

4 Implementation Strategies & Responsibilities



The non-profit Ohio & Erie Canal Association, assisted by the Ohio Canal Corridor and the Ohio & Erie Canal Corridor Coalition, will be a catalyst for a broad public-private partnership that will embrace localities, counties, and park districts, as well as state and federal agencies. The Plan proposes that available federal heritage area funds will be leveraged over ten-fold to create a truly regional network of facilities and programs associated with the Corridor. Full implementation of the Plan will draw over 3 million new users to the Corridor to take advantage of its recreational and activity venues; expenditures by these visitors will draw new investments to the communities along the Corridor for years to come.

4.1 The Heritage Partnership

Partnership Concept

The boundary recommended for the Ohio & Erie Canal National Heritage Corridor encompasses a large area, incorporating many municipalities and including downtown areas, neighborhoods, major parks, open lands, and a full range of urban and rural land uses. The scope of the Plan is substantial, building upon many existing facilities and services to realize the journeys envisioned by the Plan and including a wide range of historic and contemporary settings. The scale of facility improvements, preservation, and desired program initiatives—even if implemented to minimal levels—is beyond the scope of any individual agency or entity. Consequently, the realization of the Plan must rely on the concept of partnership and cooperative actions across public and private sectors and among levels and types of governmental units and non-profit interests. Such partnerships have been essential since the outset of the heritage Corridor concept, forming constituencies interested in protection and improvement of the O&E Canal Corridor (such as the Ohio Canal Corridor and the Ohio & Erie Canal Corridor Coalition) and bringing together public and private funding to improve venues and linkages along its length. These partnerships must continue and be given direction by this Management Plan, seeking to implement a single shared vision that can be supported by diverse interests and entities.

Role of the Ohio & Erie Canal Association

The Ohio & Erie Canal Association (OECA) is the non-profit entity established for the specific purpose of serving as the management entity for the Ohio & Erie Canal National Heritage Corridor. The OECA is a 501c(3) non-profit entity that has been given the authority, under the terms of the Ohio & Erie Canal National Heritage Corridor Act of 1996, to use federal funds for the following purposes:

- to make grants and loans to the State of Ohio, its political subdivisions, non-profit organizations, and other persons.
- to enter into cooperative agreements with, or provide technical assistance to federal agencies, the State of Ohio, its political subdivisions, non-profit organizations, and other persons.
- to hire and compensate staff.
- to use its funds to match other state and federal funding sources.
- to contract for goods and services.

These capacities must be understood in the context of the National Heritage Corridor, which is very different from a conventional developed and managed park or recreational area, in that it encompasses a broad area including many public and private uses. The intent of designation of the National Heritage Corridor by Congress was not to undertake the types of land management and control that would be typical in a National Park or National Recreation Area, but rather to encourage partnership efforts, by public and private entities, to protect, enhance, and make effective use of heritage resources to achieve regional and community betterment. Indeed, the Congress specifically prohibited use of any designated federal funds under the enabling statute for land acquisition and required the consent of local municipalities prior to the inclusion of any private land within the boundary.

It is important to stress that the resources expected to be available to OECA from federal heritage funds in the pursuit of these programs are currently limited, by statute, to a cumulative maximum of \$10 million through 2012. This amount,

while a considerable total, is very modest when spread across 100 linear miles and multiple county and local jurisdictions. There may be supplementary sources of assistance for the Corridor from the State of Ohio should a State Heritage Program be developed, as has been done in other jurisdictions, such as Pennsylvania and Maryland. Lottery revenues not currently dedicated to education are another possible source of state funds. Accordingly, despite the fact that there are few limitations placed on these federal funds (they cannot be used for land acquisition), a clear set of priorities must be developed to facilitate implementation of the Plan over time.

Given this background, OECA should be a catalyst and an advocate for its public and private sector partners both for proposed "bricks and mortar" improvements, as well as for the supportive programs and activities described in the previous Chapter. OECA does not have the capability to construct capital improvement projects or to operate or maintain facilities. Rather, through a range of technical and financial assistance programs, OECA can enable and facilitate actions by others to respond to the needs and opportunities along the Corridor, initiating the types of programs and actions identified in Section 3.7, above. The OECA's role in implementation of the Plan should include:

- **Advocating and supporting Corridor-wide partnership efforts to implement the Plan.** This role involves more than being the "cheerleader" for the Plan, although this is an important advocacy function that will be pivotal in recruiting support from participating public and private partners. The OECA has already reached out to engage financial and technical support from foundations, non-profits, and public entities and should continue to do so, not only for direct contributions to OECA-led activities but also for funding more complex projects and programs sponsored by other partners. Additionally, OECA will have the opportunity to comment upon projects undertaken by others to advise on their consistency with the Plan, particularly those projects within the Corridor that receive federal funding where OECA will have the opportunity and obligation to comment as part of the NEPA review process. An example of a type of project where OECA can play an important advocate role might be the extension of the Scenic Railroad, whose cost is far beyond OECA's individual capacity to support, but whose linkages are very important to the overall Plan.
- **Providing grants to partner entities to implement specific capital projects.** The emphasis on these grants to date has been on "gap" financing to support trails and key rehabilitation projects. As the project evolves, these activities will continue but emphasis should shift to activities with partners that build capacity and constituencies for implementation of more complex projects by others. An example of such a capacity-building effort would be "front-ending" early feasibility studies for the CanalWay Centers to identify required actions and commitments necessary to solicit funding commitment by others.
- **Providing grants to support programs and activities related to heritage resources.** This would include project-specific "spot" grants to individual organizations and programs as well as "platform" grants to entities that are developing or are encouraged to develop programs of Corridor-wide benefit, with high funding leverage that can recruit external sponsorship from other sources.

Many such programs would ideally be replicable and self-sustaining. An example of a "platform" grant would be a curriculum development effort undertaken with state and/or local educational organizations with the intent and capability to widely distribute and propagate results for use by others within and beyond these organizations.

- **Providing technical assistance in preservation and interpretation of Corridor resources.** As implementation progresses, OECA will be called upon to advise on Corridor wide matters



Elizabeth Murphy

Technical assistance to localities to preserve and interpret Corridor resources, such as the Akron Civic Theater, will be available.

dealing with resource preservation and interpretive facilities. OECA should develop the staff capacity - preferably through cooperative agreements with the National Park Service and other partners - to advise on resource documentation, compatibility of proposed improvements, long-term resource protection mechanisms that can be enacted at the local level, and interpretive exhibits and installations that may be sponsored by others but should be designed to reinforce the overall sense of Corridor unity and message. Examples of such staff assistance could include additional documentation of key historic settings or promulgation of design and content standards for interpretive exhibits receiving OECA support.

- **Developing staff capacity and sources of funding support for broader Corridor-wide organizational initiatives and programs that require centralized staff support.** Several concepts have emerged in the planning process for Corridor-wide efforts (refer to the previous Chapter, Section 3.7 and to 4.2, below). OECA should advocate for and coordinate commitments to support these efforts and could supply the "home base" for their operations, potentially with special-purpose staff or staff provided from partner agencies. Examples would be a Partnership Services Program (see Section 4.2) or a Corridor-wide "Main Street" effort financed with support of external agencies but potentially managed in coordination with other Corridor-wide efforts.

The Role of OCC and OECCC

Ohio Canal Corridor (OCC) and the Ohio & Erie Canal Corridor Coalition (OECCC) have played formative roles in developing the regional constituency for the Ohio & Erie Canal National Heritage Corridor. Both organizations have established important contacts and forged valuable partnerships with businesses, local, state, and national political units, non-profit organizations, planning and park agencies, and



Grassroots support and volunteer projects build a strong constituency for the Corridor.

CanalWay Area Housing Coalition

the media. Each takes a lead on specific local projects within its area of influence. Both collaborate on regional, state, and national issues and projects.

As described above, OCC and OECCC both make appointments to the Board of Trustees of the management entity, OECA. In addition, the Trustees and supporting staff of both organizations have dedicated significant time and energy to the organizational development of OECA and its current operations.

In many ways, the history and constituency of the two non-profit organizations have benefited the OECA. They have provided a smooth introduction of the new non-profit and integrated the priorities of the OECA within their individual work programs. This has allowed the OECA to quickly take advantage of the funding opportunities provided under the legislation while addressing the responsibilities of executing the Corridor Management Plan.

The decision by OECA not to staff a separate non-profit organization has resulted in significant savings in administration overhead in the first two years of operation. The real winners in this scenario have been the communities from Cleveland to

Dover/New Philadelphia that have experienced a noticeable increase in activity and projects, supported through a competitive grant program that has earmarked the majority of federal funding into trails, historic preservation, interpretation, education, and economic development.

The Ohio Canal Corridor and the Ohio & Erie Canal Corridor Coalition have provided essential and valuable on-the-ground assistance, working with many players and partners in defining projects that meet the goals of the National Heritage Corridor. They have been the eyes and the ears for issues of importance at every level—local, state, and national. Using this intimate knowledge, they have consulted OECA on the merits of various regional efforts.

The decision to maintain and strengthen this relationship has distinct advantages in that the two non-profit organizations are able to participate in a variety of issues, projects, and activities, whereas the OECA is limited by legislation language found in the bill that designated the National Heritage Corridor. Both Ohio Canal Corridor and the Ohio & Erie Canal Corridor Coalition represent strong, independent grassroots organizations, supported by donations from local communities.

