint Planning & Policy Commission (CPBJPPC) which was created by LIPBPA. The act also established two major sub regions within the 100,000 acre Pine Barrens area, a 53,000 acre Core Preservation Area where no new development is allowed, and a 47,000 acre Compatible Growth Area where only development compatible with the delicate eco system would be allowed (Long Island Pine Barrens Society, Retrieved 3/14/2012). The Comprehensive Management Plan created gives the CPBJPPC authority over development. The Central Pine Barrens Joint Planning & Policy Commission's main tool for controlling development is the concept of transfer of development rights (TDR). This provision of the development plan allows

the commission to gain control of the land which they regulate by allowing private land owners with property in the Core Preservation Area to transfer their development rights to a public entity for permanent preservation in return for the right to develop elsewhere (Long Island Pine Barrens Society, Retrieved 3/14/2012).

With the development rights to at least 75% of the Core Preservation Area the Central Pine Barrens Joint Planning & Policy Commission is able to maintain a majority control over land in the region (Long Island Pine Barrens Society, Retrieved 3/14/2012). The majority control allows the commission to better link the region together with one central idea and avoid the struggle of convincing multiple communities of a common regional development pattern. The Central Pine Barrens Joint Planning & Policy Commission role is a good example of how a regional authority is able to be successful in achieving both their environmental and regional goals.

Adirondack Park Agency

Similar to the Central Pine Barrens Joint Planning & Policy Commission, the Adirondack Park Agency was created for the conservation of a disappearing ecosystem. Established in 1971, the agency was formed to perform long-range planning for the Adirondack Park (Adirondack Park Agency, Retrieved 3/14/2012). The agency oversees development plans throughout the Adirondack region. The park is the largest of its kind in the country and is unique because more than half of the land in the park is privately owned (Adirondack Park Agency, Retrieved 3/14/2012). Originally the park agency was created to protect the privately held lands, which originally were owned by a few hundred individuals (Adirondack Park Agency, Retrieved 3/14/2012). However, as development pressures increased in the region the goals of the agency began to transition to protection of the entire region for the general public.

Today, the Adirondack Park Agency is responsible for developing long range land use plans for both the public and private lands within the park boundaries. The agency maintains two plans, the State Land Master Plan which was created in 1972, and the Adirondack Park Land Use and Development Plan – created in 1973(Adirondack Park Agency, Retrieved 3/14/2012). These plans are updated periodically to reflect the development needs of the region as a whole, and dictate how the regional agency foresees development occurring in the region. In order to gain support from local municipalities, the legislation creating the park agency allows for municipalities to create their own local land use programs. These development plans must be approved by the state agency and work in conjunction with the land use and development plan kept by the agency (Adirondack Park Agency Reporter, Retrieved 3/14/2012). This program of local land use plans being created by municipalities and approved by the state agency helps to link the region by giving the local communities a say in how the regional agency will guide development.

The agency is also able to control development through three pieces of state legislation the Adirondack Park Agency Act, the New York State Freshwater Wetlands Act, and the New York State Wild, Scenic, and Recreational Rivers System Act (Adirondack Park Agency, Retrieved 3/14/2012). These three acts require permits to be issued for many forms of development. The agency is the issuing agency of these permits in the Adirondack Park region and is thereby able to control where and what type of development occurs in the region.

The example of the Adirondack Park Agency as a regional authority illustrates how a regional agency can function with the home rule policy. By gaining the input of the local municipalities the agency is able to decide how they believe the region should develop. Having one entity, the Adirondack Park Agency, approve all local land use programs allows the region

to develop cohesively while also allowing local municipalities have the powers afforded to them by the Home Rule policy.

Catskill Watershed Corporation

The case of the Catskill Watershed Corporation (CWC) is similar again to the first two examples discussed. A local development corporation, the Catskill Watershed Corporation is charged with conserving and protecting the water resources of New York City (Catskill Watershed Corporation 2005). In order to accomplish their goals it is necessary that the corporation include all the municipalities, and community organizations which are encompassed in the watershed. Providing water for such a large population requires a large watershed to draw water from. The corporation is also charged with strengthening the communities located within the region and to increase the awareness and understanding of the NYC Water System (Catskill Watershed Corporation 2005).

The goals of the CWC are defined in the Watershed Protection Plan, which defines the land area needed to supply the watershed and meet the water needs of the New York City population. In order to achieve their goals of conservation and protection, the Catskill Watershed Corporation has developed and implemented several city-funded programs which are meant to offset the costs and restrictions which are the result of increased regulations and land purchases made by New York City. The watershed boundaries form a region, and all of the municipalities located within the region are the recipients of the programs designed by the corporation thereby linking them together.

In this example, the regional authority gets its powers through the aid programs which it provides to local municipalities in return for land rights. Through these aid programs which strengthen and preserve communities the CWC is able to gain the support of the local municipalities in the region while also preserving their home rule rights. These programs also

raise the awareness of the region as a whole and provide a reason to participate in regional planning activities.

Recommendations for Greenways

The Central Pine Barrens Joint Planning and Policy Commission, the Adirondack Park Agency, and the Catskill Watershed Corporation all offer examples of regional authorities which have the power to enact plans in their regions while also functioning with the Home Rule policy. Each offers different methods to be a functional regional authority, however all three also have similar characteristics which should be noted. It is important to understand their similarities because they can show the key to a successful regional authority in New York State.

All three organizations discussed have one major similarity, the ability to hold and conserve lands to meet their goals, and do so at a level in which they become one of the larger land holders in each of their regions. Through land acquisition each of these organizations is able to link together their region. The power to own and develop land is also given to the Hudson River Valley Greenway Conservancy; however the land they own is focused around the river front and is not large enough to be an influence in the region. The focus of their land holdings around the river front also excludes a large majority of the communities within the greenway boundaries. In the case of the Niagara River Greenway, the commission was not afforded the power to hold land.

