



C.1 Organization and Governance

Susquehanna Greenway Partnership

The Susquehanna Greenway Partnership is a public-private advocacy organization that has been working since June 2001 to define, document, preserve, maintain, restore, and shape the many places, memories, and accomplishments that connect Susquehanna people and places, and to facilitate the establishment of the Susquehanna Greenway for the use and enjoyment of all people. The partnership is in essence a network of like-minded agencies, organizations, and interests that are spearheading the planning, design, and future development of the greenway project.

The partnership represents the collective efforts of more than twenty-two (22) Pennsylvania counties and 500 miles of river oriented communities. The actions and activities of the partnership are directed by a set of Charter principles that have been agreed to by all partners. The partnership is governed by a chair and vice chair, and is supported in its daily work by staff from the SEDA-Council of Governments. Advisors to the partnership include the Pennsylvania Departments of Conservation and Natural Resources, Environmental Protection, and Transportation, and the U.S. National Park Service Rivers and Trails Program.

The partnership created a Planning Team to orchestrate public involvement and prepare a strategic action plan for the greenway project. The planning team offers guidance in the formation of the strategic plan, and is a resource group that represents the interests of constituent groups throughout the project study area. The Planning Team has consistently employed consultants, institutions, and non-profit organizations with expertise in public involvement, land use planning, and greenway development to prepare a series of important products for the project, including a conceptual framework plan and strategic action plan.

The partnership has also enabled the creation of six Reach Advisory Committees (RAC), whose function is to foster communication and public input and to localize the future development of the greenway project. The boundaries for the RAC's have been defined based on geographic considerations. The RAC's have met on several occasions during the three year planning process to solicit input from the public and communicate project activities and recommendations.

The partnership has had many of its activities and products funded through a combination of local, state, federal and private funds. Grants from the Commonwealth of Pennsylvania have been used to support planning initiatives. Local funding will be needed to implement projects defined through the strategic action plan.

The partnership operates through an agreed upon planning and meeting schedule that determines its activities. The chair or vice chair schedules the meetings of the full partnership. The partnership meets on a quarterly basis to conduct its business, however, a number of additional meetings that involve partners have occurred during the past three years focused on planning initiatives, public involvement, and product development.

Strengths of the Partnership

- Leadership – the partnership is recognized throughout the study area as the leadership organization for the greenway project. It demonstrates leadership through its activities and products.
- Product Development – the partnership has proven its ability to advance the cause for the greenway and produce action-oriented tools that are leading to future development of its intended mission and objectives.
- Communication – the partnership has done an excellent job of putting in place the necessary tools and procedures to communicate its mission, goals, objectives, and activities.

Weaknesses of the Partnership

- Funding - the partnership has not developed a dedicated and recurring funding source to support future development objectives and currently relies on planning grants to accomplish its work.
- Organizational structure – it is not clear who is in charge within the organization. This is typical of advocacy organizations that lack a defined hierarchy.
- Dependence – the partnership is dependent on SEDA-COG for its staffing and outside funding for activity and product development.

C.2 Pennsylvania Municipalities Code

The Pennsylvania Municipalities Planning Code provides a solid foundation for the preparation and implementation of the Susquehanna Greenway Strategic Action Plan. The code provides for the development of a comprehensive, multi-jurisdictional plan that can serve to guide future conservation of natural resources and development of facilities that benefit public health, safety, and welfare. With respect to governing the greenway, Article 11 of the Pennsylvania Municipal Code addresses issues related to Intergovernmental Cooperative Planning and Implementation Agreements. The code allows multiple municipal governments to “enter into intergovernmental cooperative agreements.” Such agreements should 1) establish a process for implementing the agreement, 2) provide for a review process of project activities, 3) define roles and responsibilities of sponsoring governments, 4) provide for annual reporting on the activities of the agreement, and 5) define all other relevant duties and responsibilities.

Under the code, the Susquehanna Greenway could be governed by an intergovernmental agreement that would include local and regional governments throughout the study area. Article 11 would allow the partnering governments to appropriate funds, employ staff and consultants, create a joint planning commission to oversee its work, accept grants from federal, state, and local governments, accept technical assistance from federal, state, and local governments, create an ordinance for the purpose of implementing its plan, and work in partnership with federal, state, and local governments to carry out the plan recommendations.

C.3 A Review of National Models

The Greenways Incorporated/EDAW team was asked to consider different types of organizations that might serve as models for how the Susquehanna Greenway could be organized and governed. Several types of greenway-oriented organizations are currently in successful operation throughout the United States. There are in essence five different types of organizations that are in current operation. Put another way, almost every greenway-oriented organization would fit under one of the following five types of organizational models.

C.3.1 The Single Agency Model

The Single Agency Greenway Organization is typically developed around the leadership of a sole local, regional, or state government agency. Oftentimes this will be a park and recreation or planning department whose interests and operating mission are naturally aligned with the goals for greenways. It is rare to find single agency models in the United States, however, one that fits this type is the Raleigh, NC, Capital Area Greenway Program, a single agency greenway organization with the Parks and Recreation Department as lead agency. Another is the Indianapolis



Greenway System, also administered by Indianapolis Parks and Recreation.

C.3.2 The Multi-Agency Model

The Multi-Agency Model offers the same organizational foundation as the Single Agency Model, however, in this example, two or more agencies have decided to pool their talent and divide the responsibilities in order to resolve the complex issues for greenway implementation. Charlotte-Mecklenburg County, NC Greenway Program is an example of a dual agency program with Parks and Recreation as lead and County Stormwater Services, Charlotte-Mecklenburg Utilities and other agencies in supporting roles.

C.3.3 The Public-Private Model

There are two public-private partnership models for greenways. The first is a strong-side public sector, which in essence means that local, regional, or state governments provide the bulk of activity, leadership, and energy for the greenway. The private sector normally plays a support role in this partnership through fund-raising, promotion, and/or programming. The Hudson River Greenway, Coastal Georgia Greenway, and Roanoke Valley Greenway Commission are good examples of state and regional public-private greenway organizations.

C.3.4 The Private-Public Model

Under this scenario, the private sector is the strong side, which means that private organizations shoulder the primary burden for planning, design, implementation, and management of greenways. Public sector partners are asked to support the greenway effort in the areas of management, promotion, and programming. The Saint Paul Riverfront Corporation and Chicago Openlands are examples of private sector organizations developed with the support of public sector leadership.

