

ULI Baltimore

Patapsco Heritage Greenway

An Urban Land Institute Technical Assistance Panel

June 12-13, 2013

ULI Baltimore TAP Panelist

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Prepared by the Urban Land Institute on behalf the Patapsco Heritage Greenway in partnership with Howard and Baltimore Counties and the Maryland Heritage Areas Authority.

Table of Contents

About ULI Baltimore	3
About the TAP Program	3
Executive Summary	4
Introduction to the Patapsco Heritage Greenway	6
What is a Heritage Area?	8
The PHG's Primary Questions	9
Challenges and Opportunities	10
The TAP's Recommendations	12
Panelists	15



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About ULI Baltimore

ULI Baltimore is the local Baltimore metropolitan regional District Council for the Urban Land Institute and serves Central Maryland and other parts of the state through its outreach efforts; the organization is a 501(c)3. As a trusted source for timely and unbiased land use information, ULI Baltimore provides a critical link to the improvement of state and local land use policy and development practices.

ULI is a nonprofit research and education organization supported by its members. As the preeminent, multidisciplinary real estate forum, ULI facilitates the open exchange of ideas, information and experience among local, national and international industry leaders and policy makers dedicated to creating better places.

Founded in 1936, the institute now has more than 30,000 members worldwide, representing the entire spectrum of land use and real estate development disciplines in private enterprise and public service. The mission of the Urban Land Institute is to provide leadership in the responsible use of land to create and sustain thriving communities worldwide.



About ULI Baltimore's TAP Program

The objective of ULI Baltimore's Technical Assistance Panel (TAP) program is to provide expert, multidisciplinary advice on land use and real estate issues facing public agencies and nonprofit organizations in the Greater Baltimore Metropolitan Region. Like ULI District Councils throughout the country, ULI Baltimore utilizes its broad membership base to administer one- or two-day panels, and offer objective and responsible advice to local stakeholders and decision makers on a diverse set of land use issues. These issues can range from site-specific projects to public policy strategies. The flexibility of the TAP program enables ULI Baltimore to present a customized approach for each TAP, one that allows panelists to study and address specific contextual issues.

Executive Summary

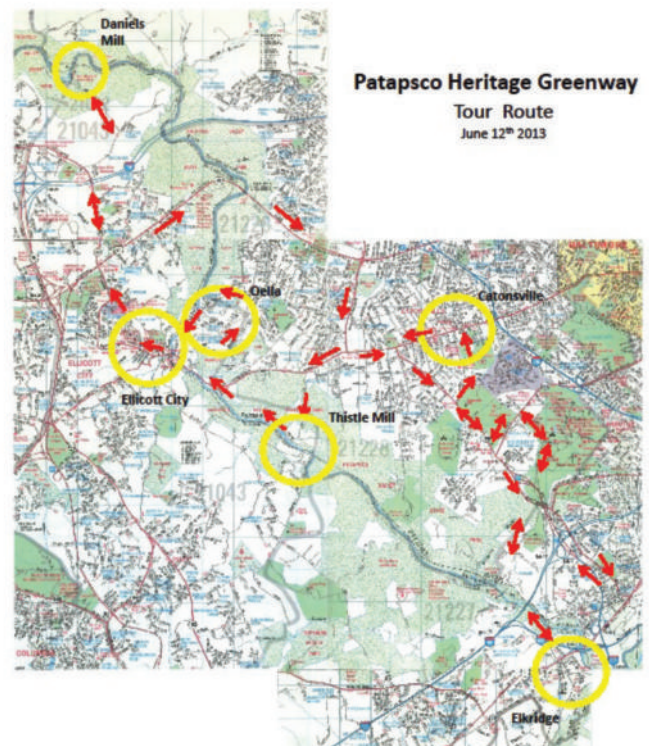


of expertise and its objectivity as an honest broker. **PHG emphasized that involving the community and inviting stakeholders to participate in the process was of foremost importance.**

The Patapsco Heritage Greenway TAP was organized as a two-day panel and was held June 12 -13, 2013. A facilitator was chosen to help lead discussions. Representing the PHG were the following: John Slater, Gary Maule and Steve Stannard.