The three examined organizations differ in how they create incentives for communities and land owners within their boundaries. Each organization uses incentives to increase their land control and cooperation from communities within their boundaries. In the case of the Central Pine Barrens Joint Planning and Policy Commission, the commission utilizes TDR to gain control of private lands within the core preservation area. Control of land in the core conservation area is important because the goal of the commission is conservation and protection

of the diminishing ecological system of the Long Island Pine Barrens. The Adirondack Park Agency incentivizes cooperation from surrounding communities by taking into consideration those land use plans which are in line with the plans the agency has established. Communities creating land use plans that fall in line with the agency plans will have more control over the land use decisions in their jurisdiction. Lastly, the Catskill Watershed Corporation incentivizes communities to cooperate with their plan by offering education and development programs to offset costs resulting from corporation projects.

The first recommendation made by this report to increase the efficiency and effectiveness of the greenways studied is to authorize the power to hold land and require that the greenways obtain control of land throughout their jurisdiction, not just along their waterfronts. As was done in the case of the Long Island Pine Barrens, the requirement to obtain at least 75% of the land in the core preservation area has allowed the commission to effectively plan for the Pine Barrens region. The greenways each encompass large land areas, and if they were to hold larger amounts of land throughout their jurisdictions they would be more present in a larger number of communities within their boundaries, while also having a greater stake in the land use plans.

Secondly, this report recommends that the greenways have some greater power to incentivize regional thinking and cooperation of the communities within their boundaries. Currently, they are only able to influence communities by providing funds and resources for projects related to the greenway, and projects which are regionally oriented. If the greenways could somehow offer an incentive for communities to think on a regional scale while also addressing greenway goals of conservation, and preservation through local plans, the greenways would be able to have a greater control over what is happening in their regions.

Recommendations for State Regional Governance

So far this report has focused on the Hudson River Valley Greenway and the Niagara River Greenway, and their roles as regional entities. This section has made recommendations as to how these two organizations can be more effective as regional bodies. Although the recommendations made would make these organizations more effective in their regions, to be completely effective, they would need to fit into a government structure which includes a regional level authority. Currently there is no regional level government body which has the ability to make laws, and plan for the health, safety, and welfare of the regional community. The current structure of government is set up to meet the needs of local municipalities and does not take into consideration the regional level. Power is focused in the towns, villages and cities throughout the state. In order for regional planning to be more successful in New York State, regional authorities with teeth need to be created.

According to articles 12-B and 5-G of the New York State General Municipal Law, affiliated municipalities have the legal right to create regional or metropolitan planning boards and joint-purpose municipal corporations (NYSARC, Retrieved 3/14/2012). However, such boards and corporations are hardly ever organized, and when they are, are rarely successful. Presently there are nine regional councils in New York State which form the New York State Association of Regional Councils (NYSARC, Retrieved 3/14/2012). “A regional council serves a district of local communities whose residents are joined as a unit economically, socially, and geographically. The local governments representing these communities have joined together voluntarily...Regional councils are multi-purpose organizations...Most are voluntary associations and do not have the power to regulate or tax” (NYSARC, Retrieved 3/14/2012). These organizations act as resource bodies, advocating for regionalism throughout the state.

During an interview with municipal planner for this report, the planner stated,

“We should have government structures. New York State law, it allows, it doesn’t mandate regional level planning...It probably needs to come from the bottom up which makes it very difficult thing to hold together...Each actor, acting independently, in his own self-interest, made a calculated decision that is was better for them not to invest in regional planning board or staff, but rather do it themselves, and again, as long as you have a legal structure in place that allows people to do that, as soon as regional planning becomes uncomfortable...people will abandon it, it will die, and everyone goes off on their own to do whatever they want to do. So just like you have a regional structure in a regional commission, it has no authority, so therefore people still act independent.”

The regional councils in New York State may be a step towards effective regional planning in New York State, but as the above quote states, they have no authority so communities still act independently. Authority needs to be given to regional entities in order for regional planning to take hold throughout the state.

This report recommends that the prior discussed regional councils be used as a basis for regional governments in New York State. The councils should be given the authority to create plans and legislation with enforcement powers. The example of the Adirondack Park Agency discussed earlier can be used as an example for such regional governments. The agency has the power to create plans and approve the land use plans of local municipalities. Councils throughout the state should be given such power thereby linking municipalities together within regions. Land use plans would function as connected pieces of a larger puzzle. Within such a structure of regional governance the greenways which have been studied in this report may be folded into the regional government bodies, or converted to act as themselves as regional government bodies with greater focuses than just conservation and preservation.

Conclusions

The Hudson River Valley Greenway and the Niagara River Greenway are two entities in New York State with similar goals of regionalism, conservation, and preservation. However, as New York State is a “home rule” state, these organizations are challenged in achieving their goals. With boundaries that encompass large land areas, these organizations must work with many local municipalities with conflicting goals and intentions. Through funding for greenway related projects and resource provision the two greenways attempt to meet their goals; advocating for regionalism, conservation, and preservation.

As was previously mentioned in this report, communities located within the boundaries of the two greenways discussed the need to plan regionally within their comprehensive plans. However, in both regions, planners and municipal officials voiced their opinion that regional planning in their region is weak. Similarly comprehensive plans for communities within the greenway boundaries often illustrated the need to plan in conjunction with the greenways, but in reality these communities only interacted with the greenways when they needed funding for a project. Although the greenways stretch through these two regions and are connecting features, they do not have the ability to gain complete support for their goals from the communities within their boundaries. As regional organizations they do not have the authority necessary to create effective regional plans.

In order to make these regional organizations more effective in reaching their goals and linking regions together they need to be given more authority over the land within their boundaries. Converting these organizations into something more similar to organizations such as the Adirondack Park Agency, the Central Pine Barrens Joint Planning & Policy Commission, and the Catskill Watershed Corporation, would help the greenways achieve their goals and more

efficiently link the communities within their boundaries together. Powers to hold land and create regional land use policies are essential for regional planning bodies to be effective. Currently, the Hudson River Valley Greenway has the power to hold land but the Niagara River Greenway does not. It is important that both these organizations can hold property and do so at a level that they are present throughout their entire jurisdiction. The land use plans these organizations could create would act as the basis for which local municipalities could base their land use plans.