C.3.5 The Private Sector Model

The Private Sector Model places the establishment and operations of the greenway program totally within the realm of private organizations, without any direct influence from local, regional, or state governments. The private sector completes all work on greenways through its own means. The South Suburban Park Foundation of Denver, Colorado is a good example of a private sector organization that is exerting leadership in greenway development. Additionally, the Peninsula Open Space Trust in San Francisco is a private sector organization that is protecting land and implementing a variety of greenway objectives in the Bay Area region.

C.4 Model Organizations

The GWI/EDAW team has selected a range of organizations to examine in a more thorough manner. The purpose in presenting this information is to compare different operating philosophies and structures from these greenway-oriented organizations that might be used in formulating a strategy for the Susquehanna Greenway.

C.4.1 Hudson River Greenway Communities Council

The Hudson River Valley Greenway Act of 1991 created a process for voluntary regional cooperation among 242 communities in 13 counties in the Hudson River Valley. This greenway organization is in fact an excellent model for the Susquehanna Greenway to study in greater detail. It is an example of a strong-side public-private partnership. The communities that are part of the Communities Council include those that are “riverside,” or connected to the river and those that are “countryside,” or those that do not have a physical connection to the river.

The Communities Council (CC) is one of two organizations created by the Greenway Act. The CC is a state agency that works with local and county governments to enhance local land use planning and create a regional compact for the Hudson River Valley. The CC provides community planning grants and technical assistance to help communities develop a project vision and tools for balancing economic development and resource protection. To date six counties have formed planning compacts to implement elements of the greenway vision. The CC is governed by a chair and an executive director, and employs a rather large staff of individuals to provide a range of services to member communities.

A second organization created by the act is the Greenway Conservancy for the Hudson River Valley, a public benefit corporation that works with local governments, organizations, and individuals to establish the Hudson River Valley Trail system, promote the Hudson River Valley as a single tourism destination, assist in the preservation of agriculture and in partnership with the Communities Council, and works to strengthen state agency cooperation with local governments. The Conservancy is also governed by a chair and an executive director.

There are three primary products of the Greenway: a land-based trail, a water-based trail, and a program that targets the Valley for increased and improved tourism. The land-based trail extends for more than 519 miles through all 13 counties. The trail is developed in a variety of methods, from natural surface earth to paved asphalt, concrete, and paver pathways. The trail is both “riverside” and “countryside.” The State of New York has just released a June 2004 draft of its Trails Vision Plan that defines the land-based and water-based trail facilities in each county. The water trail on the Hudson River will eventually extend from Battery Park in the Village of Waterford, Saratoga County to Battery Park in Manhattan a total of 156 miles. The water trail is being designed specifically for canoe and kayak users.

The Hudson Valley Tourism Development Council is a partnership of public and private tourism interests in the ten-county Hudson River Valley, whose mission is to strengthen the region’s economic base through effective coordination and implementation of tourism development efforts, resulting in significantly increased numbers of domestic and international visitors to the region. The Tourism Council is looking to promote and market the Hudson River Greenway, increase tourism activity, and foster better economic conditions for communities throughout the Valley.



C.4.2 Allegheny Trail Alliance

The Allegheny Trail Alliance is a unique coalition of seven trail organizations in southwestern Pennsylvania and western Maryland whose purpose is to assure the construction, maintenance, and use of a multi-purpose trail between Pittsburgh, PA and Cumberland, MD. The trail is now named “The Allegheny Passage.” Eventually, the efforts of these organizations will result in the development of a 185-mile corridor that will provide non-motorized transportation link between Pittsburgh, PA and Washington, DC. Each trail organization works to develop its own independent section of trail. The seven trails that are combined to create The Allegheny Passage include: Montour Trail, Three Rivers Trail, Steel Valley Trail, Youghiogheny River Trail North and South, Allegheny Highlands Trail in Pennsylvania, and the Allegheny Highlands Trail in Maryland.

The Alliance is a good example of a strong-side private-public organization that has combined energies, activities, and talents to develop an interconnected, long-distance trail system.

C.4.3 Coastal Georgia Greenway Steering Committee

The Coastal Georgia Greenway Steering Committee is a confederation of local governments and private sector interests established in March 2000 to promote the development of the 350-mile Coastal Georgia Greenway. Consisting of six (6) counties and three (3) private non-profit organizations, the Steering Committee has successfully guided the conceptual planning, detailed design, and early development of the Greenway project. This organization is a good example of a strong-side public-private organization.

The greenway consists of a 200-mile network of pedestrian, bicycle, on-road, equestrian and water trails. It also includes a 150-mile multi-use trail that links Savannah to St. Mary’s. The greenway links a variety of coastal Georgia communities together from the South Carolina border to the Florida border.

The greenway is currently governed by the 7-member Steering Committee that oversees all work associated with the project. The Committee is headed by a Project Manager who works full-time to direct the day-to-day activities of the Committee and the project. Working in partnership with local communities, the Committee and project manager have launched a number of successful greenway development initiatives. First, they produced an overall master plan for the project with financial support from the State of Georgia. Second, they applied for and received a series of TEA-21 enhancement grants from the Georgia Department of Transportation and began detailed design work for specific segments of the greenway. Third, they produced a marketing brochure and have launched a web site that describes the greenway project and provides visitors and residents with information about the greenway system. Fourth, they have successfully built and opened for use several segments of greenway trail in all six counties.

In 2004, the Committee, its partners and the State of Georgia have introduced legislation to create the “Coastal Georgia Greenway Regional Development Authority.”



The purpose of the Authority will be to “acquire, construct, equip, maintain, and operate parks and recreation facilities and areas, including ...trails.” The authority would become a subdivision of the State. The authority would consist of six members who are residents of the six coastal counties. Three appointments are made by the counties and three appointments are made by the Coastal Georgia Regional Development Center. The authority shall elect a chair, vice chair, and clerk in order to conduct its business. Legal counsel for the authority would be independent of the authority. Certain activities of the Authority will require the approval and cooperation of the subject counties, including real estate acquisition and disposal. The authority is prohibited from condemning property. The authority will have the ability to contract with outside entities for design, construction, and management of these facilities. Pursuant to Georgia state statutes, the authority will be able to issue revenue bonds or obligations to support its work. The authority will become a legal entity upon approval by the Governor of Georgia. A copy of the legislation created by the State of Georgia to implement the Authority is included in the Appendix CD.