The Patapsco Heritage Greenway is a non-profit organization “dedicated to preserving, protecting, interpreting and restoring the environment, history and culture” of the Patapsco River Valley. As a means toward accomplishing its mission, PHG is pursuing the status of Designated Heritage Area, a program of the Maryland Historical Trust. And although PHG is “recognized” as a Heritage Area, a previous effort did not find strong enough community support to achieve Designated Heritage Area status.

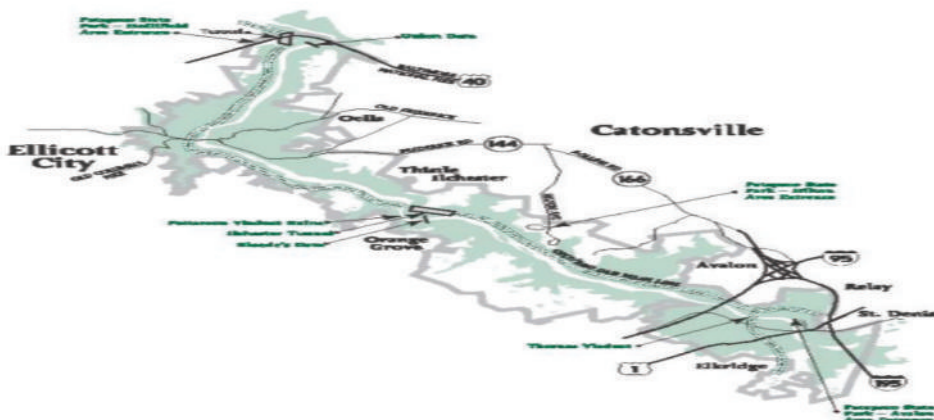
In 2013 PHG, in partnership with the Maryland Department of Natural Resources, Howard County and Baltimore County, engaged ULI Baltimore to help PHG advance the Patapsco Heritage Area Management Plan and address organizational format questions to facilitate State certification of the Patapsco Valley Greenway Heritage Area and allow PGH to the next level. ULI Baltimore was chosen for its members’ wide range



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The first day began with a tour of the Patapsco Valley Heritage Area study area for the panelists. Following the tour, panelists returned to the U. S. Geologic Survey facility at University of Maryland Baltimore County for the afternoon session. The session was devoted to hearing from stakeholders; the forum was open and well-attended. Throughout the afternoon, over 50 attendees participated—members of the community, representatives from other non-profits, the Patapsco Valley State Park, officials from the state of Maryland, Baltimore and Howard Counties. Also attending as a stakeholder was Maryland State Delegate Elizabeth Bobo who grew up in the area. Returning to the U.S. Geologic Survey facility on the second day, the panelists discussed the stakeholders' comments and formulated their recommendations. At the end of the day stakeholders were invited to the Robinson Nature Center in Columbia, Maryland for the TAP's final presentation. Mr. Richard Hughes of the Maryland Historic Trust briefly explained the Heritage Area program; he was followed by a presentation of the TAP's findings.

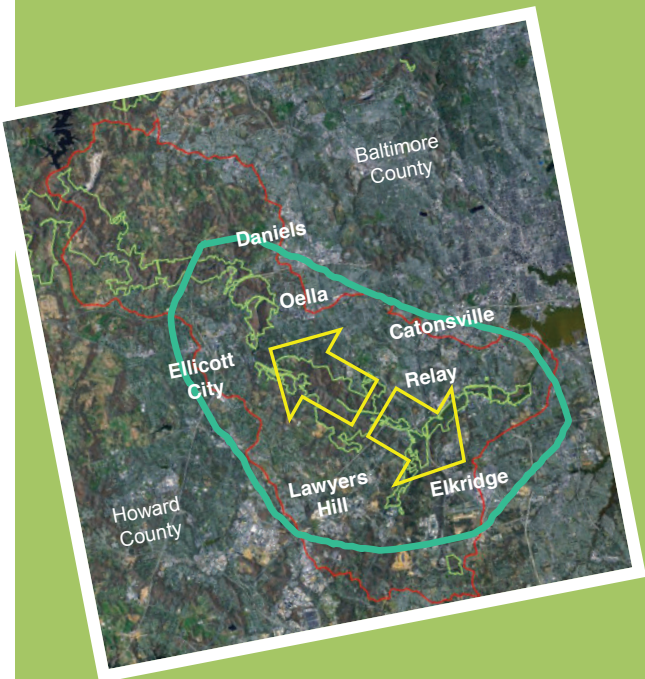
The TAP formulated its final recommendations based on a series of questions PHG had asked the TAP to consider:



Boundaries. To qualify for Designation status, a Heritage Area is required to define its boundaries. It was noted that the boundaries can be amended once an area becomes designated. Panelists recommended that the current proposed Heritage Area boundaries be re-evaluated and expanded to include nearby commercial and residential hubs that can directly connect to the Heritage Area and that “softer” boundaries be identified beyond the Heritage Area as a focal management area of PHG that would include the watershed.