The conversion of the greenway organizations into regional authorities would work best if the government structure of New York State was also modified. Current, government structure gives power to the villages, towns, and cities, and allows for the creation of voluntary regional councils, and regional or metropolitan planning boards. However, these organizations are without power and are intended only as resource organizations; advocating for regional planning throughout the state. The creation of regional authorities with powers to create land use plans and authority over local land use plans would make regional planning throughout New York State more effective. The greenway organizations could be converted into regional authorities for their sections of the state and be linked into this new scheme of regional governance.

The current structure of New York State government does not promote regional planning. In their current form, the two greenways studied in this report do not have the authority to create plans of any form and are thus forced to rely on the compliance of communities within their boundaries to achieve their goals. A restructuring of New York State government is necessary to make regional planning more effective and limit the powers of local municipalities afforded to them by the home rule policy. By converting the state government to favor regional planning the role of greenways throughout the state could be changed from advocacy and funding to planning and governing.

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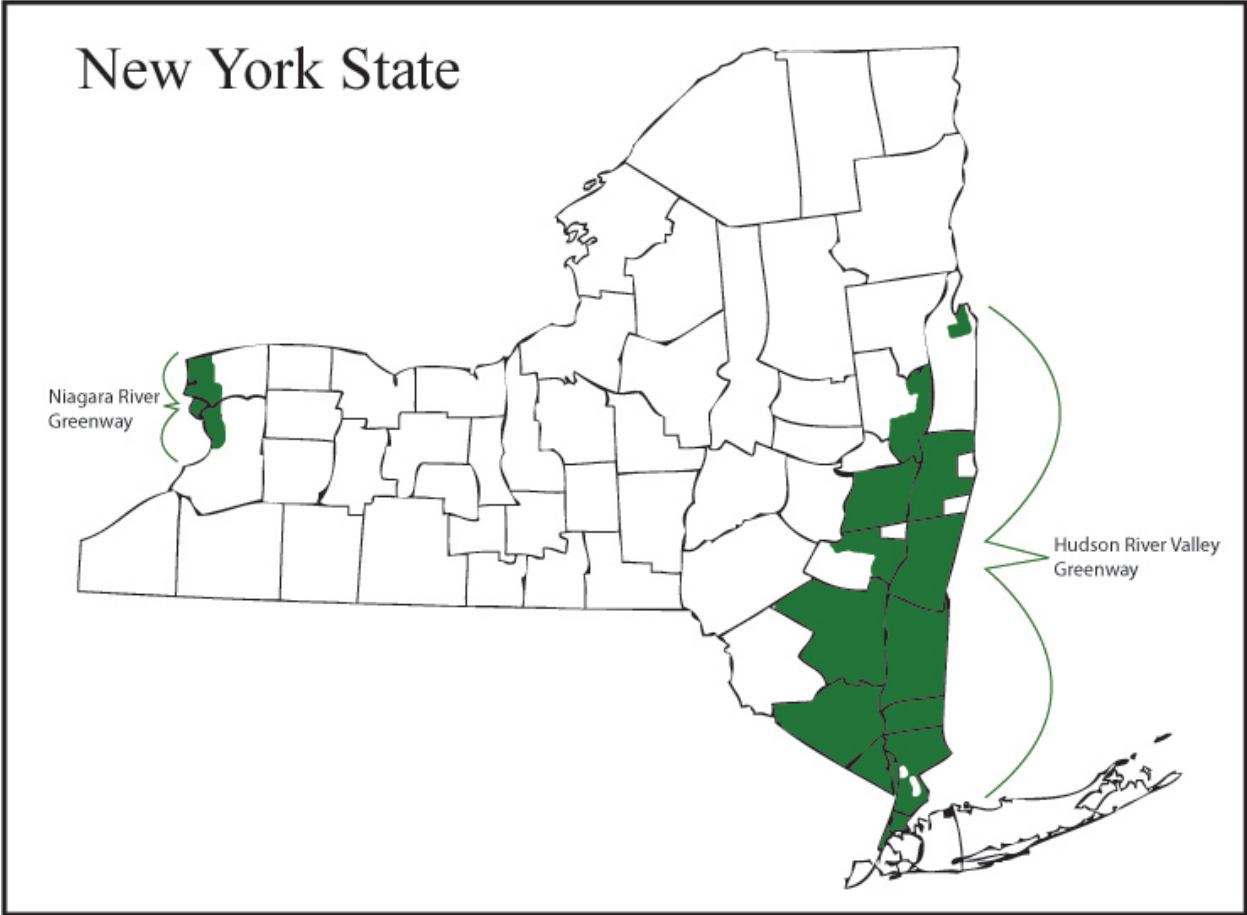
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APPENDIX I