C.4.4 Pacific Crest Trail Association

The Pacific Crest Trail Association is a 501(c)3 charitable and educational organization whose mission is to protect, preserve, and promote the 2,650-mile Pacific Coast National Scenic Trail (PCNST) in order to reflect its world-class significance for the enjoyment, education, and adventure of hikers and equestrians. Formed in 1977, the Association fulfills its mission by promoting the PCNST as a unique educational and recreation treasure and as one of the finest world class trails; providing a broad range of services to its membership, including serving as a communication link among users and land management agencies; and assisting the US Forest Service and other agencies in the management and restoration of the Pacific Crest National Scenic Trail.

The PCTA is an example of a private-sector organization. The Association operates under a Memorandum of Understanding with the US Forest Service, National Park Service, and Bureau of Land Management to fulfill its mission. The MOU defines the services that the Association provides and the services that the Federal agencies provide to the Association.

The Association is governed by a twelve-member board of directors, each of whom serves a 3-year term. The Board officers include a President, Vice President, and Treasurer. The Board is assisted in its duties by four permanent staff positions, including an Executive Director, Trails Operation Manager, Development Manager, and Membership Coordinator.

C.4.5 Chicago Openlands Project, Chicago, Illinois

Since 1963, the Chicago Openlands Project has been working diligently to protect open space in the Chicago metropolitan area. To date the organization has preserved more than 21,000 acres of land that are now enjoyed by local residents as parks, forest preserves, bicycle trails, urban gardens, and places to observe nature. Chicago Openlands was created by corporate executives who were concerned with the pace



of rapid urbanization in the early 1960's. Chicago Openlands is an example of a strong-side private-public organization. As a private-sector-led land conservancy organization, the original goals were simple - take steps necessary to protect and preserve the unique natural resources of northeastern Illinois to ensure the quality of life for future generations. Chicago Openlands has always been concerned with the important interrelationship between natural resources and community expansion.

The organization is structured as a private, nonprofit advisory group – the guiding philosophy could be summed up as “no power is all power.” As an advisor, the group is free from political influence and is able to carry out its mission and objectives. Currently, the organization crafts policy and programs which are then implemented through a variety of partnerships both public and private. The 260 municipalities of the Chicago metropolitan area are the primary implementors of the Openlands strategies. Additionally, Openlands contracts work to local governments and private sector organizations to help it achieve results. This has enabled Openlands to remain a modest organization with an essential, highly trained, and educated staff.

The primary strategy of Openlands since the late 1980's has been to implement a 1,600-mile multi-objective regional greenway system. The Northeastern Illinois Regional Greenway Plan was created through a partnership between the Northeastern Illinois Planning Commission (NIPC) and Openlands in September 1992 as the guiding document for this ambitious system. The plan physically defines on-road and off-road corridors throughout the metro area as linkages to the already well-established Forest Preserves. Local and regional parks, parkways, canals, and historic trails are all essential elements of the greenway strategy. The heart of the plan lies in the designation of 900 miles of streamways as multipurpose greenway corridors.

One of the functions of Openlands is the acquisition of property that is located within the proposed greenway system. CorLands, a real estate affiliate of Openlands, is the agent for this acquisition. Since 1988, CorLands has acquired 4,500 acres. CorLands uses a variety of land acquisition strategies to preserve and protect vital open space within the metro area.

C.4.6 Peninsula Open Space Trust, San Francisco, California

The Peninsula Open Space Trust (POST) is a nonprofit land trust dedicated to preserving the beauty, character, and diversity of the San Francisco Peninsula. Since it's founding, POST has protected more than 40,000 acres of San Francisco Peninsula Open Space. POST is an example of a private-sector organization. POST partners with many organizations in the Bay Area to protect land, principal among them the Mid-Peninsula Regional Open Space District. The district was established in 1972 to create a regional greenbelt of open-space lands linking district preserves with other parklands. The district also participates in cooperative efforts such as the Bay Trail, Ridge Trail, and Skyline-to-the-Sea Trail. The district encompasses 16 cities and three counties. POST works to buy and preserve land. POST utilizes a combination of public and private funds to support its activities. POST sells land



to local, state, and federal government agencies for management purposes as public monies become available for the transactions. One of POST's recent campaigns was to raise \$33.5 million in private-sector funds to protect more than 12,500 acres of land in the Bay Area.

POST is governed by a 15-member board of directors. Directors come from some of the most influential private sector and philanthropic organizations in the Bay Area. A 34-member Advisory Council that is comprised of private-sector representatives supports the board in its work. POST employs a four-person staff consisting of a president, two vice-presidents, and one Director of Stewardship.

C.4.7 The Roanoke Valley Greenway Commission, Roanoke, Virginia

The Roanoke Valley Greenway Commission is a government-appointed advisory board that serves to advocate the development of a regional greenway system. Established by an intergovernmental agreement on April 19, 1997, the commission represents the interests of citizens from the four valley governmental units. The Commission is an example of a strong-side public-private organization.

The purpose of the commission is to advise four local governments on greenway opportunities and citizen interests in greenways, facilitate cooperation among jurisdictions in greenway planning and development, recommend sources of funding for greenway construction, develop uniform standards for greenway design and construction, pursue public/ private partnerships, and coordinate efforts to create a valley-wide greenway system.

A non-profit corporation known as Pathfinders for Greenways aids the commission in carrying out its duties. Pathfinders' purpose is to promote and encourage development of a greenway network, educate citizens and officials on the benefits of greenways, raise and receive gifts, donations, and grants for greenways, organize volunteers to assist with greenway development, and sponsor greenway promotional events.

The commission consists of 13 appointed members. Twelve members come from four local governments. Roanoke City, Roanoke County, the Town of Salem, and the Town of Vinton are each allotted three appointees. The Metropolitan Planning Organization appoints one member. Ten exofficio members come from planning, parks and recreation, and other local, state, and federal agencies, and from two non-profit organizations.

C.4.8 The South Suburban Park Foundation, Denver, Colorado

The South Suburban Park Foundation, Inc. was formed in 1979 with the mission of enriching the environment and improving open space and recreational opportunities for residents of the south suburban communities of metropolitan Denver. A private sector, nonprofit organization, South Suburban Park Foundation (SSPF) is an advocacy group that has served as master planner and builder of several significant greenway projects, including the award-winning Arapahoe Greenway and 10,000 Trees, a stream bank revitalization, and reforestation project.