Ohio Canal Corridor and the Ohio & Erie Canal Corridor Coalition have established a firm foundation upon which future Heritage Corridor efforts can rest. They have provided effective leadership, serving as a national model for community partnership-building and regional cooperation. Together, the OECA, Ohio Canal Corridor and the Ohio & Erie Canal Corridor Coalition are well positioned to continue the accelerating pace of progress in establishing America's premier national heritage Corridor: CanalWay Ohio.

The important functions that can be served by OCC and OECCC to support OECA's ongoing activities can and should include, but need not be limited to:

- **sustaining and expanding the "grass roots" support and constituency for the Corridor;**
- **maintaining liaison with the public and other entities to insure that their viewpoints and concerns receive due consideration by OECA;**
- **recruiting and nurturing expanded partnering with Corridor entities and the private sector to implement projects and programs of the Plan;**
- **developing cooperative means to communicate ongoing OECA progress to the public, and;**
- **providing staff support for Corridor-wide educational, cultural, and economic development programs.**





The National Park Service—already providing facilities in 33,000 acres—can provide major support for the Corridor.

Bruce Ford, City of Akron

Public-Sector Partnerships

As a catalyst organization, the OECA needs to partner with other entities to accomplish its mission and to enable evolution to a sustainable organization when direct federal heritage funds are no longer available.

National Park Service Role

An important precursor to the establishment of the Ohio & Erie Canal National Heritage Corridor was the creation and substantial completion of the Cuyahoga Valley National Recreation Area, and the tremendous regional support and use of the Towpath Trail improved and operated by the National Park Service. The legislation creating the Heritage Corridor specifically enables the National Park Service to "... provide to public and private organizations within the Corridor (including the management entity for the Corridor) such operational assistance as appropriate to support the implementation of the Corridor Management Plan, subject to the availability of appropriated funds ..." and authorizes the Secretary of the Interior to "... enter into cooperative agreements with public and private organizations for the purposes of implementing ..." the Plan. Such assistance would not be from directly appropriated funds directed to OECA, but could be provided by NPS. A current example is technical assistance services now being provided by NPS for restoration and rehabilitation of the Mustill House and Store in the Cascade Locks vicinity of Akron.

NPS has provided a very important supplement to OECA's capacity by assigning staff with expertise in historic preservation and implementation to the Management Plan effort. Continuing NPS staff support should be requested by OECA to ensure its access to expertise that will be essential in grant assessment and monitoring as well as for Corridor-wide interpretive and preservation implementation activities. Additionally, NPS assistance could be requested by OECA or other Corridor entities, when appropriate, for other activities recommended by this Plan, including:

- **Resource Stewardship Activities:** NPS assistance could be requested for research on historic resources, both improving the quality and thoroughness of documentation and, potentially, collecting further information on key sites and settings where improvements are planned. Additionally, NPS expertise could be requested to assist, either through technical advice or through direct participation, in restoration and/or rehabilitation efforts at key venues in the Corridor. Additionally, the OECA and its partners can benefit from the considerable expertise of NPS in resource management for natural and recreational resources.
- **Interpretation and Educational Activities:** The NPS has significant expertise in the planning and design of interpretive venues and exhibits for historical sites, and could be of assistance in scoping the Corridor-wide interpretive prospectus, developing standards for materials and media, and researching site- and area-specific wayside and other exhibits. Additionally, NPS has developed numerous educational programs and activities within CVNRA and this expertise could be very useful in developing and implementing parallel programs throughout the Corridor.
- **Operational Support and Services:** NPS could provide significant assistance in developing and assisting with the operation of educational programs, tours, and on-site interpretation. NPS rangers bring a well-recognized expertise and visibility to such activities, and could be requested to assist with activities at CanalWay Centers, at special events or venues, and with special activities or programs. Additionally, where key resources are affected by wear and tear or by proposed improvements, NPS could advise and provide assistance to maintenance, conservation, and curatorial efforts, both site-specific and Corridor-wide.



Lisa Winstel

Santa Claus takes a ride on the Polar Express each year courtesy of the Cuyahoga Valley Scenic Railroad.

State and Other Federal Agency Roles

The State of Ohio can play an important supportive role to OECA's efforts, and has already committed special-purpose funds to support preparation of this Management Plan.

The Ohio Department of Transportation (ODOT) and the Ohio Department of Natural Resources (ODNR) provide ongoing assistance through matching funding programs, and also manage key resources throughout the Corridor. The Ohio State Historic Preservation provides limited, but important, technical and financial assistance to preservation activities across the state, and should be encouraged to target some portions of such activities to the Corridor.

ODOT has provided support for the Scenic Byway improvements and should be encouraged to continue to support the Corridor through allocation of supportive transportation improvements, through administration of its allocated TEA-21 funding, and through careful consideration of any proposed Corridor transportation improvements to insure that they are planned and designed to be compatible with the key resources identified in this Plan.

The state in 1999 established a Heritage Areas Program through the Division of Travel and Tourism within the Ohio Department of Development. Proposed new bonding initiatives to build greenways across the state, in discussion over the last year, would be a good example of a type of state support. Both of these initiatives are highly supportive of this Plan and the Corridor's objectives. Heritage tourism is an important initiative that could take advantage of the Ohio & Erie Canal Corridor's national designation; other states that have emphasized similar efforts include South Carolina, whose Department of Parks, Recreation, and Tourism is developing tourism products that build upon resources in the South Carolina National Heritage Corridor. Other states, such as Massachusetts, New York, Maryland, and Pennsylvania, have initiated significant programs for State Heritage Parks, including capital funding, bond initiatives, and operational support, many of which supplement companion National Heritage Areas in their jurisdictions.

All of these sources could and should be important sources of support to the initiatives described in this document. The OECA should strongly advocate that the state include the Ohio & Erie Canal National Heritage Corridor within such a state program. Another important opportunity, which recognizes the long-term potential of the Corridor, is for new sources of Environmental Education funding, potentially through the state, in order to create curriculum and other educational materials of regional and statewide benefit.

County Park Districts and County Governments

Each county that was part of the original "A Route to Prosperity" study has made significant commitments to the Corridor, principally through improvements and expansions of their county-wide park (and trail) systems, centered on the Towpath Trail. Significant commitments have included:

- **Metroparks in Cuyahoga County** has completed the Ohio & Erie Canal Reservation, many regional parks adjacent to the Cuyahoga Valley National Recreation Area, and other linking parks and greenways as part of its overall system.
- **MetroParks**, Serving Summit County has made significant improvements to the Cascade Locks Park, has completed a county-wide trail and greenway plan, built a bikeway from Bath Road to the Mustill House and Store, and has extended its significant park system, which incorporates key open space and water resources in the National Heritage Corridor boundary, including the Summit Lakes recreation areas.
- **Stark County Park District** (Stark Parks) has also completed a countywide trail plan as well as a significant length of the Towpath Trail within its jurisdiction.
- **Tuscarawas County**, although it does not have a county park agency, has also made significant progress on soliciting personnel and funding contributions to advance the Towpath Trail within its jurisdiction.

The public sees that the three county park districts have an impressive track record promoting, building, and maintaining recreation facilities. The public has an expectation that the park districts will be actively involved in the Towpath Trail and connector projects. This high level of public support should be leveraged to build multiple partnership opportunities to team up with local park agencies at the municipal and township level and with the National Park Service and the ODNR.

Because the three park districts have the ability to raise county bond revenues, they have the potential to finance specific portions of the linear park system. It may be possible, in the future, for Tuscarawas County to consider formation of a county park district to enable stronger regional support for trail extensions. The county park districts could also support an individual bond issue for recreational improvements, coordinating these efforts through a unified marketing and public outreach campaign. These efforts should be encouraged and should be extended. Although the parts of Wayne County (the Rogues Hollow area) and Carroll County (the Sandy and Beaver Canal to Magnolia) in the Corridor are small, official support should be solicited in these two counties as well.

Various county departments—Economic Development, Public Works, Transportation—could lead a number of efforts to promote and support the Corridor. These could include County Engineers adopting policies to aid the Scenic Byway, Economic Development departments lending money or providing grants to compatible projects, etc.

Local Government Roles

Many of the "projects" which are implemented in support of the overall Management Plan will be directed at the local level, requiring partnering with municipal jurisdictions to plan and implement improvements. The enthusiastic participation of local governments will be pivotal to the success of the Corridor Plan and should be forcefully advocated by OECA. Building local support for "projects" is needed not only for locally funded projects, but also to provide matches for funds from federal, state, and private sources. Perhaps the most significant aspect of this participation may be the adoption of local preservation initiatives, including nomination of local historic districts and preservation partnerships by local governments, who retain the crucial prerogatives for land use management and control. With this level of cooperation, the resources that have been identified in the Plan and by subsequent research can be protected and used for public benefit long beyond the life span of the federal funding assistance.

Private-Sector Partnerships

Role of Non-Profit Organizations

Many non-profit groups have provided significant funding for the types of public benefit projects defined in the Plan. Philanthropic, private, and community foundations as well as many other non-profit and donor organizations have generously supported the Corridor's planning and implementation. As the Plan moves firmly into implementation, there will be ample opportunities for existing non-profit organizations to adopt projects and programs within their work plans that help satisfy the intended mission and goals of the Heritage Corridor. Private foundations will play a particularly important role as they choose local and regional initiatives in which to invest and should be encouraged to maintain a close involvement in the implementation of the Plan.

Business Development Opportunities

Implementation of the Ohio & Erie National Heritage Corridor Management Plan will create new business development opportunities in the Corridor area. Many of these opportunities will be prompted by increased use of the Corridor by regional residents, who will be the predominant users of the Corridor and will create opportunities to expand visitor services such as restaurants, although some tourists from greater distances will create additional demand for overnight accommodations and other services.

