

# Options for a Governance Structure To Guide the Construction and Operation of the Salmonberry Trail

By the

National Policy Consensus Center

Oregon Solutions Program

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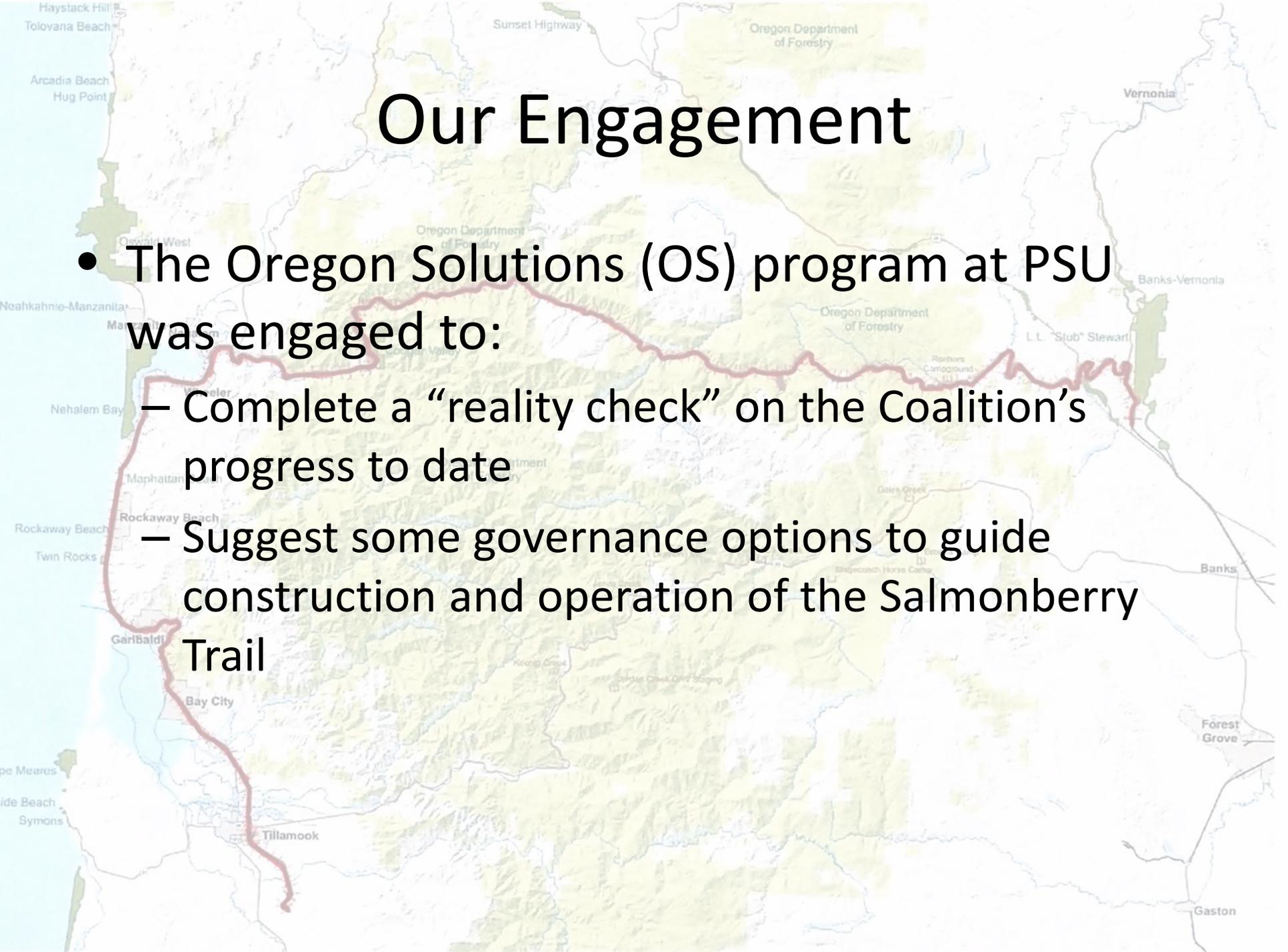
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# Our Engagement

- The Oregon Solutions (OS) program at PSU was engaged to:
  - Complete a “reality check” on the Coalition’s progress to date
  - Suggest some governance options to guide construction and operation of the Salmonberry Trail



***Executive Summary:  
Phase 1 Report –  
A Reality Check on Progress to Date***



# What is Governance

- The exercise of authority, control, or management of an activity through policies, rules, and people working together. A simple way to think about it is a group of people associated by some common tie or working relationship and regarded as an entity.