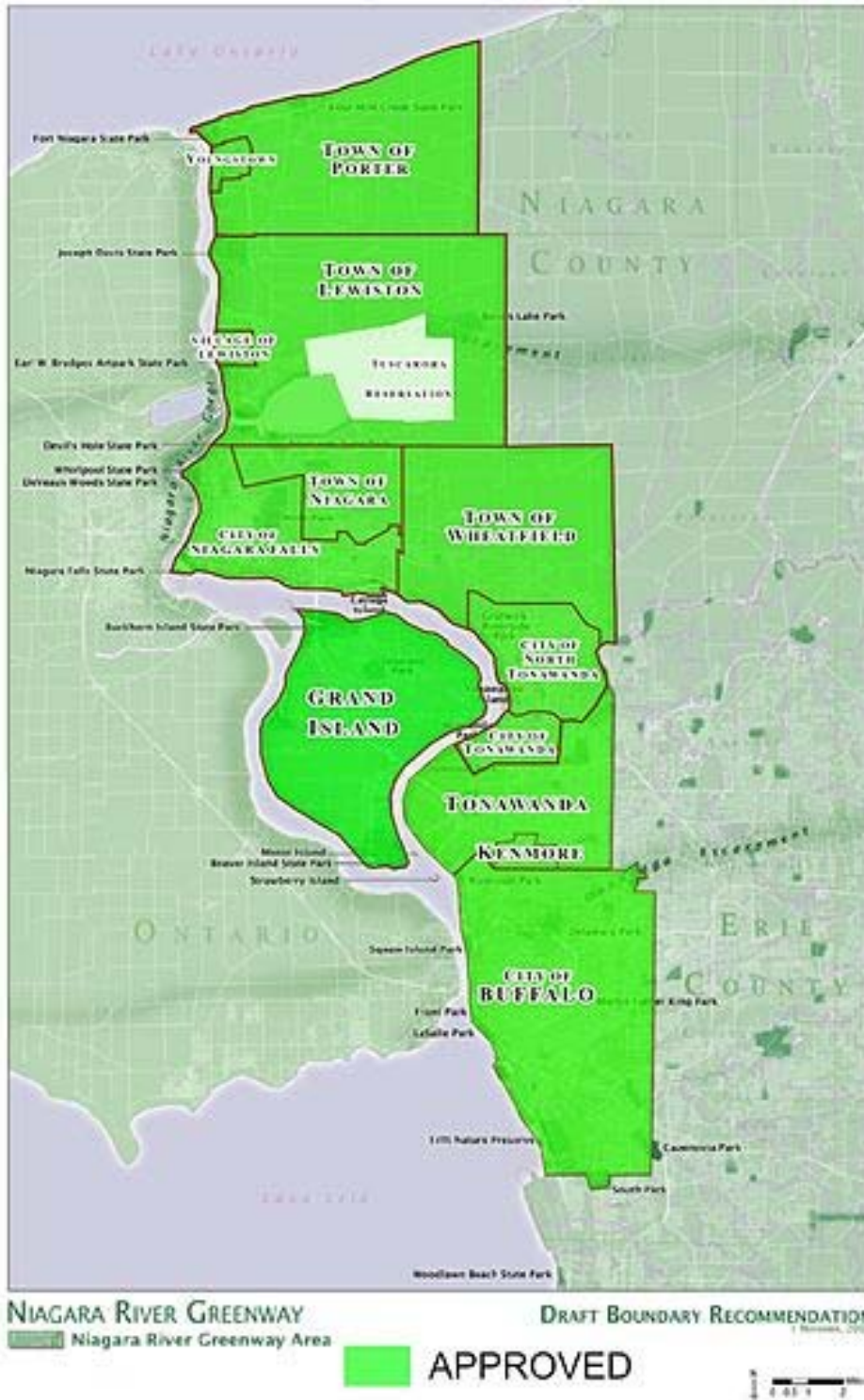
Maps

Map of Greenways in New York State

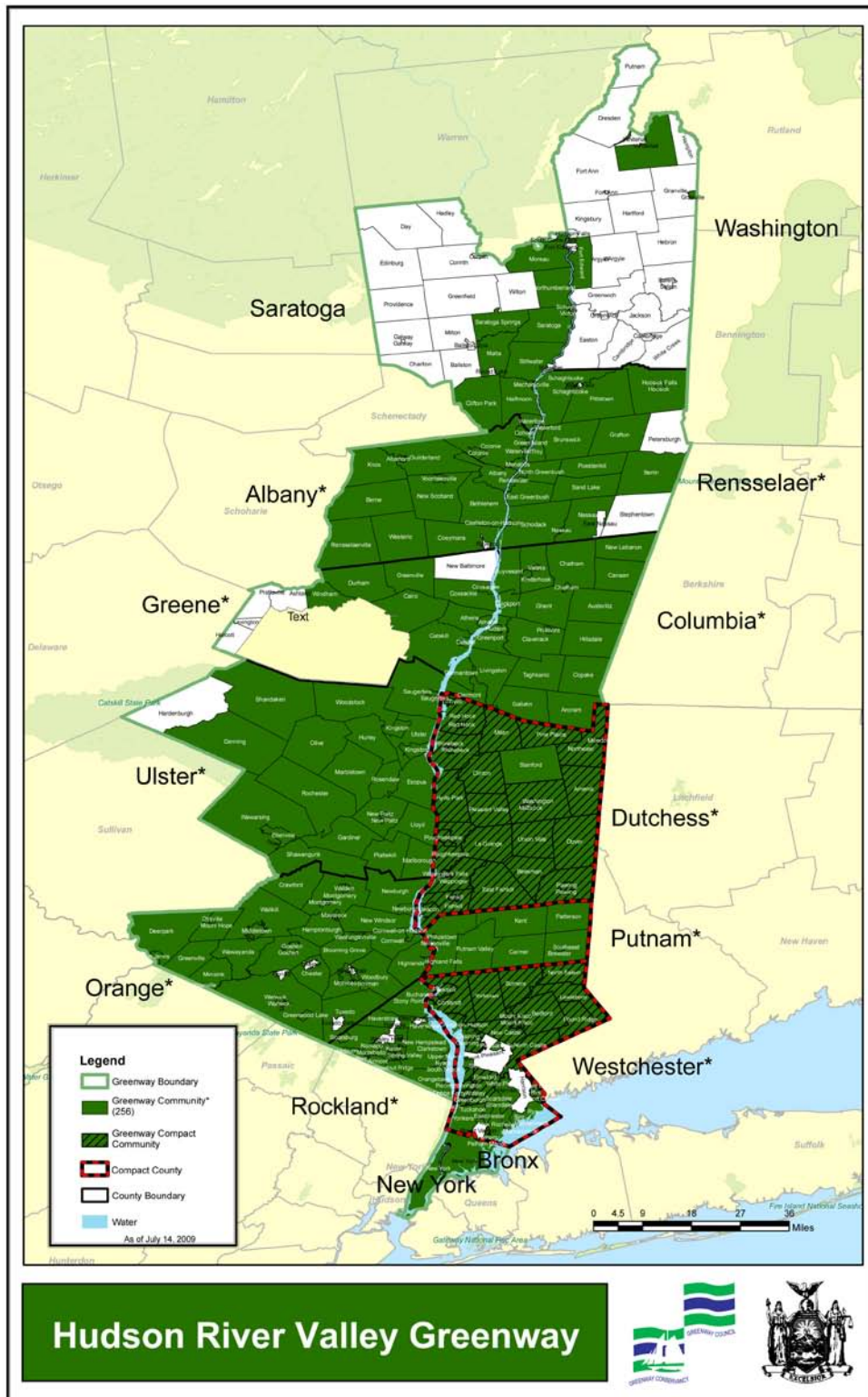


Map of Niagara River Greenway Boundaries

Municipal Approvals



Map of Hudson River Valley Greenway Boundaries



Appendix II

Interview Questions

Interview Questions for Planners with the RPA

What is your position?