The Canal will become a focal point of visitation and a generator of positive economic impacts for a number of Corridor communities. These cities and towns can look to the Canal as an engine for local economic development and investment in the physical infrastructure adjacent to the Canal. In particular, these cities and towns can focus development of vacant parcels of land to a scale that is appropriate and to uses that complement the Canal. At the same time, care should be taken to ensure that development and/or redevelopment will in no way jeopardize the historic and natural resources of these areas. Inappropriate development could diminish the attractiveness and natural resources of a particular setting,



Opportunities for local business growth through tourism could assist Canal Fulton and other Canal villages.

ICON architecture

which could negatively impact tourism and the economic benefit to the Corridor region as a whole. Such appropriate development can not only result in economic benefits, but as aesthetic resources, they can be utilized and enjoyed by residents in addition to tourists.

Potential for other business development opportunities clearly exists. Increased opportunities and visitation to the Corridor will create a demand for recreational amenities such as bicycle rental, canoe and kayak rental, touring outfitters, camping outfitters, guided tours, travel and transport services and additional uses for the Cuyahoga Valley Scenic Railroad.



Journeys along the Towpath Trail and the Scenic Byway will create the need for visitor services such as bicycle shops and lodging.

ICON architecture

In general, there exists an opportunity to develop additional tourism and visitor infrastructure around the Corridor. With so many sites and attractions along the entire length of the Corridor, tour companies can help enhance the visitor experience by organizing a number of touring options and modes.

There are very few bed and breakfast establishments along the Corridor. Given the nature of many Corridor attractions, the many historic communities and homes, and the rural setting that typifies much of the Corridor, there appears to be a great opportunity to develop this segment of the lodgings marketplace.

The potential for the development of the bed and breakfast segment of the lodgings marketplace should be accompanied by an effort to address and update current local ordinances regarding the operation of bed and breakfast establishments. Zoning issues regarding the location, number of rooms and parking requirements for bed and breakfasts can be complex, as the most suitable sites are often in residentially zoned districts where commercial lodgings of any type are prohibited. Variances on a case-by-case basis may provide relief for prospective bed and breakfast operators, though it results in a more lengthy and costly process and might dissuade bed and breakfast development.

Often the number of rooms determines whether the establishment is a bed and breakfast or a hotel. Each designation carries its own regulations, though hotel regulations are stricter and require certain investments that often cannot be made by bed and breakfast owners. As well, a bed and breakfast with few rooms might not be economically feasible. Ordinances should be updated, if necessary, to address crucial zoning, size and restrictions issues in order to promote the establishment and successful operation of bed and breakfasts in the Corridor communities.

Additionally, the rural setting may provide an appropriate location for a conference/retreat center that can be utilized by corporate clients from Cleveland, Akron, Canton and Pittsburgh, among others.

Increased visitation to the Corridor will also benefit the non-profit sector. Many of the historic museums, homes, memorial sites and cultural organizations that are found in the Corridor area will be given greater exposure as a result of the implementation of the Management Plan. Sites at the south-

ern end of the Corridor stand to benefit the most, given their current lower visitation profile. For example the Massillon Museum and a number of initiatives in and around the Village of Zoar (including the Bolivar-Zoar CanalWay Center) will benefit from the establishment of the Canal-related infrastructure put forth in the Management Plan. However, many of these not-for-profit organizations rely on limited staffing, lean budgets, and volunteers. Increased visitation may stretch these limited resources even more, creating the necessity for creative solutions to revenue generation, organizational capacity, and visitor management. An entrepreneurs' training program for local and regional managers and executives of historic sites in the Corridor area can help these not-for-profits better understand their relationship to the tourism market, improve community relations, learn revenue-generating techniques and engage in strategic planning. Coordination with the Kent State Leisure Studies program should be pursued.

Examples from Other Heritage Areas

Heritage areas such as the Ohio & Erie National Heritage Corridor often rely on one or more governing bodies to coordinate regional activity and promote economic development. Two examples from the region include the Allegheny Heritage Development Corporation and the Steel Industry Heritage Corporation, both of southwestern Pennsylvania. The Steel Industry Heritage Corporation helps to manage and coordinate activities in the Rivers of Steel Heritage area by lending technical assistance to the region's steel-producing cities and towns on historic preservation and cultural and natural resources conservation. The Allegheny Heritage Development Corporation is more focused on the economic development aspects of heritage tourism, and has a number of programs and services available to communities, companies and individuals in the region. The Illinois and Michigan Canal National Heritage Corridor has implemented a Corridor-wide Chamber of Commerce that markets the overall destination and has also supported a Corridor-wide Main Street effort.

The Allegheny Heritage Development Corporation offers its Partnership Services Program to tourism-related businesses and attractions to help them assess their needs, increase business and save money. This program is achieved through a number of services, including:

- **Communications marketing.**
- **Marketing and economic research.**
- **Follow-up on requests for information about area services and facilities, as well as inquiries about technical and financial assistance.**
- **Site and interpretive development.**
- **Training and professional development.**
- **Financing and business planning.**
- **Publications.**

The overriding goal of the Partnership Services Program is to establish an image of critical mass among participants in order to attract additional visitors and customers. Through cooperation among area tourism facilities and tourist-related services, the Partnership Services Program helps to create a



Existing museums and historic sites, such as Fort Laurens State Memorial in Bolivar, will benefit from increased publicity.

ICON architecture

more vital destination area for visitors. And, unlike a typical Chamber of Commerce, the Partnership Services Program does not collect membership dues; rather, it charges a small fee for its services. Such a program could prove to be very beneficial to current and potential small businesses in the Corridor area. With visitation growth anticipated and a need for lodgings and other tourist-related services—especially in the southern part of the Corridor—this program could help the area's tourism infrastructure develop in a professional, coordinated manner. This program could also benefit small, rural and independent attractions and services that may not derive the benefit of affiliation with large organizations such as the Cleveland MetroParks System or the National Park Service.

Another program developed in the Allegheny Region is the "Progress Fund," a non-profit lending corporation that provides capital and technical assistance to small businesses that might not receive assistance from a bank. Borrowers include bed and breakfasts, campgrounds, country inns, recreational sites, cafes and restaurants, retail shops and tour operators. As well, the Progress Fund lends to offices, housing projects and public facilities located or seeking to locate in historic buildings and communities. Such a service could be very beneficial to individuals, small businesses and preservation organizations in the Corridor.

Proposed Strategy and Possible Mechanisms

Businesses in the Ohio & Erie Canal National Heritage Corridor also could benefit from the formation of a Chamber Coordinating Group made up of members of the various Chambers of Commerce in the Corridor region. The goals of this group, which could be convened by the OECA on a quarterly basis, would be to review issues of interest and concern to the entire Corridor area and develop promotional and marketing materials to help increase visitation throughout the Corridor. While not acting as a formal Chamber of

Commerce, this Coordinating Group could utilize the combined experiences and resources of each local Chamber of Commerce for the benefit of the entire Corridor Region. Several types of Corridor-wide coordinating programs might emerge from this collaboration, as described below.

An Ohio & Erie Canal Partnership Services Program could have a staff of two to four, and would seek outside sources of funding in the form of grants and direct contributions from government agencies, private foundations, corporations and individuals. The program could also charge a fee for some of its professional services, though at a rate subsidized by funds raised and grants received.

A Corridor-wide Loan Fund could act much in the same way as a traditional lender, such as a bank. The major difference will be in the rates and terms offered to the client and that the Fund will only loan to visitor-related businesses. Prospective clients would have to show a business plan and financial statements indicating a positive net cash flow. The Progress Fund has established the following rates and terms that could potentially guide a Loan Fund program for the Corridor:

- Clients can borrow between \$25,000 and \$100,000.
- Repayment terms are negotiable; usually between 5-7 years, though larger loans could qualify for up to 15 years.
- Interest rates are variable and tied to the prime rate. Depending on the nature of the business, interest rates will be between 80 percent and 120 percent of prime.
- A portion of business financing should be provided by commercial bank loans.
- Loan origination fees could be up to 2 percent of the loan, though fees will be determined on a case-by-case basis and can be waived.
- The prospective client does not need to demonstrate full collateral.
- Financing cannot retire existing debt.



This segment of the Canal south of Akron offers tranquility.

If such a fund could be established, it might require a staff of two, including a director and a loan officer. Funding for this not-for-profit organization could come from government agencies, private foundations and corporations. For example, the Progress Fund, working in Southwestern Pennsylvania, is supported by the United States Department of Agriculture Rural Development Program and the Southwestern Pennsylvania Heritage Commission, among other sources. A substantial reserve would be necessary in order to provide lending services to multiple clients (although a similar lending program could be established on a smaller scale.) Operating revenue could be derived from loan interest and origination fees.

4.2 Coordination and Resource Management

OECA can and should play an important role in coordinating and encouraging effective policies and programs by various levels of government to protect the key resources in the Corridor. However, the OECA cannot and should not supplant the legitimate and important roles of county and local governments for land use management, historic preservation, and direct coordination of intergovernmental activities. Ideally, OECA will encourage others to act responsibly to exercise stewardship over the important resources in the Corridor, but cannot oblige others to act. OECA can serve, figuratively, as a regional "conscience" for good design and appropriate treatment of resources.