- See <http://www.thefreedictionary.com/>

# Methodology

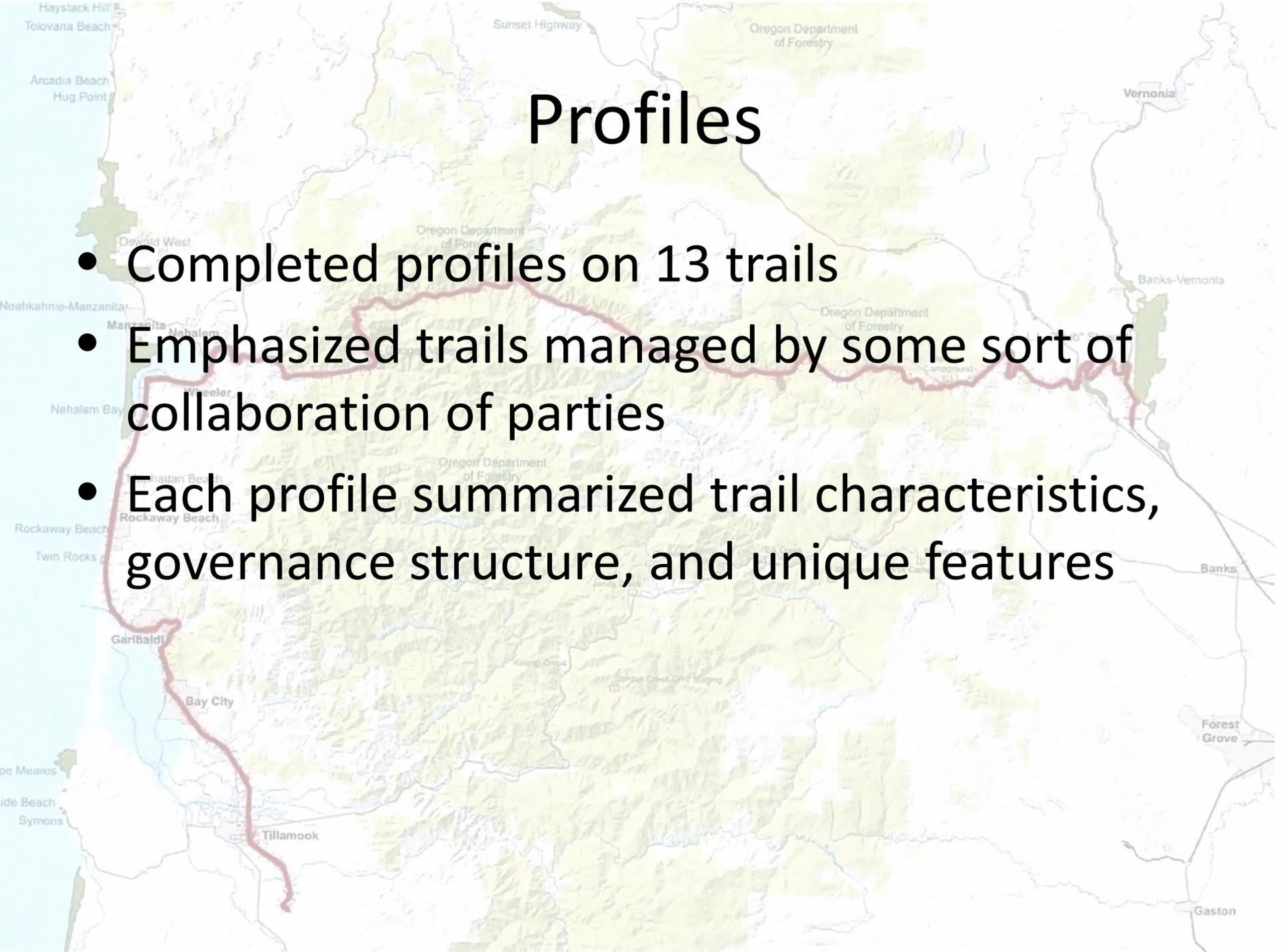
- Reviewed Rails-to-Trails Hall of Fame Trails
- Asked experts about successful trails and did 13 profiles of other trails
- Looked for commonalities in these trails
- Reviewed what's possible in Oregon and within our Trail Corridor
- Developed some reasonable options
- Discussed and reached consensus