How would you define regional planning?

What do believe are the crucial ingredients for a successful regional plan?

What do you believe is the relationship between greenways and regional planning?

Interview Questions for Greenway Designers and Planners

What is your position?

How long have you worked in this capacity?

How would you define greenways?

What do believe are the crucial ingredients for a successful greenway?

What role do you believe green spaces or greenways play in regional planning, if any at all?

What do you believe is the relationship between greenways and regional planning?

Interview Questions for Municipal Planners and Officials

What is your position/title?

How often does your municipality interact with the Hudson River Valley Greenway or the Niagara River Greenway organization?

How has the Hudson River Valley Greenway or the Niagara River Greenway effected planning in your municipality?

How often do you believe you interact with neighboring municipalities in matters of planning?

How would you describe regional planning efforts in the Hudson River Valley Region or the Niagara River Greenway?

In your opinion, how has the Hudson River Valley Greenway or the Niagara River Greenway effected regional planning in your region, if at all?

What, if any, relationship to you believe there is between regional planning efforts in your region and the founding of the Hudson River Valley Greenway or the Niagara River Greenway?

Has the Hudson River Valley Greenway or the Niagara River Greenway made any attempts at promoting regional plans within the greenway boundaries?

Appendix III

Interview Coding

Interview#: quotation#:response#	Need for Regional Authority	Health of Regional Planning	Home Rule	Greenway Activity	Funding/Resources		
Greenway	1:14:19	1:5:7	19:6:9	3:3:7	1:1:4	12:14:24	1:4:5
	1:16:20	1:6:8	20:7:10	3:21:25	1:2:5	12:15:25	1:16:20
	3:20:24	1:8:13	20:8:15	8:17:23	1:3:5	12:17:33	3:4:7
	3:21:25	1:9:14	20:9:16	8:19:25	1:4:5	13:1:4	3:14:19
	5:12:19	1:10:14	20:10:17	12:15:25	1:7:12	13:2:5	3:17:22
	8:7:12	1:11:14	20:17:27	20:17:27	1:13:16	13:3:7	3:18:23
	8:14:22	1:12:15	21:5:8	21:17:19	2:4:12	13:11:15	3:19:23
	8:15:23	1:13:16	21:6:9	22:2:9	2:5:15	14:3:6	3:21:25
	10:19:26	1:16:20	21:14:16	22:10:17	2:6:17	14:6:9	4:2:5
	10:20:27	3:8:13	21:15:17		3:1:4	15:4:6	4:10:11
	11:21:26	3:14:19	22:2:9		3:2:5	15:5:7	4:11:12
	11:22:27	3:20:24	22:3:10		3:3:7	15:8:10	4:12:13
	13:15:21	4:9:10	22:10:17		3:4:7	16:1:4	6:11:20
	13:16:21	4:10:11	23:5:8		3:8:13	16:2:5	6:12:21
	16:18:24	4:12:13	23:6:9		3:17:22	16:10:15	7:3:6
	16:19:25	7:13:13	23:19:22		4:1:4	16:13:18	7:6:8
	20:17:27	7:14:16	23:20:23		4:2:5	16:20:26	7:17:21
	21:15:17	8:5:8	24:4:19		4:10:11	16:21:27	8:2:5
	21:16:18	8:6:9	24:12:27		4:11:12	17:3:9	8:4:7
	21:17:19	8:8:16	24:13:30		4:12:13	17:5:15	8:13:21
	23:21:24	8:9:17	24:14:32		5:1:4	17:7:19	8:16:23
	23:22:25	8:10:17	18:15:25		5:2:5	18:1:9	9:4:6
		9:22:22	18:16:28		5:3:7	18:3:13	9:5:7
		9:23:23	18:17:29		6:3:10	18:14:25	10:3:8
		10:12:20			6:4:11	18:15:25	10:4:9
		10:13:21			6:5:12	19:5:8	11:2:5
		11:10:16			6:6:13	19:6:9	11:12:18
		11:11:17			6:9:18	20:1:4	11:13:19
		11:12:18			6:10:19	20:2:5	11:14:19
		11:17:22			7:2:5	20:3:5	11:18:23
		11:19:24			7:3:6	20:8:15	12:3:9
		11:20:25			7:4:7	20:9:16	13:11:15
		12:12:22			7:5:8	20:10:17	16:2:5
		12:13:23			7:15:17	20:15:26	16:10:15
		12:15:25			7:16:20	21:1:4	16:13:18
		12:17:33			8:1:4	21:2:5	16:14:21
		13:10:14			8:2:5	21:6:9	17:5:15
		13:12:15			8:3:6	22:1:8	17:7:19
		13:13:15			8:4:7	22:2:9	18:1:9
		13:14:20			8:5:8	22:6:13	18:3:13
		13:15:21			8:6:9	22:7:13	20:10:17
		13:16:21			8:11:19	22:8:14	20:15:26
		14:3:6			8:12:20	22:9:15	21:3:6
		14:5:7			8:13:21	22:10:17	21:4:7
		14:4:8			8:15:23	23:1:4	22:4:11
		14:9:12			9:1:4	23:2:5	22:5:12
		14:10:13			9:2:5	23:3:6	22:6:13
		15:5:7			9:3:5	23:4:7	22:7:13
		15:6:8			9:12:12	23:5:8	23:20:23
		15:7:9			9:22:22	23:6:9	24:3:16
	15:9:11			9:23:23	23:21:24	24:4:19	
	16:9:14			10:1:4	23:22:25	24:5:20	
	16:10:15			10:2:7	24:1:4		
	16:11:16			10:4:9	24:2:7		
	16:12:17			10:12:20	24:3:16		
	17:6:18			10:13:21	24:5:20		
	17:7:19			11:1:4	12:2:7		
	18:2:12			11:2:5	12:12:22		
	18:3:13			11:3:6	12:13:23		
	18:7:19			11:4:7			
	18:13:24			11:12:18			
	18:14:25			11:17:22			
				11:18:23			
				11:19:24			
				11:20:25			
				11:21:26			
				11:22:27			
				12:1:			