The intent of SSPF is to leave a legacy of greenways, trails, and open space in the south Denver metro area. The trustees and supporters are committed to realizing this objective through partnerships between the foundation and private citizens, government agencies, corporations, or philanthropic institutions. The Foundation offers a means for these individuals and groups to contribute funds, goods or volunteer efforts toward shared community objectives. The foundation has received numerous awards for its outstanding work.

The South Suburban Park Foundation is a membership organization that accepts and encourages grants, donations, and contributions from public and private sources. The Foundation is a tax-exempt, not-for-profit corporation. SSPF is structured with an 11-member Board of Directors, and has employed through contracts an Executive Director and technical consultants during its 17-year history. The organization partners with local government agencies to plan and implement most of its projects. It also partners with other private-sector groups, including corporations, to implement activities.

C.4.9 Saint Paul Riverfront Corporation, St. Paul, Minnesota

The Saint Paul Riverfront Corporation has been empowered by the community of St. Paul to serve as the lead organization for the implementation of the Saint Paul on the Mississippi Development Framework. The Corporation is an example of a strong-side private-public organization. The Riverfront Corporation has recently expanded in order to fulfill this role and has committed itself to a multi-year effort to make the vision real. The Riverfront Corporation achieves this mission through the Saint Paul on the Mississippi Design Center, public outreach, and fund-raising. As part of its Design Center function, the Riverfront Corporation works to enhance the quality of life in St. Paul through high-quality urban design based on the principles and the goals of the Development Framework. Through its fund-raising efforts, the Riverfront Corporation works to align public and private resources that often accelerate the completion of projects that contribute to the overall vision. The Riverfront Corporation maintains an aggressive public-outreach program to educate, inspire, and inform the community. Its goal is to form the partnerships that are necessary to realize the vision of a system of interconnected urban villages nestled in the lush green of a reforested river valley.

One result of this partnership between the Riverfront Corporation and the community is the Renaissance Project - a system of parks, trails, and open spaces that will create connections from the downtown core to the Mississippi River and surrounding neighborhoods. The Renaissance Project is a strategy to implement the Development Framework that will build on current projects as well as create new ones. It will result in 92-acres of new or improved parks, five miles of new trails, eight miles of improved streetscapes, thousands of new trees and plants, and other strategic investments.

The Riverfront Corporation is a private, nonprofit organization that is governed by a Board of Directors and a Finance Committee. Representatives from the Board of Directors and the Finance Committee are nominated by an internal committee



that maintains balanced representation in the diverse community the Corporation serves. There are 30 directors, a seven-person Executive Committee, an Executive Director, and six specialized staff members.

C.4.10 Appalachian Trail Conference

The Appalachian Trail Conference (ATC) is a volunteer-based, private sector, non-profit organization dedicated to the preservation, management and promotion of the Appalachian Trail. ATC is both a membership organization and a confederation of 31 clubs that are delegated with responsibility for managing the trail. As the caretaker of the trail, ATC protects the footpath, surrounding land and all natural, scenic, and historic resources on the buffer lands. Although the trail is actually part of the National Park Service long distance trails system, ATC is the day-to-day manager of the facility.

ATC is governed by a volunteer 28-member board of directors, who are elected every two years at a membership meeting. The board consists of a chair and a vice chair from each of three major regions (New England, mid-Atlantic and Southern). There are eleven (11) standing committees that address all aspects of the organization operations. The day-to-day operation of the organization is managed by an appointed Executive Director, who is also a voting member of the board. ATC also employs a Director of Public Affairs, Director of Conservation, Director of Development, and Director of Finance and Administration. Presently, ATC employs 50 year-round and seasonal employees.

A copy of the by-laws for the ATC are included in the Appendix CD as an example of a how this private sector organization is organized and operated.

C.4.11 Conclusion

This section offers an overview of exemplary greenway organizations that are successful in meeting the objectives of their stated missions. The GWI/EDAW team has reviewed a wide range of greenway organizations, from the state operated Hudson River Greenway, to the privately operated Saint Paul Riverfront Corporation. There are many different operating structures for regional and state greenway systems and projects. One conclusion that can be reached from this paper, that would serve to advance the discussion for the Susquehanna Greenway, would be to further examine three possible operating structures for the project. The first would be to look at ways in which the current operating structure of the greenway could be modified and strengthened. The second would be to consider the creation of a new regional authority that would operate the greenway. The third would be to consider utilizing provisions within the Pennsylvania Municipalities Planning Code, specifically Article 11, to form a multi-governmental compact for further planning and implementation of the greenway.



C.5 Possible Strong-Side Public Models for Susquehanna Greenway

The second section of this appendix defines specific governance options for the Susquehanna Greenway project. After meeting with both the Planning Team for the Susquehanna Greenway (September 7) and officials from the PA Department of Conservation and Natural Resources (September 24), it was determined that a range of more specific governance options should be defined based on a strong-side public-private partnership governance model.

This section defines five different strong-side, public-private governance options as possible scenarios for the future organization, management and operation of the greenway. These include:

- 1) Susquehanna River Basin Commission option
- 2) SEDA-COG option
- 3) Hudson River Greenway Model option
- 4) Susquehanna Greenway Partnership option
- 5) Multi-Agency model option

Each option is profiled in terms of a basic understanding of the organization, its enabling authority, current operating framework, ability to serve as an operating entity for the greenway, and pertinent financial considerations. At the end of this paper, the consultant offers a recommended strategy for selecting the most appropriate option for greenway governance.

C.5.1 Susquehanna River Basin Commission Option

The Susquehanna River Basin Commission was established to coordinate the efforts of New York, Pennsylvania, Maryland, and the federal government as related to the natural resources of the Susquehanna River Basin. The SRBC works to: reduce damages caused by floods; provide for the reasonable and sustained development and use of surface and ground water for municipal, agricultural, recreational, commercial and industrial purposes; protect and restore fisheries, wetlands and aquatic habitat; protect water quality and instream uses; and ensure future availability of flows to the Chesapeake Bay.

The SRBC is uniquely qualified to carry out this mission. As a federal-interstate compact commission, its focus is defined by the natural boundaries of the river basin rather than the political boundaries of the member states. As such, the SRBC serves as a forum to provide coordinated management, promote communication among the members, and resolve water resource issues and controversies within the basin.