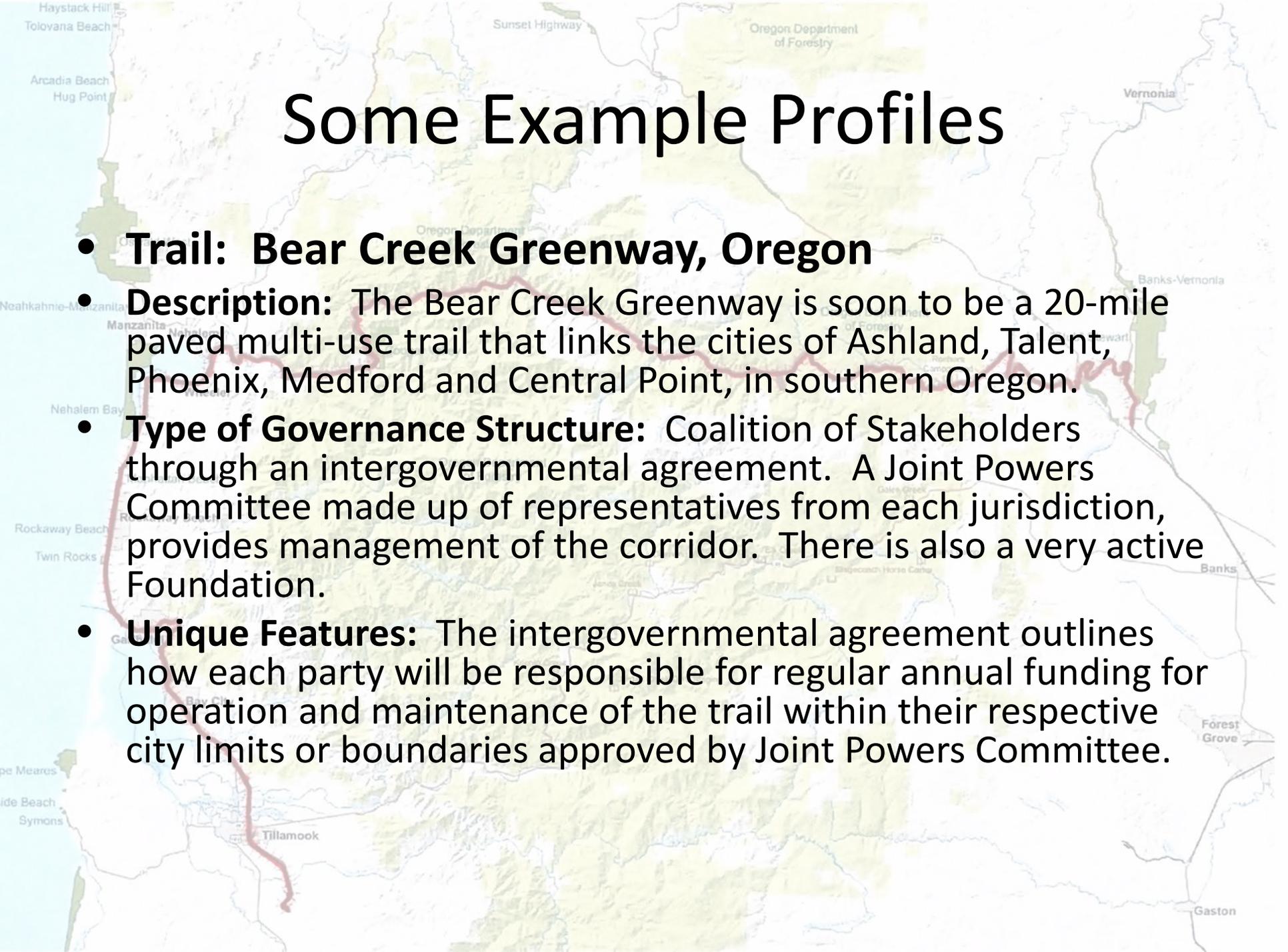
# Rails-to-Trails Conservancy – Rail-to-Trail Hall of Fame

<b>Name of Trail Corridor</b>	<b>States</b>	<b>Miles</b>	<b>Basic Governance Structure</b>
Great Allegheny Passage	Maryland/PA	150	A Coalition of Stakeholders
Katy Trail State Park	Missouri	225	State Parks and Friends Group
Fred Marquis Pinellas Trail	Florida	34	County and Friends Group
Burke-Gilman Trail	Washington	17	City and Friends Group
Minuteman Bikeway	Massachusetts	10.4	State Parks and Friends Group
Illinois Prairie Path	Illinois	61	A Coalition of Stakeholders
Elroy-Sparta State Trail	Wisconsin	32	State Parks and Friends Group
Bizz Johnson Trail	California	25.4	Federal (BLM)
W&OD Trail	Virginia	44.8	Special District and Friends Group
Monon Trail	Indiana	15.7	City and Friends Group
Silver Comet/Chief Ladiga Trails	Georgia/Alabama	61.5/33	A Coalition of Stakeholders
East Bay Bicycle Path	Rhode Island	14	State Parks
Pere Marquette Rail-Trail of Michigan	Michigan	30	A Coalition of Stakeholders
Little Miami Scenic Trail	Ohio	28	A Coalition of Stakeholders
Paul Bunyan Trail	Minnesota	112	State Parks and Friends Group
Wabash Trace Nature Trail	Iowa	53	A Coalition of Stakeholders
Prairie Spirit Rail Trail State Park	Kansas	51	State Parks and Friends Group
Springwater Corridor	Oregon	21.5	A Coalition of Stakeholders
The High Line	New York	1	City and Friends Group
George S. Mickelson Trail	South Dakota	109	State Parks and Friends Group
Peavine and Iron King Trails	Arizona	9.2	City and Friends Group
Longleaf Trace	Mississippi	40.25	Special District and Friends Group
Trail of the Coeur d'Alenes/ Route of the Hiawatha Trails	Idaho/Montana	73/15	State Parks and Friends Group
Historic Union Pacific Rail Trail State Park	Utah	28	State Parks and Friends Group
Island Line	Vermont	14	A Coalition of Stakeholders
Greenbriar River Trail	West Virginia	78	State Parks and Friends Group
Virginia Creeper Trail	Virginia	34.3	A Coalition of Stakeholders

# Profiles

- Completed profiles on 13 trails
- Emphasized trails managed by some sort of collaboration of parties
- Each profile summarized trail characteristics, governance structure, and unique features



A topographic map of southern Oregon with a red line tracing the Bear Creek Greenway trail. The trail starts near Tillamook and extends eastward through the coastal and inland regions. Labels on the map include 'Sunset Highway', 'Oregon Department of Forestry', 'Vernonia', 'Banks-Vernonia', 'Forest Grove', 'Gaston', 'Tillamook', 'Manzanita', 'Medford', 'Ashland', 'Central Point', 'Tolovana Beach', 'Arcadia Beach', 'Hug Point', 'Nehalem Bay', 'Rockaway Beach', 'Twin Rocks', 'Bay City', 'Forest Grove', and 'Gaston'.