Interview#: quotation#: response#	Need for Regional Authority	Health of Regional Planning	Home Rule	Greenway Activity	Funding/ Resources	
Regional Planning	1:14:19	1:11:14	10:16:23	3:3:7	1:13:16	1:16:20
	1:15:20	1:12:15	11:5:8	3:15:20	3:3:7	3:4:7
	1:16:20	1:13:16	11:6:9	3:16:21	3:4:7	3:9:15
	3:20:24	1:15:20	11:7:11	3:21:25	3:8:13	3:10:16
	3:21:25	1:16:20	11:9:12	4:14:15	4:10:11	3:11:17
	4:13:14	2:1:4	11:15:20	4:15:15	4:11:12	3:14:19
	4:14:15	2:2:11	11:16:21	5:9:15	4:12:13	3:18:23
	4:15:15	2:3:11	12:4:10	8:17:23	7:15:17	3:19:23
	5:10:16	2:7:18	12:5:13	8:18:24	7:16:20	3:21:25
	5:11:19	2:8:21	12:6:14	8:19:25	8:6:9	4:5:7
	5:12:19	3:5:10	12:7:15	9:8:9	8:15:23	4:8:9
	8:7:12	3:6:11	12:8:16	9:15:15	9:9:10	4:10:11
	8:14:22	3:7:12	12:9:17	9:16:17	9:10:11	4:11:12
	8:15:23	3:8:13	12:10:20	9:17:18	9:11:11	4:12:13
	9:17:18	3:9:15	12:11:21	9:18:19	9:13:13	4:15:15
	9:18:19	3:12:18	12:16:31	9:19:19	9:16:17	4:16:16
	9:19:19	3:13:19	13:4:8	9:20:20	10:6:13	4:17:21
	9:20:20	3:14:19	13:5:11	9:21:21	15:5:7	9:13:13
	9:21:21	3:16:21	13:6:11	10:15:23		10:6:13
	10:14:22	3:20:24	13:7:12	10:16:23		
	10:15:23	4:3:6	13:8:18	10:17:24		
	10:16:23	4:4:7	13:9:13	10:18:25		
	10:17:24	4:5:7	13:15:21	10:21:27		
	10:18:25	4:6:8	13:16:21	12:16:31		
	10:21:27	4:7:9	14:1:4	15:12:13		
	13:15:21	4:8:9	14:2:5	16:15:22		
	13:16:21	4:9:10	14:7:10	16:17:23		
	15:12:13	4:10:11	14:8:11	16:16:23		
	16:15:22	4:12:13	15:1:4	18:19:36		
	16:17:23	4:13:14	15:2:5	18:20:37		
	16:16:23	5:4:8	15:3:5	20:17:27		
	18:18:35	5:5:9	15:5:7	20:18:27		
	18:19:36	5:6:12	15:20:12	20:19:28		
	18:20:37	5:7:13	15:11:13	20:21:29		
	20:17:27	5:8:14	15:12:13	20:22:30		
	20:19:28	5:9:15	16:3:6	20:23:33		
	20:20:29	6:1:4	16:4:7	22:12:19		
	20:22:30	6:2:5	16:5:9	22:13:21		
	20:23:33	6:7:16	16:6:11	22:14:22		
	22:11:18	6:8:17	16:7:12	22:15:23		
	22:12:19	7:1:2	16:8:12	22:16:23		
	22:13:21	7:7:9	16:15:22			
	22:14:22	7:8:10	17:1:4			
	22:15:23	7:9:10	17:2:9			
	22:16:23	7:10:10	17:4:9			
		7:11:11	17:8:21			
		7:12:12	17:9:21			
		7:13:13	18:4:16			
		7:14:16	18:5:17			
		8:6:9	18:6:18			
		8:8:16	18:7:19			
		8:9:17	18:8:20			
		8:10:17	18:9:21			
		9:6:8	18:10:21			
		9:7:9	18:11:22			
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		9:10:11	19:2:4			
		9:11:11	19:3:5			
		9:13:13	19:4:6			
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	10:11:19	20:18:27				
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	21:9:11	23:12:15				
	21:10:12	23:13:16				
	21:11:13	23:14:17				
	21:12:15	23:15:18				
	21:13:15	23:16:19				
	22:11:18	23:17:20				
	23:7:10	23:18:21				
	23:8:11	24:6:21				
	24:7:22	24:11:				