In terms of general intergovernmental coordination, OECA can act positively in the following ways:

- **Comment on major federal "actions" taken within the boundary** through review of Environmental Assessments and Environmental Impact Statements promulgated by federal agencies and in commenting upon such actions as part of the A-95 federal review process. Such comments would be advisory, but would have to be considered and responded to by the acting agencies.
- **Enter into cooperative agreement(s) with the National Park Service** for technical assistance, financial assistance, operational support, and the range of other activities that might be undertaken by NPS as noted in Section 4.1.4, above.
- **Execute cooperative agreement(s) regarding the scope and method of funding for significant State and/or County Park district funding**, if such targeted funding is enacted as recommended elsewhere in the Plan. Such cooperative agreements could give OECA the ability to shape and comment upon resultant actions from such funding. OECA could also play a coordinating role for historic preservation activities. One way would be to request that the state, through the State Historic Preservation Office, consider special forms of assistance to preservation groups such as OECA in recognition of the national designation.
- **Coordinate with the several Metropolitan Planning Organizations in the Corridor and with county governments** to promote multi-modal and intermodal transportation, from planning through design. The OECA should play a significant role

in scoping and supporting bikeways, byways, and trails, including, potentially, serving as a conduit for some types of this funding.

OECA can also serve as an advocate for effective comprehensive planning in the Corridor. Ironically, even though zoning is generally considered to require a legal foundation in accordance with a comprehensive plan, nearly every community in the Corridor has enacted zoning, but less than one in four has a comprehensive plan. OECA can advocate for effective comprehensive planning at the local level, and can advocate that such plans incorporate recognition of the Ohio & Erie Canal National Heritage Corridor. OECA should encourage:

- Counties to adapt their overall and sector long range plans to reflect the National Heritage Corridor and its resources.
- Localities that have comprehensive plans to incorporate the National Heritage Corridor and its resources, reflecting these changes in policies, programs, and procedures.
- Localities that do not have comprehensive plans to prepare them, incorporating suitable reference to the Corridor.

The OECA could "make a difference" in advocating for effective historic preservation of key resources within the boundary and in encouraging local units of government, who are responsible for land use management and related policies, to enact effective measures that will enable improved stewardship along the entirety of the Corridor and at the local level. Only five of the local governments along the Corridor have enacted historic preservation ordinances (Cleveland, Akron, Barberton, Massillon, and Canal Fulton) while only three have completed historic preservation plans. The OECA should encourage resource stewardship as noted above in Section 3.7, including:

- **Encourage localities** that do not have historic preservation plans to prepare them, and provide technical assistance in preparing appropriate resource inventories.
- **Promote creation of a commission or review board** empowered to enforce the historic preservation ordinance.
- **Assist with establishing procedures** for identifying, reviewing, and designating individual landmarks and historic districts.
- **Assist communities** in becoming Ohio Historic Preservation Office-Certified Local Governments to receive additional benefits.
- **Provide assistance to localities** in shaping and enacting historic preservation ordinances. This type of assistance could be provided by promulgating, from readily available sources, model preservation ordinances that could be shaped to local needs and requirements.

An approach to resource management that could be promising, as it would reflect Ohio's tradition of home rule and local control, would be to encourage each locality to enact an O&E Canal overlay district, encompassing key resources relating to the National Heritage Corridor and the Journey Network. Such overlay districts might encompass a provision for comment on public and/or private actions affecting key resources to enable citizens and OECA to review and comment upon their compatibility with the Plan. OECA could provide technical assistance in this process and could, as suggested above, draft a model overlay ordinance.

4.3 Costs and Economic Impacts

This section presents an approximate assessment of costs associated with implementation of the Management Plan. The costs have been developed at a level of detail commensurate with the regional scope of the Plan and have been based on typical comparable items, not site-specific designs. The costs represent total expenditures for each item; although the financial assistance authorized to the OECA from Federal Heritage Area funds is limited and may be only a proportion of the funds that may be needed to accomplish a total improvement. The same comment applies to operational and program assistance funds, which may be supplemented from a variety of sources. As just one example, completion of the Towpath Trail may benefit from a wide range of funding sources (including county, local, state, and TEA-21 federal funds).

Development Costs

Element and overall cost estimates for the Ohio & Erie Canal National Heritage Corridor are provided in **Tables 6-9**. The following narrative accompanies these tables and is intended to convey a sense of the data used, as well as the assumptions that are inherent to each estimate and its presentation. The intent of the data in this section is to provide an estimate of the total cost of Corridor-wide improvements to put in place the key journey linkage elements and venues defined in the Plan, to estimate the costs of programmatic assistance that should be offered by OECA and/or its partners, and to compare these estimates to the likely Federal Heritage funding that will be made available as part of the National Heritage Corridor designation.

OECA Grant History

Table 5, OECA Grants to Date, shows the distribution of the assistance grants that have been provided to local entities by OECA during its first two years of funded operation. The intent of this Table is to examine how OECA funds have been disbursed to date.

The grants have been classified to correspond to the program elements defined in Section 3.7 of the previous chapter.

Clearly, the predominant category of grants to date has been Facility Development, emphasizing the extension of the Towpath Trail, and amounting to 59 percent of the total allocated grants. The second largest category, comprising 30 percent of the total, was for Resource Stewardship projects, including the Mustill House and Store, other restoration, projects in Zoar and neighborhood preservation efforts.

Completing the Towpath Trail and Other Linkages

Table 6 provides an estimate of the status and cost of the Towpath Trail, which is the spine of the Heritage Corridor. The trail is nearly 50 percent complete or committed, based on major construction within the Cuyahoga Valley National Recreation Area, trail segments completed by Metroparks in Cuyahoga County (including the recently completed Ohio & Erie Canal Reservation), and segments by Metro Parks Serving Summit County, Stark Parks, and Tuscarawas County. The funds committed or expended to date on the Towpath Trail exceed \$18 million, a very small proportion of which have been provided by OECA.

The estimates for the Towpath Trail, by segment, are based on information provided by contacts with each county, with minor adjustments for consistency. The major significant cost elements for the nearly 30 miles to be completed include segments of the trail which require viaduct or other costly construction in the LTV area of Cleveland's industrial valley, linkages through the Cascade Locks to downtown Akron, and proposed bridge or tunnel crossings at the southerly edges of Stark County and at Bolivar in Tuscarawas County.



The Towpath Trail and its linkages are the spine of the National Heritage Corridor.

Although some of these linkages are quite costly, they are essential to provide overall trail continuity from end to end. In order to complete these trail segments, it will be important to seek significant funding support through sources external to OECA, as Heritage funds will not be sufficient to complete these costly segments. Such external sources could potentially include federal and state transportation funds through ODOT and TEA-21, county funding, and support from foundation and other non-profit sources.

Table 5: OECA Grants to Date

Project	TOTAL	Facility Development	Heritage Infrastructure	Resource Stewardship	Other Heritage Programs	Planning & Design Assistance
1998						
Publication of Byway report	\$4,500		\$4,500			
O & E Corridor Visitor's Guide & Map	\$10,000		\$10,000			
Neighborhood Preservation Program	\$10,000			\$10,000		
Mill Creek Waterfall & Trail Project	\$8,600					\$8,600
Canal Reservation Corridor Enhancement	\$42,000		\$42,000			
Thornburg Station Public Amenities	\$75,000	\$75,000				
Boston Township Hall Restoration	\$40,000			\$40,000		
Restoration of Mustill House and Store	\$100,000			\$100,000		
Richard Howe House Historic Structure Report	\$20,000					\$20,000
Inventory of Akron Historic Canal Resources	\$5,000			\$5,000		
Canal Walk and Cleanup	\$914				\$914	
6.8 miles of Towpath Trail in Stark County	\$125,000	\$125,000				
Towpath trail in Massillon	\$125,000	\$125,000				
Lawrence Township towpath	\$125,000	\$125,000				
Restoration of Zoarville Bridge	\$10,000	\$10,000				
1999						
Ohio Ballet summer festival	\$10,000				\$10,000	
Fleet Avenue Connector	\$10,000					\$10,000
Canal Corridor education	\$9,980				\$9,980	
Design Guide Akron Canal	\$6,000					\$6,000
Massillon Discovery Trail	\$9,000		\$9,000			
Neighborhood Preservation Program	\$45,000			\$45,000		
Mustill House and Store restoration	\$50,000			\$50,000		
Towpath and Wolfe Creek trail	\$50,000	\$50,000				
Canal Fulton wharf	\$50,000	\$50,000				
Towpath Trail in Massillon	\$50,000	\$50,000				
Nav/Beth Corridor	\$50,000	\$50,000				
Rehabilitation of Zoar Town Hall	\$50,000			\$50,000		
Restore Zoar Hotel	\$50,000			\$50,000		
Total, (\$)	\$1,140,994	\$660,000	\$65,500	\$350,000	\$20,894	\$44,600

Note: the amounts shown do not include matching shares of local partner grant recipients.

Table 6: Status of the Towpath Trail

County	Length (miles)	Completed or Committed (miles)	Length to Complete (miles)	Cost Expended or Committed (yr 2000 \$)	OECA Funding Support to date (\$)	Cost to Complete (\$)
Cuyahoga County	14.2	7.4	6.8	4,834	42,000	12,350
Summit County	40.2	22.7	17.5	11,686	50,000	9,306
Stark County	25.7	19.7	6.0	1,965	350,000	2,774
Tuscarawas County	14.0	0	14.0	0	125,000	2,800
Total, (\$)	94.1	49.8	44.3	18,485	567,000	27,230

Estimated costs from Cuyahoga Valley National Recreation Area, Summit County Greenways Plan (12/98), and Stark County Park District. Costs include trailhead at northern terminus but not Canal Basin Park and Visitor Center and do not include land acquisition, contingency, or design services.