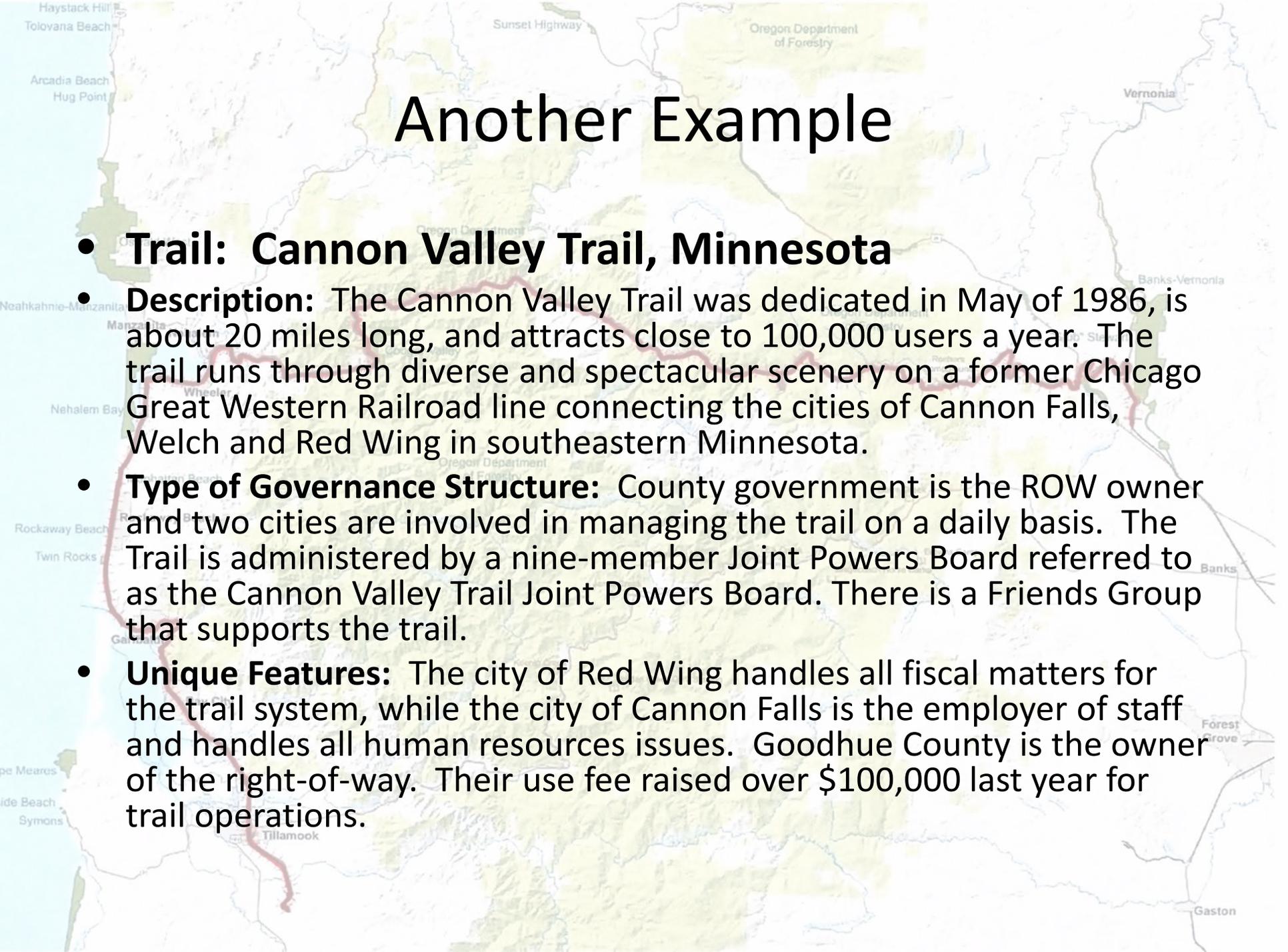
# Some Example Profiles

- **Trail: Bear Creek Greenway, Oregon**

- **Description:** The Bear Creek Greenway is soon to be a 20-mile paved multi-use trail that links the cities of Ashland, Talent, Phoenix, Medford and Central Point, in southern Oregon.

- **Type of Governance Structure:** Coalition of Stakeholders through an intergovernmental agreement. A Joint Powers Committee made up of representatives from each jurisdiction, provides management of the corridor. There is also a very active Foundation.

- **Unique Features:** The intergovernmental agreement outlines how each party will be responsible for regular annual funding for operation and maintenance of the trail within their respective city limits or boundaries approved by Joint Powers Committee.



# Another Example

- **Trail: Cannon Valley Trail, Minnesota**
- **Description:** The Cannon Valley Trail was dedicated in May of 1986, is about 20 miles long, and attracts close to 100,000 users a year. The trail runs through diverse and spectacular scenery on a former Chicago Great Western Railroad line connecting the cities of Cannon Falls, Welch and Red Wing in southeastern Minnesota.
- **Type of Governance Structure:** County government is the ROW owner and two cities are involved in managing the trail on a daily basis. The Trail is administered by a nine-member Joint Powers Board referred to as the Cannon Valley Trail Joint Powers Board. There is a Friends Group that supports the trail.
- **Unique Features:** The city of Red Wing handles all fiscal matters for the trail system, while the city of Cannon Falls is the employer of staff and handles all human resources issues. Goodhue County is the owner of the right-of-way. Their use fee raised over \$100,000 last year for trail operations.