Challenges to the valley. Numerous challenges and opportunities were identified, both by stakeholders and by panelists—from very heavy weekend use to the need for more funding. Many of the stresses to the park could be eased or alleviated by the planning and oversight that is required of a Designated Heritage Area.

Linkages to the community. Physical linkages should be improved with more clearly marked and easily accessible entry points. Personal connections should be developed and strengthened by programming, community outreach and communication that helps create a sense of “ownership” and endowment of place for area residents.



Sustainability. From both an environmental and economic standpoint, enhanced status as a Designated Heritage Area will create a strong and respected advocate for the area’s historic and environmental treasures. The panel also discussed the possibility of instituting a “report card” for the area that would measure and report on metrics like water quality and park visitation.

Funding and support. Of fundamental importance is applying for and achieving *Heritage Area* designation. Heritage Areas may apply for a variety of grants; and with the foundation of the Heritage Area designation firmly in place, partnering with other non-profits and with corporations will be a more viable option.

Organization. The PHG should re-evaluate its organization. Adding an advisory board would enrich the available expertise and fundraising opportunities. Adding full-time staff would greatly improve the organization’s ability to develop programming, engage the community and develop resources.

Introduction to the Patapsco Heritage Greenway

The non-profit Patapsco Heritage Greenway (PHG) owns no property and is a non-governmental organization. The organization has just over 300 members but it has sponsored environmental events that have drawn thousands of volunteers. River and watershed cleanups, tree plantings and cleanups for the removal of invasive plant species are typical of PHG-sponsored activities. Members also participate in many state and county planning activities and are involved in developing educational materials relevant to the Valley.

Continued



For purposes of the TAP, the study area for the Patapsco Valley Greenway Heritage Area begins in the north at the ruins of Daniels, a former mill town, extends south along the Patapsco River to Elkridge and St. Denis and includes everything in the Patapsco watershed. Most of the land within the greenway is part of the Patapsco Valley State Park. But the study area does include parcels directly adjacent to the park such as those in Illchester, Ellicott City, Elkridge and Daniels. Also, the project includes Main Street in parts of Elkridge as Targeted Investment Zones.

For visitors the descent into the valley is picturesque and dramatic. Vegetation is lush and the water quality of the river itself appears to be good. If one knows where to look, evidence of the valley's industrial past can be found in crumbling walls and foundations that are now overgrown. It is this **coexistence of history and nature that makes the Patapsco Heritage Greenway a compelling story.**

Almost 250 years ago the Ellicott brothers harnessed the power of the river to mill flour.

Soon, iron, paper, grist and textiles were being produced and thriving villages were popping up to support the industries and house their workers. In fact the case has been made that the nation's industrial revolution began in the Patapsco River Valley, not in the New England area.

Many historic and notable events happened in and around the valley. America's first railroad, the Baltimore and Ohio Railroad, was built and ran from Baltimore to Ellicott City.

Benjamin Banneker, the first African-American man of science, lived and worked in Oella. The Thomas Viaduct, an engineering marvel in its time and a massive presence in the valley today, was built in Elkridge. And Samuel Morse sent the first commercial telegraph from the valley.



But the progress took a toll. Valley forests were decimated for lumber and without the trees, devastating flooding occurred. Minor storms would quickly wash sediment into the river, clogging the dam reservoirs. In 1907 the State of Maryland began reclamation efforts, creating the Patapsco Valley State Park and reforesting the valley. Today the Park attracts more than 1.2 million visitors annually and supports a variety of activities including camping, hiking, kayaking, biking, horseback riding and picnicking.

What is a Heritage Area?