Table 7 indicates the approximate costs of the neighborhood linkages, corresponding approximately to the trail segments indicated on **Figure 13**, above. These costs based on generalized estimates per mile of trail, corresponding to the type of conditions associated with each link. A lower estimate is shown for "share the road" types of trails, compared to new links requiring specific trail construction. Additionally, key links that involve known conditions and relatively high expense (such as potential viaducts or structures) have been reflected in the per-unit costs.

Several links are highlighted as comprised "Other Core Linkages," reflecting their higher priority. These links, and the reason for their designation, include:

- (1) the connections between Massillon and Canton which, although not part of the Towpath Trail proper, are essential in order to provide the key east-west connection between the southern branches of the Corridor;
- (2) the north segment of the Scenic Byway, where the route splits to the east and west side of the industrial valley, because these Corridors represent the immediate linkage potential for the dense and historic neighborhoods in Cleveland to the Canal Corridor;

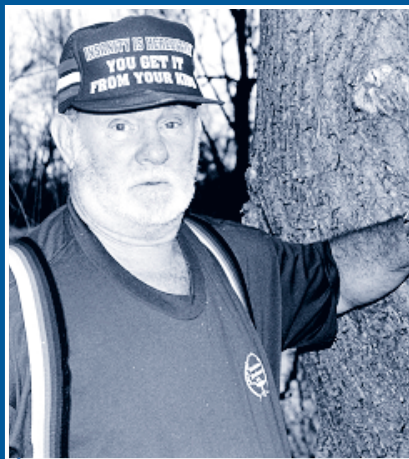
(3) the Towpath Trail spur in the LTV vicinity, as this link, though not continuous, represents the closet proximity of trail users to the key industrial uses in the valley.

Table 8 indicates a cost allowance for streetscape improvements in the vicinity of Journey Gateways, representing a varying level of investment in vicinity landscaping, street furniture, and signage at these key locations, depending on the characteristics of each venue. Special improvements at each venue are to be encouraged by local entities and may be significantly in excess of what is represented in this table, commensurate with user strategies for marketing Corridor travel.



The Scenic Byway journey in Zoar.

ICON architecture



Stark County Park District

I think it's one of the best things that ever happened to this county. It's one of the most beautiful spots in the world.

Glen Miller, who walks near the towpath near Lock #4 Park. Glen fishes for bluegill in the Canal.

Table 7: Costs of Trails and Neighborhood Linkages

Linkages	Length (miles)	Cost to Complete (\$,000)
Core Linkages		
Scenic Byway		
North-Westside from I-480/Route 17 interchange to Canal Basin**	14.40	\$720,000
North-Eastside from Bacci Park to Pittsburg/Kingsbury intersection**	12.50	\$625,000
Bikeway		
LTV-area spur and overlook**	0.78	\$4,100,000
Harvard Ave. to Ohio Erie Canal Reservation Gate at E. 49th	3.75	\$93,750
Lincoln Highway Corridor	8.20	\$1,230,000
Sippo Lake Connector - Massillon to Canton	8.20	\$1,230,000
East-West Linkages		
Cleveland Lakefront Bikeway East from E. 9th to Cleveland/Euclid Border	9.11	\$0
Cleveland Lakefront Bikeway West from E. 9th to Cleveland/Lakewood Border***	3.79	\$6,000,000
Eastern Heights	2.00	****
Euclid Avenue	5.00	\$125,000
Kinsman Avenue	3.75	\$93,750
Norfolk & Western/Rapid/Rails to Trails	1.25	\$250,000
Big Creek--Path Section	6.86	****
Big Creek--Route Section	6.14	\$153,500
Mill Creek	6.25	\$1,250,000
To Garfield Reservation	6.00	\$150,000
Cuyahoga Valley	12.50	\$312,500
Buckeye Trail***	85.00	****
West Creek Greenway	7.50	\$187,500
Metroparks Loop	12.00	\$300,000
Akron-Peninsula Rd. Trail	8.00	\$200,000
Connector to Arbor Hill Rd. in Bath	2.50	\$500,000
Akron-Barberton Beltline/Rails to Trails	4.00	\$800,000
Conrail/Rails to Trails	10.00	\$2,000,000
Hampton Hills Trail	1.35	\$270,000
Sand Run Parkway Trail	2.50	\$62,500
Mud Brook Trail--Route Section	0.25	\$6,250
Mud Brook Trail--Path Section	0.45	\$90,000
To Gorge Park Trail	1.50	\$300,000
Connection to Penn & Ohio Canal Route-Path	0.80	\$160,000
Connection to Penn & Ohio Canal Route-Route	0.30	\$7,500
Connection to Simon Perkins Mansion, John Brown Home, Children's Zoo	0.75	\$150,000
To Perkins Park & Historic Route of Portage Trail	1.50	\$300,000
Connection to Historic Sites around Lake Anna--Path Section	0.25	\$50,000
Connection to Historic Sites around Lake Anna--Route Section	0.60	\$15,000
To Firestone Metropark & Portage Lake	1.00	\$200,000
Neighborhood Connection to Kenmore Area	1.50	\$37,500
Connection to Anna Dean Farm Bike Path	0.40	\$80,000
Bike Route to Rogues Hollow	1.60	\$320,000
Crystal Springs Connector	1.00	\$25,000
Sippo Valley Corridor Trail	3.50	\$700,000
North Country Trail ***	12.00	****
Total	270.73	\$23,094,750

** Costs assume allowance for selective streetscape improvements
 *** Cleveland Lakefront Bikeway Estimate
 *** No cost estimated, project underway or completed by others

Table 8: Journey Gateways, Vicinity Improvements

Location Type	Journey Gateways, Streetscape Improvements	Miles	Cost to Complete (\$,000)
urban	Ohio City **	0.25	\$66,000
urban	Tremont **	0.25	\$66,000
urban	Mill Creek Area **	0.25	\$66,000
urban	Broadway **	0.25	\$66,000
suburban	Harvard Avenue	3.00	\$396,000
suburban	Ohio & Erie Canal Reservation	--	***
suburban	Bacci Park	--	***
suburban	Rockside Road	0.25	\$33,000
rural	Canal Visitor Center-CVNRA	--	***
rural	Station Road Bridge	--	***
rural	Boston Store	--	***
rural	Peninsula/Lock 29	--	***
rural	Hale Farm & Village	--	***
rural	Indian Mound	--	***
suburban	Stan Hywet Hall	0.63	\$82,500
urban	CanalWay Center-Akron	0.50	\$132,000
suburban	Summit Lake	0.30	\$39,600
suburban	Lake Nesmith	0.25	\$33,000
urban	Barberton	0.30	\$79,200
suburban	Clinton	0.25	\$33,000
suburban	Canal Fulton	0.25	\$33,000
suburban	Lock 4	0.25	\$33,000
suburban	Crystal Springs	0.25	\$33,000
suburban	Massillon	0.63	\$82,500
suburban	Sippo Lake	0.25	\$33,000
urban	Canton	0.50	\$132,000
suburban	Navarre	0.30	\$39,600
suburban	Zoarville	0.25	\$33,000
suburban	New Philadelphia	0.25	\$33,000
Total			\$1,544,400

Notes: Cost estimates do not include walks, curbs, or other infrastructure. Urban segments estimated at \$50/linear foot. Suburban segments estimated at \$25/linear foot. Rural segments estimated at \$15/linear foot.

** Does not link directly with Towpath Trail.
 *** No cost estimated; substantially complete.

Table 9: Cuyahoga Valley Scenic Railroad Extension

	Cost/Unit (yr 2000, \$)	Cost Expended or Committed (yr 2000, \$)	Cost to Complete (yr 2000, \$)	Total Cost (yr 2000, \$)
Rail Segments				
Harvard Avenue to Downtown Cleveland (4.2 miles)	448,800	0	1,884,960	1,884,960
Rockside to Harvard Avenue (5.4 miles)	116,356	0	628,322	628,322
Akron Area (3.25 miles)	593,269	1,500,000	428,124	1,928,124
Akron to Canton (17.5 miles)	528,000	8,000,000	1,240,000	9,240,000
Canton to Zoar (14 miles)	754,286		10,560,004	10,560,004
Stations				
Terminal Tower	1,329,504	0	1,329,504	1,329,504
Harvard Avenue	200,000	0	200,000	200,000
Eight CVNRA stations	166,188	0	1,329,504	1,329,504
Akron Northside	784,212	150,000	634,212	784,212
Canton	300,000	0	300,000	300,000
Zoar	100,000	0	100,000	100,000
Miscellaneous upgrade work				
Maintenance facility	2,183,800	2,183,800	0	2,183,800
Maintenance equipment	1,003,200	500,000	503,200	1,003,200
Locomotives	297,528	150,000	147,528	297,528
Passenger cars	1,341,648	600,000	741,648	1,341,648
Total		\$13,083,800	\$20,027,007	\$33,110,807

Source: URS Greiner Woodward Clyde

Extending the Cuyahoga Valley Scenic Railroad

Table 9 provides an estimate of the status and cost of extension of the Cuyahoga Valley Scenic Railroad (CVSR), which already provides service to Corridor journeys between Rockside Road and Akron. As noted in the previous chapter, the Plan recommends and supports long range extension of the CVSR, which is planned to be extended from Akron to Canton in the near term future. Extension north, to Cleveland's downtown, is the next logical step, followed in the long-term future by southerly extension to Zoar. Beyond funds that have been either expended or committed, the cost of these extensions, as determined by update of the CVSR Master Plan of 1993, would be approximately \$20 million, of which half would be devoted to the Canton to Zoar extension. These supplemental costs exclude right of way acquisition and would, typically not be substantially provided from OECA heritage funds.