Brief description of organization: The SRBC is a single commission made up of representatives from the three states along the Susquehanna River as well as from the federal government. Their sole function is to serve as a coordinating entity and final backstop for water resource management throughout the 27,510 square mile



Susquehanna River Basin. They are very intentional about their water resource management role and maintain availability for emergency control of situations should a state entity fail to meet its responsibilities.

Enabling authority: The Susquehanna River Basin Compact. Signed into law in December 1970. The US Congress, and the state legislatures of New York, Pennsylvania, and Maryland adopted the Compact.

Current operating framework: There are 4 commissioners – one from each state and one from the federal government. They meet periodically for work sessions. They are supported by technical, administrative, and clerical staff under the leadership of an Executive Director.

Ability to serve as operating entity for Susquehanna Greenway: This organization is not a suitable organization for this purpose. They are not able to add additional organizations under their umbrella, and their mission is too narrow in scope to take on the task of planning for and managing the development of the greenway.

They are, however, an excellent partner organization for a separate lead. The Commission has the ability to (and likely the interest in) assisting the effort financially and in a technical capacity.

Financial considerations: The Susquehanna River Basin Commission derives their income through fees/charges/etc. They have bonding authority but cannot tax.

C.5.2 SEDA-COG Option

SEDA-COG is currently serving as the operational entity for the Susquehanna Greenway Partnership, providing staff support to the Greenway Planning Team, providing GIS mapping support, overseeing contractual services, hosting organizational meetings, assisting with publicity of the greenway, and ensuring the development of planning related materials.

Brief description of organization: SEDA-Council of Governments (SEDA-COG) is a regional multi-county development agency which under the guidance of a public policy board, provides leadership, expertise and services to communities, businesses, institutions and residents. SEDA-COG seeks to enhance growth opportunities in an environmentally sensitive manner while retaining the region's predominantly rural character. The organization is both a direct service provider and a link to other resources that can be applied to a wide range of community and economic needs. SEDA-COG is also an advocate for the interests of its communities at the state and federal levels.

Enabling authority: SEDA Council of Governments was established in 1972 under the Intergovernmental Cooperation Law, Act 180 of the Pennsylvania Constitution.



Current operating framework: SEDA-COG is governed by a 22-member board of directors, comprised of two members from each of the 11 counties that SEDA-COG represents. Recipients of SEDA-COG services fall into three broad categories — business, community organizations, and local governments. SEDA-COG helps Central Pennsylvania’s communities address issues in such areas as housing, recreation, downtown revitalization, and public infrastructure. Business services include financing, sales to the government, and assistance with exporting. Graphics & printing and electronic mapping are among services available to the region’s local governments. Other services include rail freight assistance, weatherization, and export assistance.

Ability to serve as operating entity for Susquehanna Greenway: SEDA-COG offers the best short term opportunity to serve as the operating entity for the Susquehanna Greenway. SEDA-COG has the enabling legislation to expand its operations to include the governance, management, and operating duties for the greenway.

Financial considerations: SEDA-COG is eligible to receive both Federal and State funding, and has relied on a variety of funding resources, including the establishment of SEDA-COG operated businesses to generate revenues. SEDA-COG is not a non-profit, but rather a governmental extension of the representative counties.

C.5.3 Hudson River Greenway Option

The Hudson River Greenway project has been explored as a possible model for the Susquehanna Greenway. It is similar in scope and length and is a good example of a strong-side public-private partnership that is actively operating a regional river-based greenway project.

Brief description of organization: “The Hudson River Valley Greenway is an innovative state sponsored program created to facilitate the development of a regional strategy for preserving scenic, natural, historic, cultural, and recreational resources while encouraging compatible economic development and maintaining the tradition of home rule for land use decision-making.” (From Website)

Enabling authority: The Hudson Valley Greenway Act of 1991; The Hudson River Park Act September 1998.

Current operating framework: The enabling legislation created, or rather continued and re-defined, two individual entities that would work together to plan for, create, and manage the greenway and its resources. The Greenway Communities Council (a state agency with Chair appointed by the governor) is responsible for comprehensive planning along the greenway and helping local communities with their individual plans. They have approximately 12 full-time staff and three part-time/intern positions. Four of the full time employees are planners that are assigned geographically to work with local level partners.

The other managing entity is the Greenway Conservancy. They are given the power to hold land and they act as more of an implementing agency. They also provide



technical assistance to local governments. There are approximately 6 full-time staff members at this organization. Both of the organizations are housed in the same building allowing them to communicate well together.

The Commission has created a Regional Compact, essentially a regional plan, for the greenway corridor. Local governments are encouraged to adopt the compact and nearly all of them have.

Ability to serve as operating entity for Susquehanna Greenway: This model could work for the Susquehanna Greenway, but it would require a significant level of commitment from the State of Pennsylvania. Perhaps more continued support than is realistic to expect.

Financial considerations: Almost all of the money to operate the Hudson River Greenway is allocated from the New York State budget, though some of the program costs are grant funded e.g. Federal Scenic Byways Program. In 2004, \$190,000 was appropriated from the State of NY for the Conservancy and \$575,000 was given to the Council to fund its activities. Originally, the state enacted a Hudson River Valley Greenways fee, a 0.2% tax on hotels in the counties comprising the Greenway. This act was repealed in 1994.

C.5.4 Susquehanna Greenway Partnership Option

The Susquehanna Greenway Partnership is the current lead organization for the greenway project. This option suggests that there would be no change in this operational status and the project would continue under the partnership leadership as currently defined.

Brief description of organization: The Susquehanna Greenway Partnership is a public-private advocacy organization that has been working since June 2001 to define, document, preserve, maintain, restore, and shape the many places, memories, and accomplishments that connect Susquehanna people and places, and to facilitate the establishment of the Susquehanna Greenway for the use and enjoyment of all people. The partnership is in essence a network of like-minded agencies, organizations, and interests that are spearheading the planning, design, and future development of the greenway project.

Enabling authority: The actions and activities of the partnership are directed by a set of Charter principles that have been agreed to by all partners.

Current operating framework: The partnership is governed by a chair and vice chair, and is supported in its daily work by staff from the SEDA-Council of Governments. Advisors to the partnership include the Pennsylvania Departments of Conservation and Natural Resources, Environmental Protection, and Transportation, and the US National Park Service Rivers and Trails Program.

The partnership created a Planning Team to orchestrate public involvement and prepare a strategic action plan for the greenway project. The planning team offers



guidance in the formation of the strategic plan, and is a resource group that represents the interests of constituent groups throughout the project study area.