Appendix IV

Comprehensive Plan Protocol Data

	Reg Prot Tot	Reg Prot %	Plan Prot Tot	Plan Prot %	Combined	Regional Protocol	CT 1	CT 2	CT 3	CT 4	CT 5	Reg Prot Tot	Reg Prot Tot %
City/Town Plans													
Albany	7	70.0%	93	77.5%	76.9%		1	2	2	1	1	7	70.0%
Beford	9	90.0%	97	80.8%	81.5%		2	2	2	2	1	9	90.0%
Bethlehem	10	100.0%	101	84.2%	85.4%		2	2	2	2	2	10	100.0%
Brunswick	5	50.0%	70	58.3%	57.7%		1	2	0	1	1	5	50.0%
Ellenville	9	90.0%	80	66.7%	68.5%		2	2	2	2	1	9	90.0%
Orange County	8	80.0%	92	76.7%	76.9%		2	2	1	2	1	8	80.0%
Poughkeepsie	7	70.0%	88	73.3%	73.1%		2	2	1	1	1	7	70.0%
Putnam County	7	70.0%	62	51.7%	53.1%		1	2	2	1	1	7	70.0%
Ramapo	5	50.0%	85	70.8%	69.2%		1	2	0	1	1	5	50.0%
Rockland County	10	100.0%	90	75.0%	76.9%		2	2	2	2	2	10	100.0%
Saratoga Springs	7	70.0%	93	77.5%	76.9%		1	2	1	1	2	7	70.0%
Schodack	8	80.0%	84	70.0%	70.8%		2	2	1	1	2	8	80.0%
Ulster	6	60.0%	102	85.0%	83.1%		1	2	1	1	1	6	60.0%
Westchester County	8	80.0%	76	63.3%	64.6%		1	2	2	2	1	8	80.0%
Yorktown	7	70.0%	89	74.2%	73.8%		1	2	1	1	2	7	70.0%
White Plains	4	40.0%	50	41.7%	41.5%		0	2	1	1	0	4	40.0%
Denning	7	70.0%	97	80.8%	80.0%		2	2	1	1	1	7	70.0%
New Lebanon	5	50.0%	98	81.7%	79.2%		1	2	0	1	1	5	50.0%
Rensselaerville	9	90.0%	99	82.5%	83.1%		2	2	2	2	1	9	90.0%
Saugerties	7	70.0%	50	41.7%	43.8%		2	2	1	2	0	7	70.0%
Wawarsing	8	80.0%	87	72.5%	73.1%		2	2	2	1	1	8	80.0%
Woodstock	7	70.0%	101	84.2%	83.1%		1	2	2	1	1	7	70.0%
Niagara Falls	7	70.0%	105	87.5%	86.2%		2	1	1	1	2	7	70.0%
Wheatfield	9	90.0%	104	86.7%	86.9%		2	2	2	1	2	9	90.0%
Niagara County	9	90.0%	108	90.0%	90.0%		2	2	1	2	2	9	90.0%
Porter	7	70.0%	99	82.5%	81.5%		2	2	1	1	1	7	70.0%
Alden	9	90.0%	104	86.7%	86.9%		2	2	2	2	1	9	90.0%
Buffalo	9	90.0%	103	85.8%	86.2%		2	1	2	2	2	9	90.0%
Tonawanda	8	80.0%	98	81.7%	81.5%		1	2	2	1	2	8	80.0%
total	218	75.2%	2605	74.9%	74.9%		45	56	40	40	37	218	75.2%
average scores	7.5	75.2%	89.8	74.9%	74.9%		1.6	1.9	1.4	1.4	1.3	7.5	75.2%

Issues and Vision Statement	1.1	1.2	1.3	1.4	Subtotal	Fact Base	2A.1	2A.2	2A.3	2A.4	Subtotal	2B.1	2B.2	2B.3	2B.4	2B.5	2B.6	2B.7	2B.8	2B.9	Subtotal		
	2	2	2	2	8		1	2	2	1	6	2	2	2	2	0	2	2	1	1		14	
	2	2	2	2	8		1	2	2	2	7	2	2	2	2	1	1	2	2	2	1	15	
	2	2	2	2	8		2	2	2	2	8	2	2	2	2	2	1	1	1	1	2	15	
	1	2	1	1	5		1	1	2	2	6	0	0	1	1	2	2	1	1	2		10	
	1	2	2	2	7		1	2	2	2	7	2	2	2	2	1	1	2	0	2		14	
	2	2	2	2	8		2	2	2	2	8	2	2	2	2	1	1	2	2	2		16	
	2	2	2	1	7		2	2	2	2	8	2	2	2	2	1	1	2	1	2		15	
	1	2	2	1	6		2	2	2	2	8	0	0	1	1	1	0	2	1	1		7	
	2	2	1	1	6		2	2	2	2	8	2	2	2	2	1	0	2	2	2		15	
	2	2	2	2	8		2	2	2	2	8	2	1	2	2	1	0	2	2	2		14	
	1	2	1	1	5		1	2	2	2	7	1	0	2	2	1	2	2	2	2		14	
	1	2	1	0	4		2	2	2	2	8	2	2	2	2	1	0	2	2	2		15	
	2	2	2	2	8		2	2	2	2	8	2	1	2	2	1	0	2	2	2		14	
	2	2	2	1	7		1	2	2	1	6	1	0	2	2	1	1	1	2	2		12	
	2	2	1	1	6		1	2	2	2	7	2	2	2	2	0	0	2	2	2		14	
	2	2	1	1	6		2	2	2	2	8	0	0	2	1	1	1	0	1	1		7	
	2	2	1	2	7		1	2	2	2	7	0	2	2	2	1	0	2	1	2		12	
	2	2	1	2	7		1	2	2	2	7	2	2	2	2	2	0	2	2	2		16	
	2	2	2	2	8		2	2	2	2	8	2	0	2	2	1	2	2	1	2		14	
	0	1	1	2	4		0	1	1	2	4	1	0	1	1	1	0	0	0	0		4	
	2	2	1	1	6		1	1	1	2	5	2	2	2	2	1	0	2	0	2		13	
	2	2	2	2	8		2	2	2	2	8	2	1	2	2	1	1	2	1	2		14	
	2	2	2	1	7		1	2	1	2	6	2	2	2	2	1	1	2	1	2		15	
	2	2	1	2	7		2	2	2	2	8	2	1	2	2	1	1	2	1	2		14	
	2	2	2	2	8		2	2	2	2	8	2	2	2	2	2	2	2	1	2		17	
	2	2	1	1	6		2	2	2	2	8	2	2	2	2	2	1	2	1	2		16	
	2	2	1	1	6		2	2	2	2	8	2	2	2	2	2	2	2	1	2		17	
	2	2	2	2	8		2	2	2	2	8	2	2	2	2	2	2	2	2	1	2		17
	2	2	1	2	7		2	2	2	2	8	0	2	2	2	2	2	2	1	2		15	
	51	57	44	44	196		45	55	55	56	211	45	40	55	54	35	27	51	36	52		395	
	1.8	2.0	1.5	1.5	6.8		1.6	1.9	1.9	1.9	7.3	1.6	1.4	1.9	1.9	1.2	0.9	1.8	1.2	1.8		13.6	