Summary Cost of the Management Plan

Table 10 presents the Summary Cost for the Heritage Corridor to 2012, incorporating the elements discussed earlier in this section. Segments A through H of the table summarize key elements of the Plan with the following clarifications:

A. Scenic Byway—Items associated with the Scenic Byway include the approximately \$350,000 already allocated, for which route markers have been located and designed. The line items for "Interpretive Signage" and "Scenic Byway" deal with guide and interpretive signage, with quantities estimated based on the Corridor length and width. "Planning assistance for roadscape" is intended to deal with further implementation of the Scenic Byway Management Plan by cooperative planning with localities to define the needs for protection and enhancement of important character-defining elements and cooperative actions by localities to protect and enhance the byway environment. If the Byway is designated as a National Scenic Byway, many of these items could be eligible for substantial Federal Department of Transportation funding.

B. Interpretation—These items are oriented to area-wide and sub-area interpretation, including "Corridor-wide Interpretive Prospectus," which would develop specific means, methods, and content for overall interpretive improvements. The remaining line items deal principally with maps and wayside exhibits and exclude new indoor interpretive exhibits that are dealt with under items C and D, CanalWay Centers.

Table 10: Summary Cost Estimate to 2012

	Number	Subtotal by Line Item (\$)	Subtotal by Category (\$)
A Roads, Scenic Byway			1,811,400
Interstate Signage	50	350,000	
Scenic Byway			
Route markers (committed)		350,000	
Interpretive waysides	55	308,000	
Rest Areas	8	78,400	
Roadside enhancement areas	8	560,000	
Byway guide	1	65,000	
Planning assistance for roadscape		100,000	
B Interpretation			1,261,000
Corridor-wide Interpretive Prospectus		100,000	
Regional Unigrid Map	2	91,000	
Regional and Community Maps	10	70,000	
Information Kiosks	10	560,000	
Waysides - Primary	50	280,000	
Waysides - community	50	160,000	
C New CanalWay Centers			53,300,500
Scoping Studies	3	150,000	
Soft Cost Assistance	3	500,000	
Construction			
Visitor Center space	3	5,861,000	
Site Improvements	3	10,701,000	
Outdoor Interpretive Exhibit	3	16,250,000	
Exhibits	3	8,000,000	
Other design and contingency	3	6,838,500	
D Support to Existing CanalWayCenters			280,000
Supplemental Corridor Exhibit	5	280,000	
E Electronic Gateway			5,000,000
Proposed Sippo Lake Facility	1	5,000,000	
F Linkages			85,628,908
Towpath Trail			
Cost to complete	see Table 6	31,314,213	
Water Linkages			
Support to Concession start-ups		100,000	
Docks, "hard" improvements		312,500	
Connecting Trails			
Allowance for assistance	see Table 7	28,868,438	
Scenic Railroad			
Cost to complete:			
(1) Track extensions	see Table 9	18,426,763	
(2) Stations	see Table 9	4,866,525	
(3) Misc. Upgrade Work	see Table 9	1,740,470	
G Journey Gateways			3,430,500
Technical Assistance	20	500,000	
Local Streetscape	see Table 8	1,930,500	
Other Local Improvements	20	1,000,000	
H Heritage Programs			4,500,000
Preservation Programs		1,500,000	
Educational Programs		1,500,000	
Economic Development Programs		1,500,000	
Total		\$150,212,308	\$150,212,308



ICON architecture

Support to existing CanalWay Centers and interpretive venues such as the Helena III in Canal Fulton is an important element of the Plan.

C. New CanalWay Centers—These estimates are general in scope, assuming a range in scale of exhibit and visitor service space from a substantial facility in excess of 10,000 square feet at the northern CanalWay Center to 2,500 square feet at the southern CanalWay Center, with an intermediate scale of facility at the Akron location, with site improvements and related interpretation at commensurate scale. The outdoor exhibit and interpretive improvements that are estimated include the proposed Hulett's installation and related site improvement and interior exhibit costs in Cleveland, as well as a proposed museum space and interior exhibits associated with the Hulett's. It is assumed that the role of OECA for these facilities would be that of catalyst, providing initial detailed study and "soft" cost funding, to scope these facilities sufficiently to build a sense of excitement about the product, and to secure commitments from other local entities.

D. Support to Existing CanalWay Centers—It is assumed that a modular exhibit might be provided on the overall Corridor at each location. Costs assume an overall cost of design and planning of this element, plus production and installation.

E. Electronic Gateway—This facility is being planned and implemented by Stark County at Sippo Lake, along the segment of the Corridor between Canton and Massillon. The costs are those estimated by Stark County.

F. Linkages—Costs for the Towpath Trail and CVSRR are shown consistent with data provided, respectively, in **Table 6** and **Table 9** above, as these represent primary journey elements recommended by the Plan. Estimates for water linkages include an allowance for docks and support at several Journey Gateway locations as well as a lump-sum allowance for provision of support to concession start-ups for the water journeys. It is assumed that most costs associated with water linkages would be borne by private

interests, offering fee services or concessions. The estimate for connecting east-west trails is supported by data in **Table 7**, which computes the cost of all linkages within the Corridor boundary shown in the previous chapter, based upon generalized cost per unit of trail length. Some of these linking trails are portrayed as "core" elements, inasmuch as they are integral parts of the central Journey Network, including scenic byway links parallel to the industrial valley in Cuyahoga County and linkages between Canton and Massillon in the southerly portion of the Corridor.

G. Journey Gateways—An allowance has been shown for technical assistance and to support local improvements in these locations. **Table 8** shows a level of effort estimate for streetscape vicinity improvements to Journey Gateway settings, based upon an improvement allowance that is a factor of the type of setting and the distance between the Towpath Trail and the Scenic Byway. Additionally, estimates in Section H, described below, are intended to support a level of economic development assistance that could be provided (see description in Section 4.4, below) to facilitate local visitor-related investments and to encourage effective Corridor marketing at these locations.

H. Heritage Programs—General allocations have been assigned to programmatic forms of assistance to further the preservation, economic development, and educational objectives of the Plan, supportive of the directions provided in Section 3.7, above. Such funding allocations might be provided either as direct initiatives of OECA (for example, Corridor-wide economic development), as support through grant programs with local partners, or through partnership arrangement with other public entities, such as the National Park Service.

Table 10 estimates include money for design and contingency, which range from 15 percent to 60 percent. Items dealing with exhibit, graphic, and interpretive design are inherently cost intensive, and carry contingencies of up to 60 percent. Estimates in the 25 percent range are intended to cover typical design and construction contingencies associated with capital development projects at early stages of definition. Items with no factor are based on estimates that were either lump sum allowances (technical assistance and heritage programs) or where contingencies were part of earlier estimates (the CanalWay Centers).

Overall Heritage Funding Strategy

Table 11 shows the costs, by program element for the long and short term. The intent of this table is to compare the likely overall cost of the implementation of the Heritage Corridor Plan to activities now underway and the Heritage funds anticipated, assessing how Federal Heritage funds have been expended, by program category, and to develop a strategy for targeting the future Federal Heritage funds and needs for new partnering initiatives. The columns of the table use the same headings as the program categories described above in the explanation of **Table 5**. Estimates for each category described above in **Table 10** are shown. The top section of the table allocates the summary costs, by program category. The second section of the table compares the percentage of budget in each program category for total estimate for OECA grants to-date, resulting in a proposal for the preferred percentage allocation of anticipated Federal Heritage funds to each program category.

Table 11: Costs, by Program Element, Long and Short Term

	Total	PROGRAM ELEMENT				
		Facility Development	Heritage Interpretation	Resource Stewardship	Other Heritage Programs*	Planning & Design Assistance
		(\$, year 2000)	(\$, year 2000)	(\$, year 2000)	(\$, year 2000)	(\$, year 2000)
Roads, Scenic Byway	\$1,811,400	\$1,338,400	\$373,000	0	\$0	\$100,000
Interpretation	\$1,261,000	0	\$1,161,000	0	0	\$100,000
New CanalWay Centers	\$48,300,500	\$6,431,213	\$34,680,866	\$6,431,213	\$500,000	\$757,207
Existing CanalWay Centers	\$280,000	0	\$280,000	0	\$100,000	0
Electronic Gateway	\$5,000,000	\$3,750,000	\$750,000	0	0	0
Linkages	\$85,628,908	\$64,224,806	0	\$21,304,102	\$2,250,000	0
Journey Gateways	\$3,430,500	\$1,930,500	\$562,500	\$562,500	0	\$375,000
Heritage Programs	\$4,500,000	0	0	\$1,125,000	0	\$1,125,000
Total, (\$)	\$150,212,308	\$77,674,919	\$37,807,366	\$29,422,815	\$2,850,000	\$2,457,207
Total, %:	100%	52%	25%	20%	2%	2%
Existing distribution of OECA grants to date**		58%	6%	31%	2%	4%
Proposed overall distribution of Federal Heritage Funds***	\$6,400,000	\$2,240,000 (35%) ¹	\$1,792,000 (28%) ²	\$1,280,000 (20%) ³	\$640,000 (10%) ⁴	\$448,000 (7%) ⁵
Potential local match (assume 3:1 avg.)****	\$19,200,000	\$8,576,000	\$5,376,000	\$3,840,000	\$960,000	\$448,000
Long-term funding gap+	\$124,612,308	\$66,858,919	\$30,639,366	\$24,302,815	\$1,250,000	\$1,561,207
Long-term funding strategy		Seek TEA-21, ODOT, DOT, ODNR support for trails and connections. Encourage special county park district funding for trails, Fund RR from non-heritage sources.	Seek additional assistance from SHPO, NPS through CVNRA, ODOT, and partners at CanalWay Centers. Encourage participation by local foundations and non-profits.	Seek additional assistance from NPS through CVNRA, partners at CanalWay Centers, and private development sources.	Develop educational and interpretive outreach programs; recruit participation by schools, universities, non-profits.	Support "front-end" costs at CanalWay Centers; involve county, local, and other organizations in support.