The partnership has also enabled the creation of six Reach Advisory Committees (RAC), whose function is to foster communication and public input and to localize the future development of the greenway project. The boundaries for the RAC's are based on natural features, not political boundaries.

Ability to serve as operating entity for Susquehanna Greenway: The partnership currently serves as the operating entity for the greenway project. However its current operating structure does not allow for the most optimal implementation.

Financial considerations: The Partnership has not developed a dedicated and recurring funding source to support future development objectives and currently relies on planning grants to accomplish its work.

C.5.5 Multi-Agency Option

A Multi-Agency option would involve dividing the project into different quadrants for the purpose of implementation. Under this scenario, each of the current Heritage Areas of Pennsylvania, along with SEDA-COG, would be asked to take on the implementation strategies of the greenway through their current organization and operational models. The Heritage Areas involved would include: Endless Mountains, Lackawanna, Delaware-Lehigh Canal, Lumber, Allegheny Ridge, and Lancaster-York.

Brief description of organization: The Heritage Areas of Pennsylvania generally span more than two counties and are areas that contain a multitude of cultural, historic, recreational, natural, and scenic resources that are of state and national significance. Heritage Parks are established as regional coalitions of community leaders, non-profit interest groups, the private sector, state agencies, and the federal government. The Heritage Parks program is managed by the PA DCNR and a State Heritage Park Interagency Task Force. The work of DCNR and the Task Force is supported by a number of Commonwealth Partners and federal agencies.

For the purposes of implementing, operating, and managing the Susquehanna Greenway project, the greenway project would be divided among the six Heritage Park regions defined and SEDA-COG. It is necessary, under this option, that SEDA-COG remain involved because a major portion of the Susquehanna River and the greenway project extends through an area not served by a Heritage Park.

Enabling authority: The Heritage Parks Program was created by the Commonwealth in 1989.

Current operating framework: The Heritage Parks Program currently employs an executive director within each of the regions defined for this option. In addition, DCNR employs Heritage Area supervisors as primary points of contact with each of the Heritage Parks. They provide technical assistance, guidance, and act as a



liaison with the Heritage Parks. DCNR Regional Field Staff work with the Supervisors to offer technical assistance to the Heritage Parks. They are located in Harrisburg, Erie, Scranton, Pittsburgh, and Philadelphia.

Ability to serve as operating entity for Susquehanna Greenway: Building on the existing partnership model already in operation for the Heritage Parks Program and SEDA-COG, it is possible to envision a scenario where the goals and objectives of the Susquehanna Greenway are implemented through this existing governance framework. The most important issue to consider is dividing or fracturing the overall programmatic implementation among seven different entities. Most likely, under this scenario, the greenway becomes absorbed in the operating framework of each organization and loses its emphasis as it competes for time, dollars, and resources of competing programs.

Financial considerations: The State of Pennsylvania has funded the Heritage Parks Program to the tune of \$25 million during the past 10 years. This is a substantial commitment by any State government throughout the nation to a program as comprehensive and broad, and beneficial, as the Heritage Parks Program has become.

C.5.6 Conclusion

The goal of this effort was to identify a recommended organizational structure that would serve the interests of the Susquehanna Greenway project as it moves from visioning and planning into implementation and operation. The current Susquehanna Greenway Partnership is principally an advocacy organization and is not presently able to take on the tasks of implementation. So recommending a “no change” in leadership structure will not serve the long-term interests of the project. Other options represented in this section all have their associated complexities.

The two most likely short-term scenarios are for SEDA-COG to assume a stronger leadership role and absorb the implementation and operating functions for the greenway under its umbrella. This would require SEDA-COG to expand its operations beyond the current 11-counties that are served by the COG. SEDA-COG has proven that it can absorb and successfully operate new business ventures. The challenge would be SEDA-COG’s reception outside of its current service area. A second short-term scenario would be to assign responsibility for implementation to the existing Regional Heritage Parks and SEDA-COG. The benefit is that this is an existing state supported initiative and would therefore not result in a duplication of services. The challenge here is that the Heritage Parks are already under tremendous pressure and demand to address their individual missions and objectives. Under this scenario, it is likely that the greenway effort could be lost amid a decade of institutional framework defined for the Heritage Parks.

A long-term solution may be for the Commonwealth to adopt the operating model of the Hudson River Greenway. This is a very challenging recommendation for many reasons and will take time to fully understand how such an organization would be established and operated.



C.6 Selected Governance Options

This third section defines three preferred options for the future organization, management, and operation of the Susquehanna Greenway. The options for consideration are as follows:

- 1) Susquehanna Partnership with Management Agreements
- 2) SEDA-COG Leads with Local and State Partners
- 3) New Regional Identity – ‘The Susquehanna Greenway’ with four sub-regions

The development of these options has occurred through research of viable governance strategies for regional greenway initiatives in Pennsylvania and is based on extensive conversations with the Susquehanna Greenway Partnership Planning Team and PA DCNR officials.

Each governance scenario is presented and defined in terms of the enabling authority; organizational framework; duties, roles and responsibilities; the estimated duration of the governance scenario; staffing requirements of the scenario; and funding for the scenario.

C.6.1 Susquehanna Partnership with Management Agreements

The first scenario for consideration is to formalize the current structure of the Susquehanna Partnership and commit the partnership to the implementation strategies defined within the Greenway Action Plan. Under this scenario, the Susquehanna Partnership is the lead organization and would be expected to sign implementation, operation and management agreements with SEDA-COG and seven PA Heritage Regions. Additional management agreements may need to be executed with local governments to carry out some implementation and operational elements of the greenway.

Authority

The current authority of the partnership, which is a Charter Agreement among various like-minded partners, would be replaced by a formal set of agreements that define implementation and operation of the greenway. It is also recommended that the partnership, under this scenario, transition to a formal 501(c)3 non-profit corporation. For this scenario, there is no formal authority granted by the State of Pennsylvania to the partnership; however, the partnership and its implementing partners would work under existing authorities and enabling legislation to carry out the objectives of the action plan.

Organizational Framework

The partnership is the lead organization under this scenario with SEDA-COG and the Heritage Regions as primary partners through formal management agreements. The partnership will have to transform itself from an advocacy organization to a lead implementation organization. The partnership will need to establish a Board of Directors along with staff in order to operate the revamped organization.



Duties, Roles and Responsibilities

The following is a brief description of the duties, roles and responsibilities of each organization associated with this governance option.