# Another Example

- **Trail: Great Allegheny Passage (GAP)**
- **Description:** The Great Allegheny Passage (GAP) is a 150-mile multi-use passage that connects with the 185.4-mile C&O Canal Towpath at Cumberland, MD, to create a continuous 334.5 rail-to-trail bike path. Construction on the first section began in 1986.
- **Type of Governance Structure:** Collaboration of Stakeholders. Each segment of the trail is maintained by a state, local, county, or non-profit organization. The GAP is governed by the Allegheny Trail Alliance, a coalition of seven trail organizations. Each organization has Board representation and is responsible for raising funds, collaborating with stakeholders, and maintaining, promoting and improving their segments of the Great Allegheny Passage.
- **Unique Features:** Trail Town Program. The Trail Town Program is an economic development and community revitalization initiative working in “Trail Towns” along long distance trails across the Allegheny Passage. The program’s purpose is to ensure that the 21 trail communities and businesses maximize the economic potential of the trail. They have produced a Trail Town Manual that is designed to help develop an economic development strategy for towns along a trail.

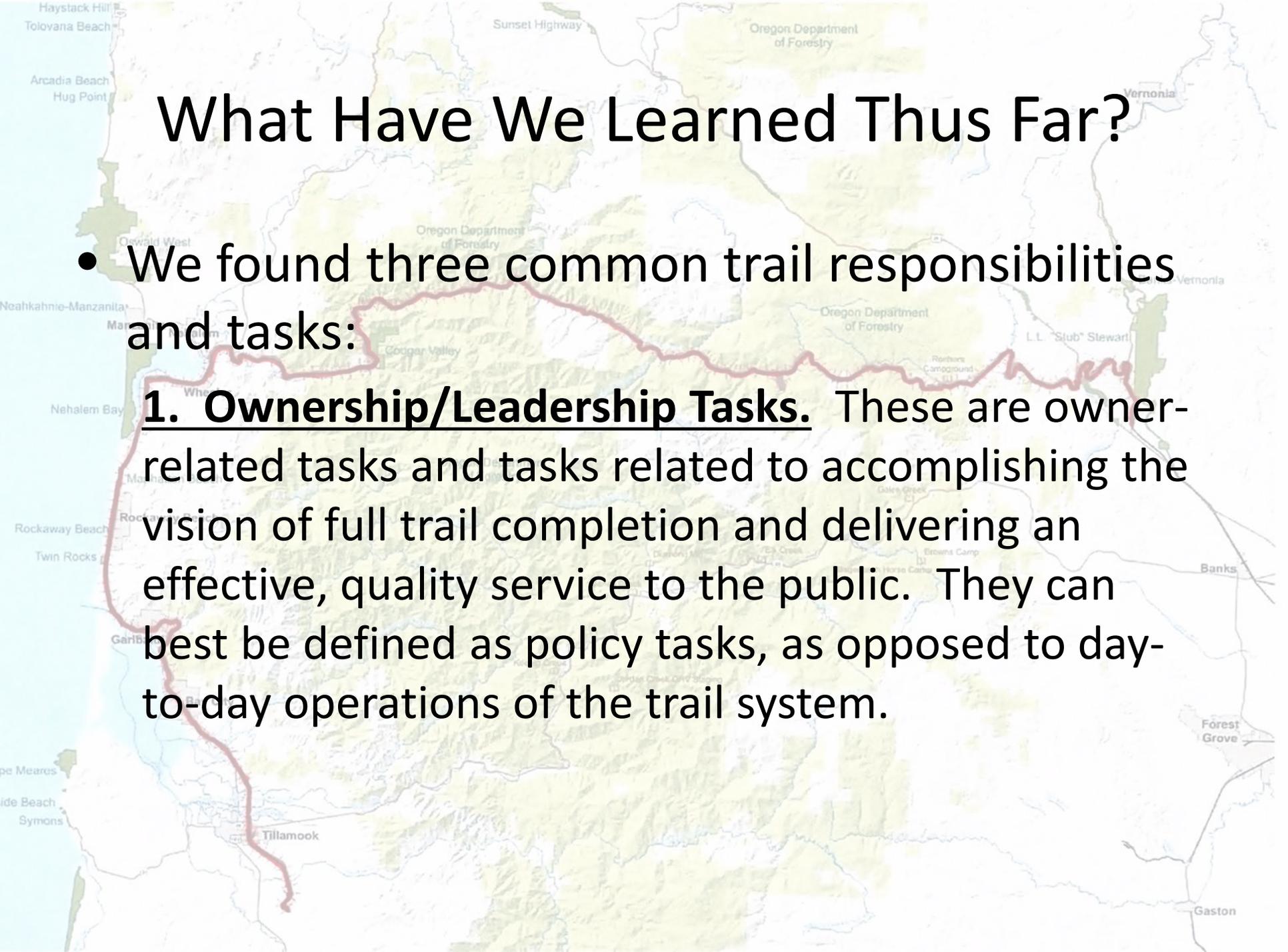
# Another Example

- **Trail: Virginia Creeper Trail, Virginia**
- **Description:** The Virginia Creeper Trail is a shared-use trail (mountain biking, hiking, equine) with a total length of 33.4 miles. Much of the trail goes through private land. There are 47 trestles on the trail.
- **Type of Governance Structure:** Collaboration of Stakeholders. The Virginia Creeper Trail is owned by two municipalities and one Federal Agency. Policies are recommended by the Creeper Trail Advisory Board. The Virginia Creeper Trail Club is a private nonprofit corporation whose purpose is to maintain, promote and preserve the Virginia Creeper Trail corridor and help develop and conduct public education programs regarding its scenic and natural qualities.
- **Unique Features:** There are three visitor centers along the trail, open weekends May-October. The U.S.F.S. and the Creeper Trail club volunteers have refurbished the decking and railings on 23 trestles in the last three years. The U.S. Forest Service operates a bike patrol from May-October. Over 100,000 people enjoy the trail each year.