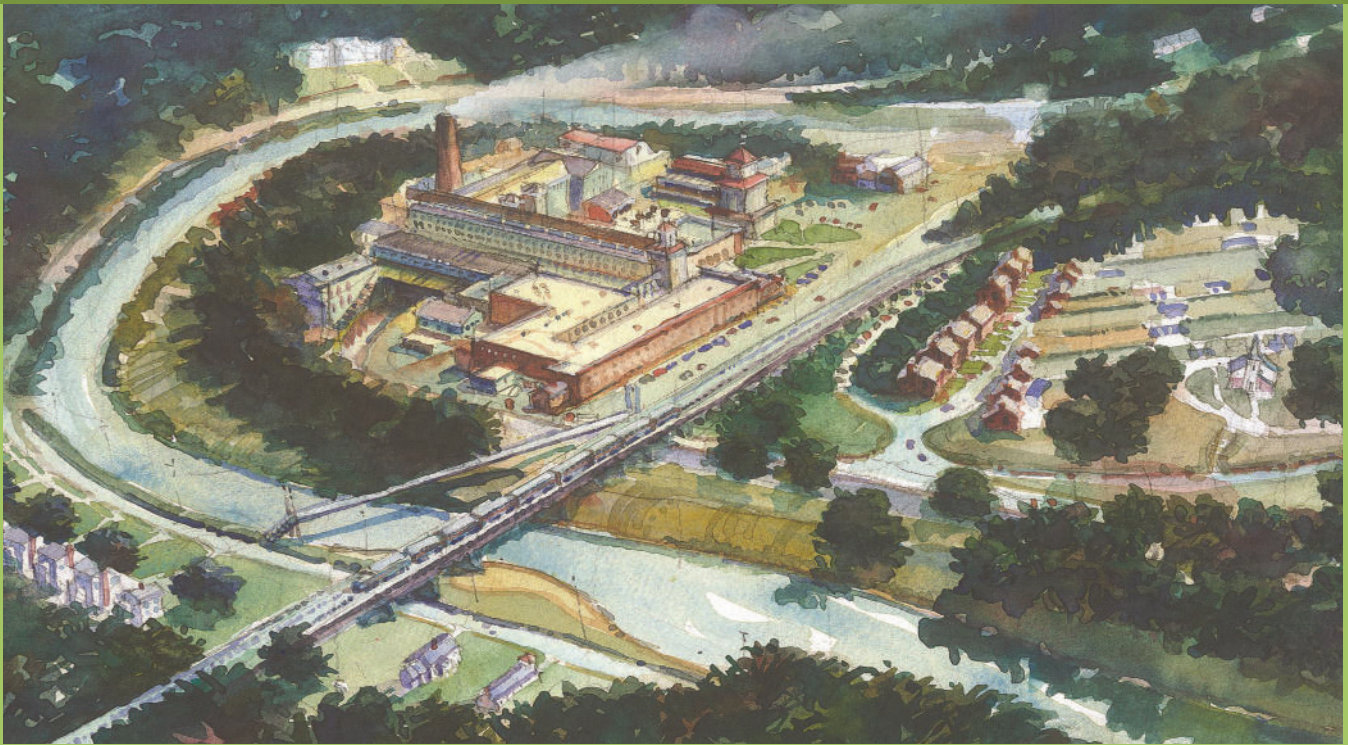
The Maryland Heritage Areas Program is a program of the Maryland Historical trust.

Each Heritage Area is locally designated and State certified. The primary goal of the program is **to preserve historical, cultural and natural resources for sustainable economic development through heritage tourism, for both visitors to the area and local residents.** The benefits of certification include significant program support from the State as well as eligibility for matching grants to help with operating costs and the costs associated with planning, programming and marketing of the Heritage Area.

Designation as a Maryland Certified Heritage Area is a two-stage process. The first stage, preparing an application and becoming “recognized” by the Maryland Heritage Areas Authority, has been reached by the Patapsco Heritage Greenway. The second and final stage to certification requires preparation of a management plan that outlines the strategies, projects, programs, actions, and partnerships that will help the Heritage Area reach its goals.



The PHG prepared such a management plan in 2000 in the hope of achieving certification. That plan now forms the basis of this effort to achieve certification.



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What did PHG ask of ULI?

When ULI agreed to conduct a TAP for the Patapsco Heritage Greenway, the PHG prepared a briefing document for the panelists. The PHG also asked the panelists to consider seven key questions:

- What should the boundaries of the “Patapsco Valley Heritage Area” be?
- How should the PHG organization define its geographic “area of interest?”
- What are the challenges to the park and surrounding communities?
- What should be done to foster linkages between the communities and the valley?
- How can PHG promote the economic, natural and cultural sustainability of the valley?
- What resources can be accessed to implement PHG strategies?
- How should the PHG organization be structured to maximize effectiveness and community involvement?