Encrging Opps to Use Plan	5.1	5.2	5.3	5.4	5.5	Subtotal	Crt Clr Vws and Undrstnd of Pln	6.1	6.2	6.3	6.4	6.5	6.6	6.7	6.8	Subtotal
	1	2	2	0	2	7		2	0	0	2	2	2	2	0	10
	2	2	2	2	2	10		2	0	0	2	2	2	2	2	12
	2	2	2	1	2	9		2	0	2	1	2	2	2	0	11
	2	2	2	2	2	10		2	0	1	1	2	0	0	1	7
	1	2	2	2	2	9		2	0	0	1	2	2	2	2	11
	2	2	2	2	2	10		2	0	1	2	2	2	2	2	13
	1	2	1	1	1	6		2	0	1	2	2	2	2	1	12
	2	2	1	1	2	8		1	0	0	0	2	1	0	2	6
	2	2	1	2	2	9		2	0	0	1	2	2	2	2	11
	1	2	2	2	2	9		2	0	1	2	2	2	2	0	11
	2	2	1	2	2	9		2	0	2	1	2	2	2	2	13
	2	2	1	2	2	9		2	0	0	1	2	2	2	2	11
	2	2	1	2	2	9		2	0	2	1	2	2	2	2	13
	2	2	1	2	2	9		1	0	0	0	2	2	2	0	7
	2	2	2	2	2	10		2	0	2	2	2	2	2	2	14
	1	1	1	1	0	4		2	0	0	0	2	0	0	0	4
	2	2	1	2	2	9		2	0	2	2	2	2	0	1	11
	2	2	2	2	2	10		2	0	1	2	2	2	2	2	13
	2	2	1	2	2	9		2	2	0	1	2	2	2	2	13
	2	2	1	0	1	6		0	0	2	0	2	0	1	0	5
	1	2	2	2	2	9		2	0	1	1	2	2	2	2	12
	2	2	2	2	1	9		2	0	2	1	2	2	2	2	13
	2	2	2	2	2	10		2	0	1	2	2	2	2	2	13
	2	2	1	2	2	9		0	0	1	2	2	1	2	0	8
	2	2	2	2	2	10		2	0	1	2	0	2	2	2	11
	2	2	1	2	2	9		2	0	0	2	2	2	2	2	12
	2	2	1	2	2	9		2	0	1	2	2	2	2	2	13
	2	2	2	2	2	10		2	0	2	2	1	2	2	2	13
	2	2	2	2	2	10		2	0	1	2	1	2	0	2	10
	52	57	44	50	53	256		52	2	27	40	54	50	47	41	313
	1.8	2.0	1.5	1.7	1.8	8.8		1.8	0.1	0.9	1.4	1.9	1.7	1.6	1.4	10.8

Accnt for Indpnd Actns in Pln Scp	7.1	7.2	7.3	Subtotal	Participation of Actors	8.1	8.2	8.3	8.4	8.5	8.6	8.7	8.8	Subtotal	Total Plan Score	Total Plan Score Percentage of 120
	2	1	2	5		2	1	2	2	1	1	2	2	13	93	77.5%
	2	2	2	6		1	1	2	2	2	2	2	2	14	97	80.8%
	2	2	2	6		2	2	2	2	1	2	1	2	14	101	84.2%
	1	0	1	2		2	1	2	2	1	1	1	2	12	70	58.3%
	0	0	0	0		0	0	0	0	0	0	0	0	0	80	66.7%
	1	1	2	4		1	0	1	2	0	1	2	2	9	92	76.7%
	2	2	1	5		2	1	1	2	1	0	2	2	11	88	73.3%
	1	1	2	4		2	0	1	2	1	1	1	1	9	62	51.7%
	1	1	1	3		2	1	2	2	1	1	1	2	12	85	70.8%
	1	2	1	4		2	1	2	1	2	1	2	2	13	90	75.0%
	1	1	1	3		1	0	1	2	1	2	1	2	10	93	77.5%
	2	2	1	5		1	0	2	2	1	2	1	2	11	84	70.0%
	1	1	1	3		1	2	1	2	1	2	2	2	13	102	85.0%
	2	2	2	6		1	0	1	1	1	1	1	1	7	76	63.3%
	2	1	1	4		1	0	1	2	1	2	2	2	11	89	74.2%
	0	0	0	0		0	0	0	0	0	0	0	0	0	50	41.7%
	2	1	1	4		2	1	2	2	1	2	2	2	14	97	80.8%
	0	1	1	2		1	1	2	2	1	1	1	2	11	98	81.7%
	2	2	2	6		2	0	2	2	0	2	1	2	11	99	82.5%
	2	2	2	6		1	0	0	0	0	2	1	0	4	50	41.7%
	2	2	1	5		1	0	0	2	1	1	1	2	8	87	72.5%
	1	1	2	4		2	1	2	2	1	2	2	2	14	101	84.2%
	1	2	2	5		1	1	2	2	1	2	2	2	13	105	87.5%
	2	2	2	6		2	1	2	2	2	2	2	2	15	104	86.7%
	2	2	2	6		2	1	2	2	2	2	2	2	15	108	90.0%
	2	1	1	4		1	1	2	2	1	2	1	2	12	99	82.5%
	1	2	1	4		1	1	1	2	2	1	2	2	12	104	86.7%
	2	2	2	6		1	1	1	2	2	2	2	2	13	103	85.8%
	1	1	1	3		2	1	2	2	1	2	2	2	14	98	81.7%
	41	40	40	121		40	20	41	50	30	42	42	50	315	2605	74.9%
	1.4	1.4	1.4	4.2		1.4	0.7	1.4	1.7	1.0	1.4	1.4	1.7	10.9	89.8	74.9%