# A Final Example

- **Trail: Iowa River Trail, Iowa**
- **Description:** The Iowa River Corridor Trail is located in Iowa City, and connects two parks. The trail corridor is 34 miles long and connects six towns and two counties.
- **Type of Governance Structure:** Coalition of Stakeholders. The coalition includes the county, cities, a nonprofit support group, and a nonprofit foundation. The ROW is owned by Hardin County and the city of Marshalltown. The city created TRAILS, Inc., a volunteer nonprofit that oversees, fundraises and volunteers labor for the development and maintenance on the trail. Hardin County created a new county board and called it the Hardin County Trails Commission. Their role and responsibility is similar to TRAILS, Inc. They help with trail development and maintenance.
- **Unique Features:** Considerable support from the Iowa Natural Heritage Foundation, a nonprofit providing services state-wide. They employ a full-time trail coordinator to provide trail-related services state-wide.

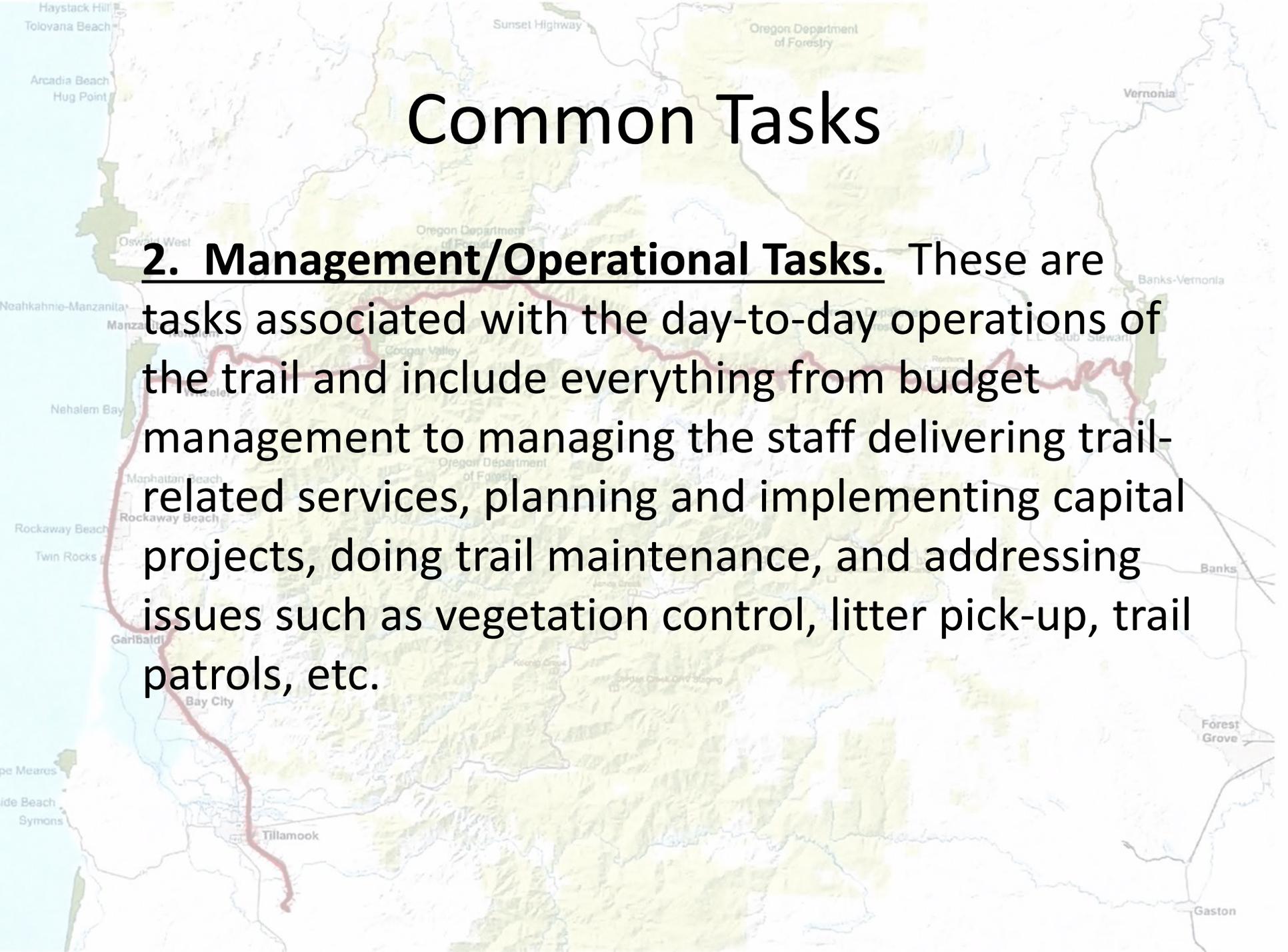


A topographic map of Oregon with a red line tracing a trail route across the state. The route starts on the coast near Tillamook, goes inland through the Willamette Valley, then follows the Cascade Range northwards, and finally descends back to the coast near Astoria. Labels on the map include 'Sunset Highway', 'Oregon Department of Forestry', 'Vernonia', 'Coccar Valley', 'L.L. "Stub" Stewart', 'Banks', 'Forest Grove', 'Gaston', 'Tillamook', 'Garibaldi', 'Twin Rocks', 'Rockaway Beach', 'Nehalem Bay', 'Whitman', 'Molalla', 'Marion', 'Neahkahnie-Manzanita', 'Arcadia Beach', 'Hug Point', 'Haystack Hill', and 'Tolovana Beach'.