Notes:

* "Other Heritage Programs" includes cultural, educational, and community economic development programs.

** % based on proportion of each Element to total cost.

*** Proposed federal funding \$ based on remaining funds from maximum \$10 million heritage cap, less 20% administrative and overhead expense.

**** Local match assumed at 3 non-federal to 1 federal heritage funds.

+ Long-term funding gap based on difference between Item 1 and sum of Items 4 and 6.

Rationale for Proposal:

1. Facility Development: Reduce direct support for trails; gradually leverage other funds, particularly for more expensive segments.
2. Heritage Interpretation: Increase support for interpretation planning and installation; recognize need to communicate story of entire Corridor.
3. Resource Stewardship: Maintain priority for stewardship throughout all elements supported.
4. Other Heritage Programs: Develop new programs to take advantage of the resource and to make public aware of its importance.
5. Planning and Design Assistance: Continue to provide technical and planning assistance to prompt direct investments by partner agencies and private sector.

A proposed allocation of remaining heritage funds, taking account of likely overhead and administrative costs of 20 percent, is shown along with an explanation of the intent of each allocation in the notes.

The anticipated local "match," the long-term funding gap in each program category, and a proposed approach to meet each type of gap are outlined at the bottom of the Table. This estimate is strategic, resulting in an approach that can be adopted by OECA in determining what types of uses and immediate priorities to place on use of its federal funds as well as how to approach potential project and funding partners in the short and long range.

Table 12 shows an outline of how OECA might approach potential partner agencies at federal, state, county, and local levels to attract the additional funding from these partners that will be required to implement the Plan. In this document, specific allocations and program types are not recommended, since the Plan will be implemented over a significant length of time and the type and amounts of resources available from such agencies and their programs will inevitably evolve.

4.3.2 Operating Costs

In general, OECA will not actually operate or maintain facilities or services. However, certain staff functions can and should be maintained to insure constituent responsiveness, communications, and the ability to provide technical assistance. Although OECA is in the process of determining its preferred mode of providing such services and the implications for its relationship to OCC and OECCC, it may be useful to note the comparable entities to OECA tend to experience an administrative and overhead cost approximating 15 percent-20 percent of total annual operating budget.

To the extent that significant staff-intensive assistance programs are provided, it is probably best that these be provided through partner entities, such as National Park Service, or through other cooperative arrangements. However, one possible mode of operations might include an election by OECA to provide "front end" funding for the start-up costs of major technical assistance and promotional services, in the expectation that once program objectives have been clearly defined, these services will be supported by other entities and sources. Several examples of such efforts are highlighted in Section 4.4.1, below.

4.3.3 Economic Impacts of the Plan

Implementation of the Corridor Management Plan will provide numerous additional opportunities for recreation and tourist activity. The journey Gateways, visitor centers and other attractions currently under construction or proposed will increase visitation along the length of the Corridor. Current visitation to the natural/recreational, historic and cultural attractions is estimated at 16.5 million visitors. Implementation of the Corridor Management Plan is projected to increase visitation throughout the Corridor area by approximately 3.3 million visitors, or 16.5 percent. Though much of the increase is projected to be the result of the proposed recreational infrastructure provided by the journey Gateways and parks, other historic and cultural attractions along the length of the Corridor—including museums, historic sites, and the arts—will benefit directly from these enhancements and should experience an increase in visitation.

Table 13 shows the projected annual spending by new visitors to Ohio & Erie Canal National Heritage Corridor. An additional 3.3 million visitors to the Ohio & Erie Canal National Heritage Corridor will generate new economic activity in the Corridor region. Day trip visitors to Corridor area venues will spend money on food, transportation-related items, gifts and souvenirs, and fees and admissions. Overnight visitors will make expenditures for lodgings in addition to the above categories. Of the 3.3 million new visitors, it is estimated that approximately 10 percent, or 330,000 visitors, will utilize overnight accommodations. This is approximately 164,000 room nights, assuming an average of two persons per overnight party. Broken out over the course of a year, the room nights are equivalent to 449 total rooms needed to accommodate the increase in overnight visitors. This is then doubled to 898 rooms in order to accommodate for the seasonal variation of visitation to the Corridor area. Currently there are 73 hotels and motels with a total of 10,721 rooms in the Corridor area. These additional 898 rooms represent an 8.4 percent increase in the total number of hotel and motel rooms with the potential for development in the Ohio & Erie National Heritage Corridor.

Nearly 70 percent of all current hotel and motel rooms in the Corridor are in Cuyahoga County, 17 percent are in Summit County, and only 13 percent of these rooms are in Stark and Tuscarawas counties combined. As well, there is a notable lack of bed and breakfast properties and campgrounds throughout the area. The 1998-1999 Ohio Accommodations Guide listed only six B & Bs in the Corridor, while there were only two Corridor-area campgrounds listed by the Ohio Campground Owners Association. Given the relative lack of these types of overnight accommodations and the types of visitation promoted by the Heritage Corridor (including heritage tourism and camping), there is excellent potential for the development of these segments of the marketplace. This is especially the case in the southern part of the Corridor, where visitor infrastructure is not as well developed. The potential for additional overnight accommodations will have a direct impact on construction and renovation jobs and permanent hospitality positions. As well, secondary economic impacts will be felt in other segments of the tourism marketplace, including restaurants, transport companies and recreational outfitters.

Table 12: OECA's Partnering Strategy

	Facility Development	Heritage Interpretation	Resource Stewardship	Other Heritage Programs*	Planning & Design Assistance
Cost					
Total Cost	\$77,674,919	\$37,807,366	\$29,422,815	\$2,850,000	\$2,457,207
Proposed Federal Heritage Funds, \$	\$2,240,000	\$1,792,000	\$1,280,000	\$640,000	\$448,000
Potential Local Match (assume 3:1 avg.)	\$8,576,000	\$5,376,000	\$3,840,000	\$960,000	\$448,000
Long-term Funding Gap	\$66,858,919	\$30,639,366	\$24,302,815	\$1,250,000	\$1,561,207
Key Partner Roles					
Federal government					
National Park Service	●	●	●	●	●
Department of HUD	●		●		●
FHWA	●	●			
State government					
ODOT	●	●			●
ODNR	●	●	●		
State Historic Preservation Office	●		●		●
County government					
County Park Districts	●	●	●		
Other entities					
Local governments	●	●	●	●	●
Private-sector partners**	●	●	●	●	●
				major role	●
				minor role	●
* "Other Heritage Programs" includes cultural, educational, and community economic development programs					
** private sector entities could include foundations and other non-profits					

The funding gap identified above for each category could be addressed through a partnering strategy involving government non-profit and private entities. Sources of support include:

Federal government:

The National Park Service and the Department of the Interior could provide technical assistance with a range of activities for facility development, heritage interpretation, resource stewardship, other heritage programs, and planning and design assistance. Financial assistance could assist with facility development, heritage interpretation, and resource stewardship.

Other federal agencies such as the Department of Housing and Urban Development (HUD) could provide project coordination support to ensure compatibility with the Corridor Management Plan in facility development, heritage interpretation, resource stewardship, other heritage programs, and planning and design assistance. These federal agencies could also leverage federal funding for Corridor demonstration and implementation efforts.

The Federal Highway Administration (FHWA) could support facility development and heritage interpretation by designating the Scenic Byway a National Scenic Byway.

State government:

The Ohio Department of Transportation (ODOT) could provide assistance in facility development and heritage interpretation through Scenic Byway improvements, funding for the bikeway, particularly in the complex LTV Steel parcel, and TEA-21 and mitigation funding for various types of facilities. ODOT's TEA-21 Enhancements funding and various mitigation funds could also assist with facility development, heritage interpretation, and resource stewardship.

The Ohio Department of Natural Resources (ODNR) could assist with facility development and heritage interpretation by coordinating a variety of state initiatives and programs and improvements to ODNR property.

The Ohio Historic Preservation Office and other state agencies could target assistance programs to the Corridor for facility development, heritage interpretation, resource stewardship, other heritage programs, and planning and design assistance.

County government:

The three County Park Districts in the Corridor could support facility development and heritage interpretation by continuing to coordinate ongoing park and trail development. Special County Bond issues targeted to the Corridor could provide financial assistance.

Other entities:

Local governments could provide joint project funding and coordination with local efforts to support facility development, heritage interpretation, resource stewardship, other heritage programs, and planning and design assistance.

Specific investment projects in facility development and heritage interpretation could target private-sector partners, foundations and other non-profit organizations for significant support.

Table 13: Projected Annual Spending by New Visitors to the Ohio & Erie Canal NHC

Type of Visitor	Number of New Visitors	Per Capita Spending	Length of Stay (nights)	Total Spending
Overnight	327,900	\$75	1.0	\$24,592,500
Day Trip	2,951,100	\$15	--	\$44,266,500
Total	3,297,000*			\$68,859,000

Source: The Office of Thomas J. Martin

* above the 16.5 million existing visitors to natural, recreation, and cultural attractions

The projected increase of approximately 3.3 million visitors to the Ohio & Erie Canal National Heritage Corridor will bring new spending to the area. A projection of new annual spending in the Corridor is presented in **Table 13**, immediately above.