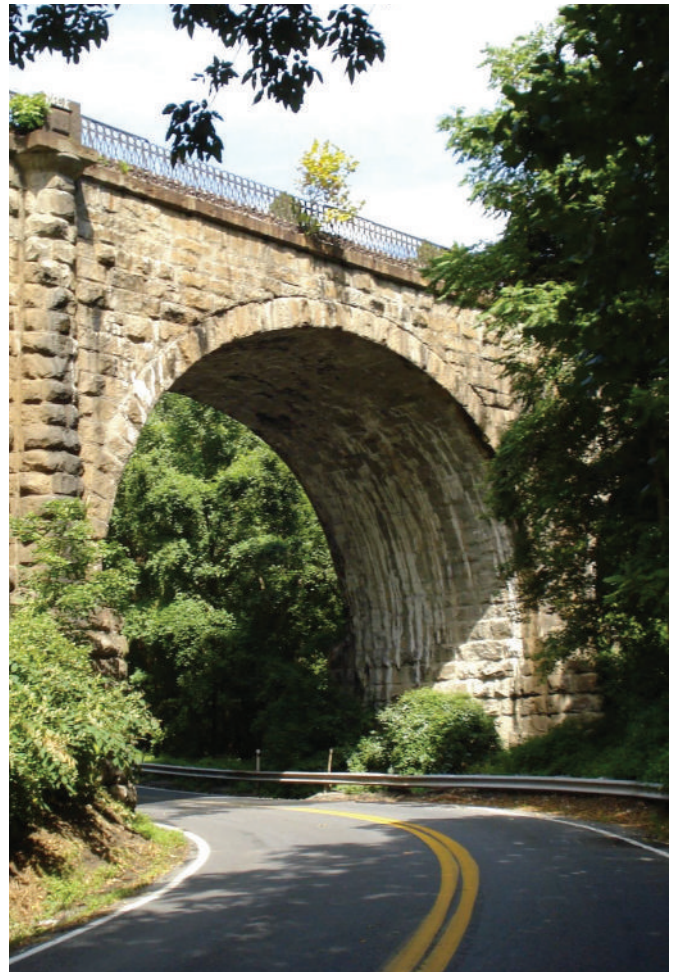


Challenges & Opportunities

In considering the questions, and after hearing from the stakeholders, the panel saw both challenges and opportunities.

Challenges within the Park

- Split jurisdictional management (between Howard and Baltimore Counties and state agencies) complicates funding and management issues.
- Access to trails and river needs to be improved and safer; lack of parking is often a problem; some users access the park via private property in order to avoid the park admittance fee.
- Adventure sports such as mountain biking have added a new layer to the park's uses and should be addressed and managed.
- The carrying capacity of the valley is at its peak on weekends; users could be directed to underused park areas with improved access routes.
- Environmental and recreational issues need to be balanced. For example, removal of the dam at Daniels will promote expanded kayaking which will positively impact the surrounding area.
- Water appears clean but an old sewer line runs parallel to the river and impacts the health of the river; development upstream in Carroll County can impact the PHG area by degrading water quality and, potentially, flooding.
- The deer population and invasive species like garlic mustard are difficult to control.
- Government cutbacks have led to funding shortfalls that impact even routine park maintenance.
- Lack of a management plan and resulting political policy has kept PHG from having an impact on decisions such as the demolition of Thistle Mill.
- Awareness of the park and its relationship to the community it serves is poor. An education and awareness campaign is needed to the community to take "ownership" of the park.
- General infrastructure, such as the aging sewer system, requires updating.



Challenges outside the Park

- The number and diversity of stakeholders must be increased; there is a need to get the next generation involved in the appropriate use and care of the park.
- The area has many historic structures that would enrich the PHG.
- Growth and development in the area is not well coordinated between the jurisdictions and impacts the Patapsco Heritage Greenway
- The PHG does not have a strong identity or brand.