# What Have We Learned Thus Far?

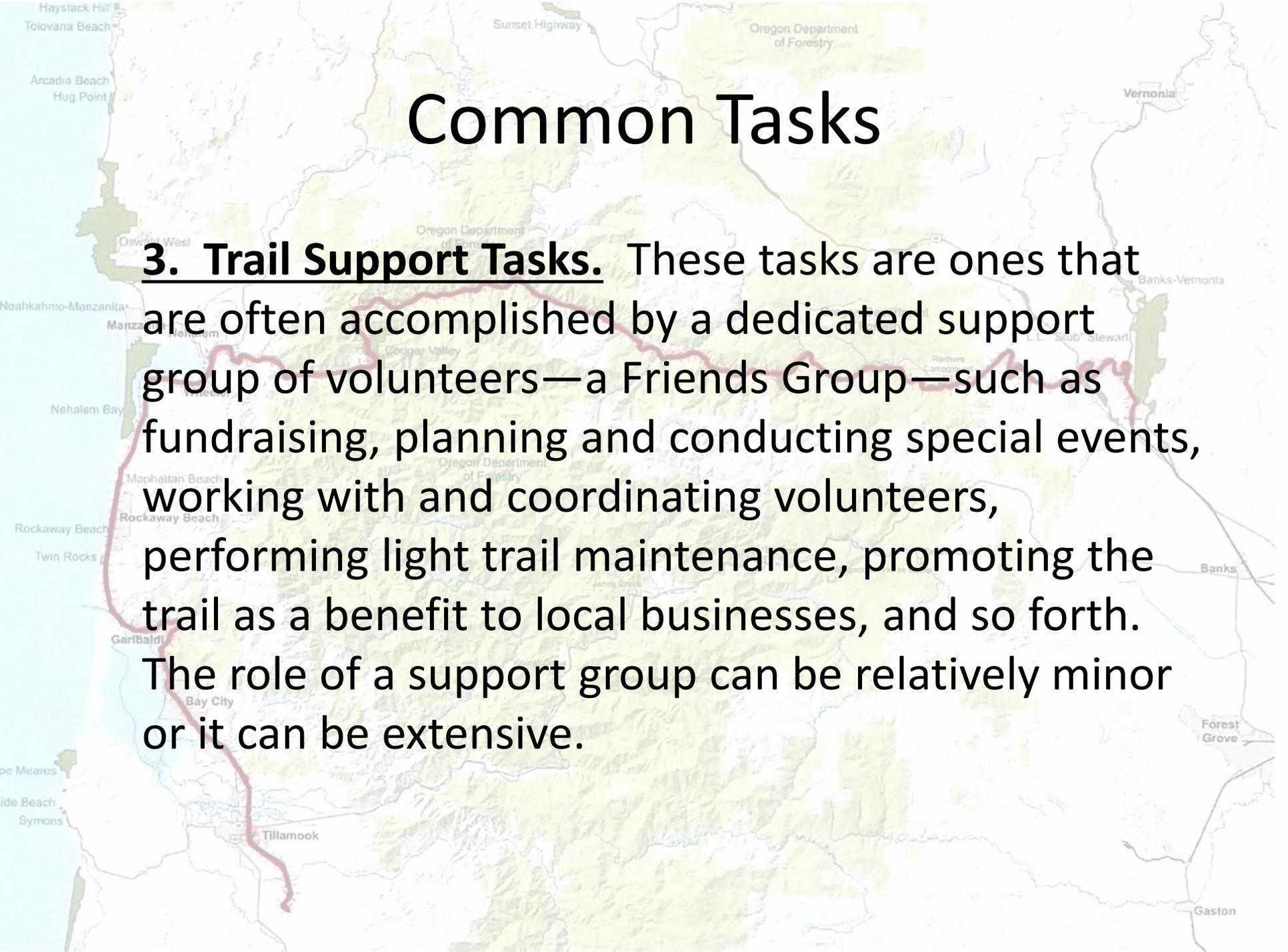
- We found three common trail responsibilities and tasks:

**1. Ownership/Leadership Tasks.** These are owner-related tasks and tasks related to accomplishing the vision of full trail completion and delivering an effective, quality service to the public. They can best be defined as policy tasks, as opposed to day-to-day operations of the trail system.

A topographic map of the Oregon Coast Range National Scenic Area. The map shows the coastline on the left with various beaches labeled, including Tolovana Beach, Arcadia Beach, Hug Point, Nehalem Bay, Maphattan Beach, Rockaway Beach, Twin Rocks, Garibaldi, Bay City, and Tillamook. The interior shows the Coast Range with elevation contours and several towns labeled, including Vernonia, Banks, Forest Grove, and Gaston. The Oregon Department of Forestry is also labeled in several locations. A red line traces a path through the range, likely representing a trail. The title 'Common Tasks' is centered at the top in a large, bold, black font.