Of the approximately 3.3 million projected new annual visitors, 10 percent are projected to be overnight visitors staying an average of one night in paid accommodations. Spending an average of \$75 per capita, these visitors will spend nearly \$25 million per year in the Corridor. Day trip visitors will spend much less per capita, though they will comprise the great majority of Corridor visitors. At an average of \$15 per day per capita, this visitor segment will spend more than \$44 million. The total direct economic impact of day trip and overnight visitor spending is projected to be nearly \$69 million per year after implementation of the Ohio & Erie Canal National Heritage Corridor Management Plan is completed. This annual spending level is the estimate at completion; however, spending will gradually build up as elements of the Plan are put in place. Clearly, this new level of economic activity will have an ongoing positive impact on the demand for services, related business development, and associated community revitalization throughout the Corridor.

4.4 Phasing Strategy

Table 14 shows the general phasing strategy proposed for the types of project improvements defined in the previous section. The implementation approach is divided into three broad phases, corresponding to the sequence of anticipated funding associated with the federal heritage Corridor:

- **Phase I represents the period through 2006**, or the approximate halfway point to the defined end-date for the availability of the authorized heritage Corridor funds.
- **Phase II represents the period ending in year 2012**, the end of the period when federal heritage funds are anticipated to be available.
- **Phase III refers to the period beyond 2012**, when the Ohio & Erie Canal National Heritage Corridor will retain its designation as a nationally important resource, but will have to achieve self-sufficiency for program support.

Each of these Phases is amplified in the remainder of this section.

Phase I: Establish Identity (2000-2006)

This Phase represents a continuation of work in progress, during the years between the adoption of the Management Plan and 2006, the halfway point to the First 6 years (halfway to 2012). The general concept of this initial phase will be to establish the Corridor as a strongly perceived regional resource, expanding its regional visibility and constituency. Clearly, the work to achieve these objectives is well underway and will offer an excellent foundation for this phase. Key priorities during this phase would include:

- **Continue extension of the Towpath Trail and other core linkages** in cooperation with local and regional entities to achieve maximum feasible Corridor continuity. Expansion of the central trail, in conjunction with next year's planned start of the extension of the Cuyahoga Valley Scenic Railway to Canton, will create a sense of regional connection that will greatly benefit the identity of this major regional project. Cooperative funding and implementation strategies should be developed for the most difficult and costly links, such as the LTV segment in the north portion of the Corridor, using non-OECA funding sources wherever possible.
- **Continue to support other regional trail linkages that connect neighborhoods** in the Corridor to the central journey network, increasing the access of communities within and beyond the boundary to the Canal Corridor.

Table 14: Phasing of Improvements

Secure National Byway Designation	■																			
Route markers																				
Interpretive waysides																				
Rest Areas																				
Roadside enhancement areas																				
Byway guide																				
Planning assistance for roadscape																				
Interpretation																				
Corridor-wide Interpretive Prospectus																				
Regional Unigrid Map																				
Regional and Community Maps																				
Information Kiosks																				
Waysides - Primary																				
Waysides - community																				
New CanalWay Centers & Electronic Gateway																				
Scoping Studies																				
Soft Cost Assistance																				
Construction																				
Visitor Center space																				
Site Improvements																				
Outdoor Interpretive Exhibit																				
Exhibits																				
Electronic Gateway																				
Support to Existing CanalWay Centers																				
Supplemental Corridor Exhibit																				
Linkages																				
Towpath Trail																				
Water Linkages																				
Support to Concession start-ups																				
Docks, "hard" improvements																				
Connecting Trails																				
Scenic Railroad																				
Journey Gateways																				
Technical Assistance																				
Local Streetscape																				
Other Local Improvements																				
Heritage Programs																				
Preservation Programs																				
Educational Programs																				
Economic Development Programs																				

- **Develop marketing materials and supportive improvements for key journey loops and Gateways**, increasing the visibility of the Corridor for residents and visitors, and assisting communities in Gateway vicinities to improve nearby settings and develop supportive services. Part of this initiative could include development of a demonstration approach to providing services and means of transportation along key water links. Of these, the initial priority would probably be from Akron's Lock 1 to Summit and Nesmith Lakes, although this work should include periodic event-oriented services until clear progress is made on the Akron CanalWay concept.
- **Develop a detailed interpretive prospectus, standards for interpretive waysides exhibits**, and a Corridor-wide assistance effort for wayside exhibits, based on the overall structure of the Plan, and its planned improvements.
- **Assist in developing partnerships to scope the three new CanalWay Centers with local entities**, providing technical and limited financial assistance to define the specific improvements and the nature of the feasible funding strategy in each venue. Subject to substantial progress in each venue, including demonstration of strong local support, control of key properties, and commitment for operations and management, OECA could assist in defraying some proportion of the pre-development costs for each location.
- **Coordinate with the development of the Stark County Education Center** at Sippo Lake to determine the feasibility of taking advantage of its planned investment in inter-connected information and educational services to establish an "electronic Gateway" to the entire Corridor. It is possible that this facility could, with minimum OECA cost, provide a capability for development of contemporary internet-based educational and information services to the users and residents of the Corridor.
- **Initiate cooperative actions with the National Park Service** to take advantage of the technical and financial assistance authorized by the Heritage Corridor legislation. This assistance should incorporate, at a minimum, technical assistance in preservation and interpretation, but could be extended to include financial assistance with Corridor projects.
- **Initiate demonstration program grants** at a modest level for educational, cultural, and economic programs and activities that can increase Corridor-wide visibility and recognition, with emphasis on activities that have strong potential to be replicated in other Corridor venues.

Phase II: Pilot Projects that use the Regional Framework (2007-2012)

The end of this Phase in 2012 is scheduled to be the "sunset" for the availability of federal heritage funds identified under the legislation designating the Ohio & Erie Canal National Heritage Corridor. Accordingly, the period from 2007 to 2012 should be one of consolidation and completion of the physical improvements identified in this Plan, as well as a period where the OECA makes a concerted effort to put in place programs that take advantage of the physical improvements that will have been put in place during Phase I. The improvements will focus on encouraging completion of the CanalWay Centers by OECA's partners, extension of the regional trail network, and development of program support activities that can be self-sustaining. Key priorities during this phase would include:

- **Completion of the key linkages** that have been defined as the journey network, enabling full utilization of the potential of the Corridor for local and visitor recreation use. This would hopefully include the difficult links and journeys such as water excursions and rail extension to Cleveland. The long-term extension of rail from Canton to Zoar would also be a target.
- **Expansion of the connecting trail network**, by encouraging county and local actions to reach out to communities inside and beyond the Corridor to form a truly regional system.
- **Marketing the entire Corridor and its journeys** for increased utilization by residents and visitor.
- **Assistance to CanalWay Center project partners** to complete construction and ongoing operations at the three primary venues to provide a highly visible method of interpreting and explaining the overall Corridor.
- **Continued coordination with NPS for program involvement** Corridor-wide, within CVNRA, and on-site at CanalWay centers.
- **Development of Corridor-wide programs and mechanisms for their continued operations in economic development, educational and cultural programs/activities, and preservation.**

Phase III The Long Term: A Self-sustaining Regional Asset

In the long term, when direct funds are not longer available from the Department of the Interior, the National Heritage Corridor will retain its designation and prominence, and local entities will have to be responsible for the stewardship and program functions of its key resources. The long-term mission for OECA, as a non-profit entity, would be to develop revenue sources to enable continuing operations, to continue marketing the Corridor as a destination, to encourage appropriate development and use, and to ensure the local entities maintain the quality of the resource and of the Corridor experience.

Long-term success of the National Heritage Corridor depends on the management entity's ability to engage town, city, and state agencies, elected officials, businesses, institutions, and residents over the long run. The Corridor Management Plan is a long-term document and OECA, the management entity, must develop a strategy for sustaining an effective organization after the currently authorized federal assistance funds are

no longer available after 2012. The management entity should continually work on creating alliances and coalitions that can pick up aspects of the Plan and take over leadership for implementation. This will help ensure that the immediate action and short-term projects and initiatives happen, while others, including OECA, continue to work on the long-term parts of the Plan. Part of the task of sustainability involves building a regional coalition and community of interest in support of OECA's activities and the Plan's recommendations. OECA actions in support of such a long-term coalition should include:

- **Encourage communities** within the boundary to endorse and adopt the Plan.
- **Build on existing regional coalitions**, interest groups, and organizations that have been active supporters of the Corridor.
- **Do continual outreach to communities**, officials, businesses, and organizations to ensure that the programs and projects of the Corridor Management Plan are supported, understood, and appreciated for their quality of life contributions.
- **Pursue grants** through new and enhanced coalitions.
- **Work with agencies and elected officials** to ensure that the mission and goals of the Ohio & Erie Canal National Heritage Corridor are recognized and used as important influence on local planning and design decisions.

In addition, OECA should investigate various longer-term mechanisms to achieve long-term sustainability recruiting involvement of key institutions, business interests, and beneficiaries of OECA's programs and projects. As part of this investigation, OECA should consider the widest possible range of options, including, but not limited to:

- **Direct solicitation** of other public and private sources of development and operations funding.
- **Requests** for on-going direct state support.
- **Regional** and community-based voluntary support.
- **Tourism or quality of life community or area-wide revenue sources**, potentially associated with Corridor-wide promotional, marketing, and business assistance programs and activities.
- **Citizen-advocate, membership-based organizations**, existing and future.
- **Marketing of products and services** to generate revenue, including possible license fees for use of the CanalWay Ohio logo and other proprietary items.