Opportunities

- As a Designated Heritage Area, the PHG would be a strong advocate for the river valley, one with a clearly defined mission
- Designation would provide access to needed funding to maintain and enhance area resources
- Designation would also create a formal management plan for sustainable oversight
- The application process presents the chance for robust public outreach, community engagement and participation
- A clear and consistent brand identity would be created for the Patapsco River Valley and could be leveraged for local historic sites and area businesses
- Access and connectivity to the surrounding communities would be improved with thoughtful planning
- Enhanced credibility for the organization can lead to new public/private partnerships
- The formal structure required of a Heritage Area means that federal, state, and local agencies, as well as businesses, will have a single point of contact for the PHG and that PHG will have a strong and credible voice when infrastructure or planning decisions are made
- Increased funding will make additional programming possible; for example, the PHG could sponsor a program on conservation easements for residents
- Common ground can be found with local educational institutions and major landowners to develop programming and achieve mutual goals



The PHG's Questions and the TAP's Recommendations

As the PHG requested, the panelists considered the environment and conditions of the Patapsco River Valley, the stakeholder concerns and the requirements for a Designated Heritage Area and made their recommendations based on the original questions.

What should the boundaries of the “Patapsco Valley Heritage Area” be?

How should the PHG organization define it's geographic “Area of Interest?”

- Re-evaluate the Patapsco Valley Heritage Area (PVHA) boundaries.
- Use tributaries/sub-watershed boundaries, historic transportation corridors of adjacent heritage communities and existing heritage resources to define the boundaries.
- Include stakeholders in any discussion about boundaries before PVHA certification.
- Refer to other river-based Heritage Areas, such as the Lower Susquehanna Heritage Area during the mapping process.
- Consider extending the Area of Interest well beyond the PVHA to include the entire Patapsco River Watershed.

What should be done to foster linkages between the communities and the valley?

- Reach out to groups who use the park for a specific activity (for example bike clubs) to see how their experience could be improved.



- Develop programming to encourage park use. A Heritage Area passport program, lecture series and orienteering class were suggested.
- Use social media to promote activities and events.
- Develop fund-raising events that engage the community; for example, a fun-run that ends in the park.
- Plan cross-promotions between the park and the surrounding businesses that involve the whole community with multiple events; for example, Heritage Week.
- Communicate better with area residents by utilizing a regional calendar of events.
- Improve signage and way finding into the park and inside the park.

- Assess the pedestrian trail system to identify and improve access points and promote cross-county connectivity.
- The PHG has an opportunity to create a strong identity for the valley and its residents; emotional links are strong when pride of place is a shared experience.

How can the Patapsco Heritage Greenway promote the economic, natural and cultural sustainability of the valley?

- Establish a “sustainability plan” that identifies goals and measures of success.
- Preserve, rehabilitate and reuse historic resources within the valley. Record and preserve local knowledge through oral history projects (e.g., Daniels Day).
- Identify and attract retail uses that can benefit the park and serve park users.
- Promote trail connections to adjacent business districts and commercial destinations.
- Use PHG’s stakeholder status to leverage local planning and regulatory processes. Ensure the use of best management practices to protect resources.
- Implement “targeted” ecological restoration projects (for example, the recent Garlic Mustard Challenge).
- Investigate the Scenic Rivers program designation.
- Expand stakeholder base. Perhaps work with the “Maryland Traditions” organization to incorporate interpretive authentic cultural skills/traditions.



What resources can be accessed to implement PHG strategies?

Attain State Heritage Area Designation status.

Apply for any appropriate Heritage Area grants.

- Expand stakeholders to increase funding potential.
- Mine other public and private funding sources, for example, the Maryland State Highway Administration, Transportation Enhancement Program, the Environmental Protection Agency and National Park Service.
- Seek partnering opportunities:
 - Partner with Baltimore City National Heritage Area to develop “Multi- Heritage Area

Grant Proposal” for Patapsco-Middle Branch educational program.

–Investigate joint grant applications by partnering with B&O Railroad Museum, Belmont and UMBC for example.

–Consider corporate partners such as Johns Hopkins University, CSX, REI, Under Armor.

- Re-evaluate the current organizational structure. Examine similar groups to determine a PHG management structure that best serves the community and the park.

- Leverage volunteerism and in-kind contributions.

- Explore the feasibility of environmental credit-trading programs and educate the public as to their potential use in the Greenway.

How should the PHG organization be structured to maximize effectiveness and community involvement?