Susquehanna Greenway Partnership

The partnership is the lead implementation organization and primary champion for the greenway. As the lead organization, the partnership will need to make certain that elements of the greenway are successfully carried out by the appropriate partner. This will require the partnership to establish an annual implementation and operating program for the greenway and to ensure that this program is executed. The management agreements between the partnership and other entities are intended to provide the partnership with the means to carry out its work program. The partnership will also be expected to raise funds in support of greenway implementation. Using its non-profit status, the partnership should pursue a range of private funding. The partnership would oversee the marketing and promotion of the greenway and contract with other organizations to implement this program. The partnership will need to file an annual report of its activities and will be expected to comply with all state and federal laws that govern the operation of a 501(c)3 organization in Pennsylvania.

SEDA-COG

Under this scenario, SEDA-COG is an implementation agent for projects within its member counties. SEDA-COG would carry out implementation objectives of the partnership through a memorandum of agreement with the partnership within the following counties: Centre, Clinton, Columbia, Juniata, Lycoming, Mifflin, Montour, Northumberland, Perry, Snyder, and Union. SEDA-COG would be expected to work with the partnership to design, contract for development, implement, and manage greenway projects within its service area.

PA Heritage Areas

Seven Heritage Areas would be involved in the implementation of the greenway through specific Memorandums of Agreement with the partnership. The seven Heritage Areas are: Allegheny Ridge Corporation, Delaware and Lehigh National Heritage Corridor, Endless Mountains Heritage Region, Lackawanna Heritage Valley Authority, Lancaster-York Heritage Region, Lumber Heritage Region, Schuylkill River Heritage Corridor. Each of the Heritage Areas would be expected to design, contract for development, implement and manage greenway projects within their respective service areas.

State of Pennsylvania

Under this scenario, the State of Pennsylvania would continue to support the implementation of the Susquehanna Greenway through current programs. The Department of Conservation and Natural Resources through the Growing Greener II program, Community Conservation Partnerships Program, and Greenways and Trails Program, to name a few, would assist the partnership through financial assistance and project development. The Department of Transportation will continue to fund grants for the construction of trail and greenway initiatives. The Department of



Environmental Protection would support clean water initiatives. Much of the support to the partnership would be through funding, but some technical assistance will also be required from state agencies in order to carry out both implementation and management initiatives.

Local Governments

Local governments will be important in the future implementation of the greenway. The partnership and its primary partners SEDA-COG and the Heritage Areas, would work closely with the local governments in their area to implement the projects defined within the action plan and carry out operation and management duties. The partnership will need to work closely with each local government to define funding that pays for operation and management of greenway projects.

Duration

The consultant feels that this organizational framework has a limited life expectancy. The consultant feels that the effective operating term for this governance option would be approximately three-years from date of inception. After a period of three-years of operation, a new operating framework should be put into effect for the greenway. We believe that it will be difficult for this organization to maintain momentum and aggressively pursue the implementation program for the greenway. We make this observation based on our review of other similar organizations throughout the nation. It is very challenging for a 501(c)3 organization to serve in such a strong leadership role for implementation over such a vast regional area. Most successful non-profit organizations have been effective in a smaller localized landscape setting.

Staffing

Under this scenario, new staff will need to be hired for the Susquehanna Greenway Partnership. The consultant recommends that an Executive Director be employed. Along with the Executive Director, it is also recommended that two additional full-time staff and two part-time staff would be hired. The additional full-time staff would include a Director of Development and a Director of Marketing for the greenway. Part-time staff could be employed to assist the three full-time staff in carrying out their duties.

Funding

Under this scenario, the primary source of funding would continue to be private, Commonwealth and federal grants to the Susquehanna Greenway Partnership. Project partners, SEDA-COG and the PA Heritage Areas would also be expected to continue providing funds for implementation through their normal programs. The annual funding needs of this scenario are at a minimum \$300,000 to establish the organizational structure, employ staff and operate the non-profit.

C.6.2 SEDA-COG Leads with Local and State Partners

For the second scenario, SEDA-COG is the lead implementing agent for the greenway project and would partner as necessary with local governments and State agencies to implement and operate the greenway. The Susquehanna Partnership transitions into the role of project advisor to SEDA-COG.

Authority

For the second scenario, SEDA-COG is vested with the responsibility to lead the implementation of the greenway project through its organization and will partner with other local, state and federal organizations as necessary to carry out its duties. SEDA-COG would utilize its existing enabling authority, under the Pennsylvania Public Law 180 Intergovernmental Cooperation Law, and its current Articles of Agreement to govern the implementation and operation of the greenway.

Organizational Framework

SEDA-COG would most likely make the implementation and operation of the greenway a separate ‘corporation’ or ‘authority’ under its enabling authority. Under its current structure, SEDA-COG currently serves the following counties: Centre, Clinton, Columbia, Juniata, Lycoming, Mifflin, Montour, Northumberland, Perry, Snyder, and Union. As the future implementing and operating agent for the greenway, SEDA-COG would extend an invitation to those counties not currently served to join the organization for the purpose of implementing and operating the greenway. SEDA-COG would then need to either complete an internal reorganization or employ new staff in order to meet the needs of the greenway project and implement the Greenway Action Plan.

Duties, Roles and Responsibilities

The following is a brief description of the duties, roles and responsibilities of each organization associated with this governance option:

SEDA-COG

SEDA-COG serves as lead organization and is responsible for the day-to-day operation and implementation of the Susquehanna Greenway project. SEDA-COG is responsible for all aspects of greenway implementation, including: planning, design, contracting for development, fund-raising, marketing and promotion, management, and operations. SEDA-COG would partner as it sees fit with any other organization as necessary to implement, operate and manage the Greenway. SEDA-COG staff are the front line representatives of the greenway and they are responsible for coordinating the efforts of implementation, as well as the activities of other project partners.

Susquehanna Greenway Partnership

The Susquehanna Greenway Partnership remains an active organization, but will serve as a project advisor to SEDA-COG. The partnership can be reduced in functional size to a level that provides advice to SEDA-COG on an as needed basis. The partnership would meet with SEDA-COG on an as needed basis.



SUSQUEHANNA GREENWAY

State of Pennsylvania

Under this scenario, the State of Pennsylvania would continue to support the implementation of the Susquehanna Greenway through current programs. The Department of Conservation and Natural Resources through the Growing Greener II program, Community Conservation Partnerships Program, and Greenways and Trails Program, to name a few, would assist the partnership through financial assistance and project development. The Department of Transportation will continue to fund grants for the construction of trail and greenway initiatives. The Department of Environmental Protection would support clean water initiatives. The State would offer financial and technical assistance to SEDA-COG upon request to support the development of the greenway.

Local Governments

SEDA-COG will most likely enlist the support of local governments in the future implementation of the greenway to build, operate, and manage projects defined within the action plan.

Duration

SEDA-COG has proven that it can run effective sub-organizations under its enabling authority. It has also shown that it can effectively implement and operate these sub-organizations for regional landscapes, involving complex issues. If this is the preferred governance option for the Susquehanna Greenway, this model is sustainable for decades to come.

Staffing

SEDA-COG will most likely need to fund new staff positions in order to effectively implement the Greenway Action Plan. SEDA-COG would most likely need, at a minimum, a project director, marketing coordinator, and fund raising specialist. Other staff may be needed to carry out other duties and responsibilities. SEDA-COG can also contract with private consultants and other organizations to carry out its responsibilities.

Funding

Under this scenario, SEDA-COG would continue to pursue a variety of private, Commonwealth and federal grants to implement the Susquehanna Greenway Partnership. Project partners, SEDA-COG and the PA Heritage Areas would also be expected to continue providing funds for implementation through their normal programs. The minimum annual funding required under this scenario is estimated at \$200,000 to support the employment of new staff positions.



C.6.3 New Regional Entity – ‘The Susquehanna Greenway’ with Four Sub-Regions

A third scenario is to create a new regional entity, which for the purpose of this paper, has been named ‘The Susquehanna Greenway.’ This organization, a new regional authority, would be established by the Commonwealth and vested with the powers necessary to implement the Greenway Action Plan. This would be a bold initiative by the Commonwealth and would approximate what the State of New York did in establishing the Hudson River Greenway organization.

Authority

This organization would be established under the Pennsylvania Municipalities Planning Act and the Intergovernmental Cooperation Law. The goal is to form a regional authority that is vested with the powers to implement the greenway. As a new regional entity, The Susquehanna Greenway would be empowered to buy land, generate revenue, contract for the development and operation of greenway facilities, and guide the overall implementation of the project.

Organizational Framework

As a regional authority for the implementation and operation of the Susquehanna Greenway, this new organization will have a Board of Directors and staff. It will need to establish formal relations with a myriad of local, state and federal partners to carry out its responsibilities. The organization would need to comply with all applicable laws in the Commonwealth that are associated with the operation of regional organizations.

Duties, Roles and Responsibilities

The following is a brief description of the duties, roles and responsibilities of each organization associated with this governance option:

The Susquehanna Greenway

The Susquehanna Greenway, as a new regional authority, is the lead organization and is vested with responsibility for overseeing the implementation and operation of the greenway project. The duties of this organization include: planning, design, contracting for development, fund raising, marketing, promotion, management, and operation of the greenway. The staff of The Susquehanna Greenway are the front line representatives of the project and are responsible for coordinating the implementation, operation, and the activities of other project partners.

Sub-Regions

Each of the sub-regions of the Susquehanna Greenway would be staffed and will work under the direction of the parent organization and in partnership with local governments to implement elements of the Greenway Action Plan. The four sub-regions would be: North Branch, West Branch, Central Susquehanna and Lower Susquehanna. The sub-regions would be responsible for coordinating all planning, design, development, marketing, promotion, and management activities with the local governments.



State of Pennsylvania

Under this scenario, the Commonwealth plays a very important role in establishing and underwriting the success of the Greenway project. The State will have to create the regional authority and provide the necessary support to get it up and running. The new regional entity could become a subset of the Department of Conservation and Natural Resources. The regional authority will need to have its own offices and work space. It would be ideal if this could be centrally located within the greenway. The State will need to establish the Board of Directors and assist in the hiring of staff for the organization.

Local Governments

The regional organization would work closely with the local governments, through the sub-regional organizations, to implement the projects defined within the action plan and carry out operation and management duties.

Other Partners

A variety of other public and private organizations are an important part of this governance strategy, including the Tourism Promotion Agencies, National Park Service, Susquehanna River Basin Commission, and various other associations.

Duration

Very few regional authorities have been established in Pennsylvania. This may be more of a long-term than short-term option. This could be an effective follow-on organization to the first option. Once established, this organization could operate effectively for decades to come.

Staffing

The Susquehanna Greenway would be a large organization, in terms of staffing. There would need to be an Executive Director and support staff, along with staff in each sub-region. At a minimum, the consultant would recommend additional full-time staff and two part-time staff be hired. The additional full-time staff would include a Director of Development and a Director of Marketing for the greenway. Part-time staff could be employed to assist the three full-time staff carry out their duties. Each sub-region would, at a minimum, need a regional director, along with support staff.

Funding

The Commonwealth would need to underwrite the costs of this organization and most of its activities. This could be accomplished by introducing legislation that would establish a permanent funding source for the greenway. It is estimated that the minimum cost to establish this organization and operate it would be \$1 million. These funds would be used to establish a central office and four sub-regional offices, along with staff and other operations.

C.6.4 Conclusion

The consultant team has provided three different options for consideration. Each of these is viable and offers the Planning Team with a choice in how it proceeds with the implementation of the Susquehanna Greenway project.

In the final analysis, the consultant believes that the Susquehanna Partnership Planning Team needs to select an option that gives the project the greatest opportunity for early success. Right now, given a review of realistic governance options and extensive conversations with the partnership, state agencies, and local government partners, the option that provides the best opportunity for early success is to allow SEDA-COG to lead the implementation efforts. This option could be undertaken immediately. SEDA-COG needs to agree to this role.

The second best option for implementing the recommendations of the Greenway Action Plan would be to revamp the Susquehanna Greenway Partnership and establish solid working management agreements between the partnership, SEDA-COG and the seven PA Heritage Regions. This option will take some time to develop, as a 501(c)3 non-profit corporation needs to be established, a Board of Directors elected, and staff employed.

The third option, establishing a new regional authority with sub-regions will require action by the State of Pennsylvania, including the Office of the Governor and the General Assembly. The consultant envisions that this option would take time to establish. A campaign of information and education for members of the General Assembly will need to be developed in order to establish such an organization. As in New York, an enabling law or act will need to be drafted and presented to the legislature for approval. Funding for the organization must also be defined and encumbered. It is likely to take one to two years for such an organization to become operational.