- Re-evaluate the current organizational structure. Examine similar groups to determine a PHG management structure that best serves the community and the park.

- Establish an Advisory Council that represents diverse interests and expertise.

- Pursue adding full-time staff and infrastructure to support programming and fund-raising.

- Consider implementing a series of performance metrics—a Patapsco River Valley Report Card—to evidence effectiveness and enlist the community’s support.



Patapsco Heritage Greenway TAP Panelists

Ned Tillman

Principal, Sustainable Growth, LLC; TAP Facilitator

As a principal in Sustainable Growth, LLC Mr. Tillman focuses on helping local governments and businesses adopt and implement solid sustainable operational practices. Mr. Tillman has many years of experience in the energy, environmental, water quality, and management arenas and is a Certified and Leading Implementer of Sustainability Benchmarking. He is chair of the Howard County Board on Sustainability, chair of the Howard County 2030 General Plan Task Force and author of *The Chesapeake Watershed: A sense of place and a call to action*.

Aaron Keel, AICP

Principal, EnviroProjects and TAP Chair

Mr. Keel is an environmental planner and scientist with over 20 years of professional experience. His technical expertise covers a wide array of ecological study, and regulatory permitting and environmental compliance issues for private development and public infrastructure projects throughout the mid-Atlantic region. In particular, Mr. Keel is expert in National Environmental Policy Act (NEPA) compliance and state/federal regulatory implementation. He provides wetland delineation, Maryland forest conservation plans and forest stand studies, state/federal environmental wetland and stream permitting and mitigation services. Mr. Keel is an active member of ULI Baltimore.

Ted Brown, P.E., LEED AP

Biohabitats, Water Resources Engineer and TAP Co-chair

Mr. Brown has over 19 years of experience in environmental restoration, watershed management and planning and regenerative design services. For the last seven years, he has served as a practice leader and water resource engineer at Biohabitats. Current project work includes stormwater BMP and green infrastructure planning and design projects for New York City and Philadelphia, watershed planning and policy development for Montgomery County, Maryland, and stormwater and ecological master planning efforts for major Universities including Rutgers University and the University of North Carolina at Chapel Hill.

Clarke B. Aburn, SCLS, SCMD

Senior Vice President, Retail Leasing, Greenberg Gibbons

Mr. Aburn came to Greenberg Gibbons in 2007 after 23 years with The Rouse Company where he was a Vice President in the Retail Leasing Division. Mr. Aburn worked on some of 0 Rouse Company's highest-profile projects and has broad experience leasing new development projects and operating properties. From 2000 through 2003 he spearheaded The Rouse Company's "New Business" initiative for the Retail Leasing Division. Mr. Aburn is a member of the International Council of Shopping Centers and is a Senior Certified Leasing Specialist (SCLS), a Senior Certified Marketing Director.

Myra Brosius, RLA

An experienced project manager and environmental planner, Ms. Brosius has a keen understanding of the dynamics at the interface of culture and nature. Her expertise lies in areas such as low impact development and sustainable practices, urban forestry, watershed management, urban hydrology, water quality, cultural landscapes and park planning. She has been an environmental planner for public agencies as well as private firms.

Jeffrey Buchheit

Executive Director, Baltimore National Heritage Area

Mr. Buchheit has 20 years experience in museums and historical resource administration. Before joining the Mayor's Office in 2007 to serve as the city's second director of the Baltimore National Heritage Area, he was the Assistant Director of the Museum Assessment Program at the American Association of Museums. As Executive Director of the Baltimore National Heritage Area he is responsible for working with over 200 partner organizations throughout the region in order to increase cultural heritage tourism to the city. He serves on the boards of the Baltimore City Historical Society, Friends of Fort McHenry and Greater Baltimore History Alliance.

B. Philip Hummelt

Partner, Restore Capital

Mr. Hummelt has spent over thirty years in commercial and agricultural real estate and believes there are unique opportunities to create value through ecosystem services.

With expertise in financial structuring, due diligence, acquisition and disposition negotiations, and asset management, Mr. Hummelt focuses on designing and negotiating high-impact public-private partnerships to implement conservation infrastructure development that utilizes innovative financing strategies. He has written about the opportunities and obstacles for private sector investment in conservation and green infrastructure, and is a member of Virginia Tech University's Center for Global Leadership in Sustainability's Working Group on Infrastructure for Sustainable Development.