# Common Tasks

**2. Management/Operational Tasks.** These are tasks associated with the day-to-day operations of the trail and include everything from budget management to managing the staff delivering trail-related services, planning and implementing capital projects, doing trail maintenance, and addressing issues such as vegetation control, litter pick-up, trail patrols, etc.

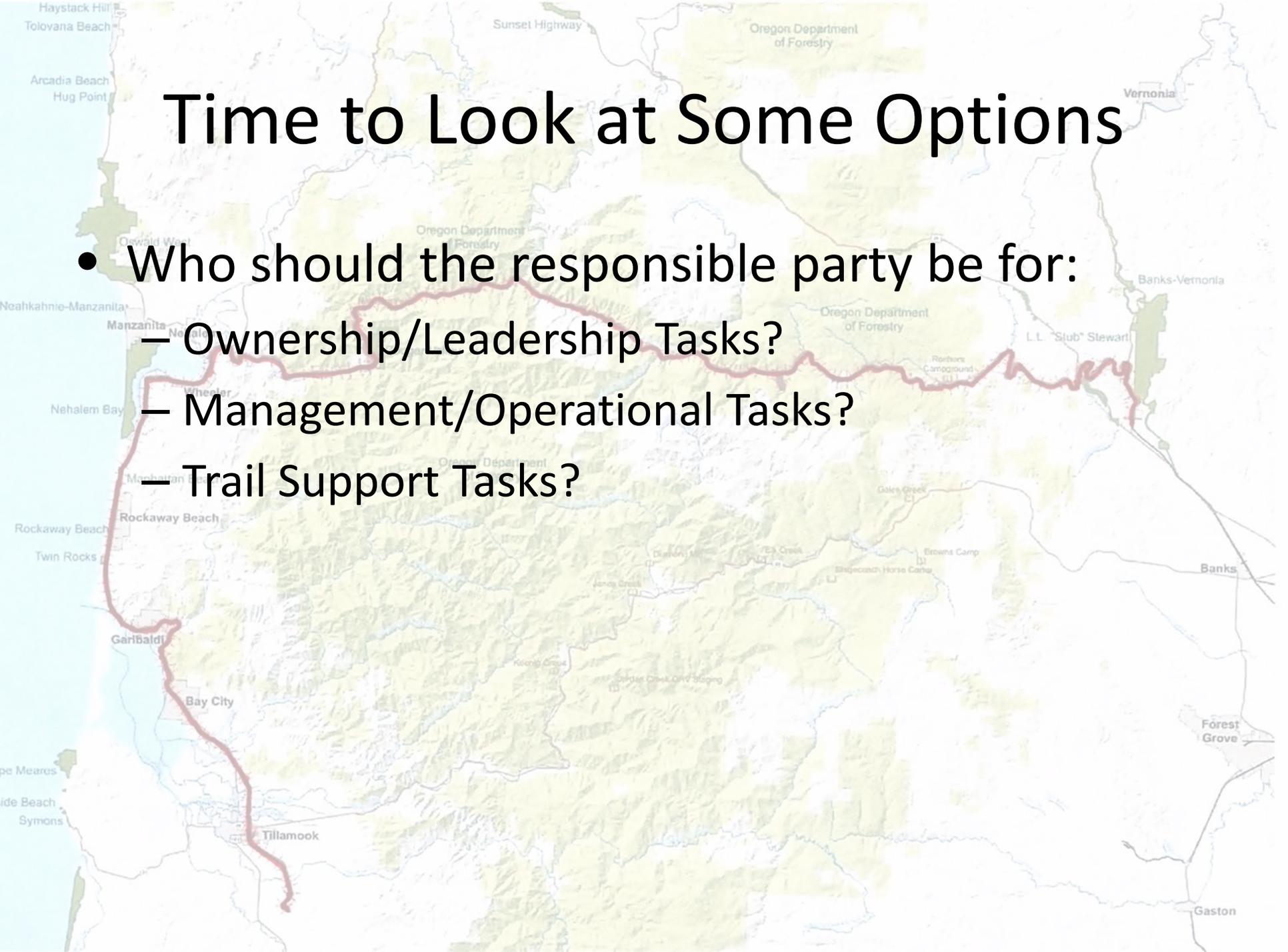
A topographic map of the Oregon Coast Range, showing a red trail route that winds along the coast from Tillamook in the south to the northern coast. The map includes labels for various locations such as Tolovana Beach, Arcadia Beach, Hug Point, Nehalem Bay, Rockaway Beach, Twin Rocks, Garibaldi, Bay City, Tillamook, Forest Grove, and Gaston. It also shows the Oregon Department of Forestry and Sunset Highway.

# Common Tasks

**3. Trail Support Tasks.** These tasks are ones that are often accomplished by a dedicated support group of volunteers—a Friends Group—such as fundraising, planning and conducting special events, working with and coordinating volunteers, performing light trail maintenance, promoting the trail as a benefit to local businesses, and so forth. The role of a support group can be relatively minor or it can be extensive.

# Time to Look at Some Options

- Who should the responsible party be for:
  - Ownership/Leadership Tasks?
  - Management/Operational Tasks?
  - Trail Support Tasks?

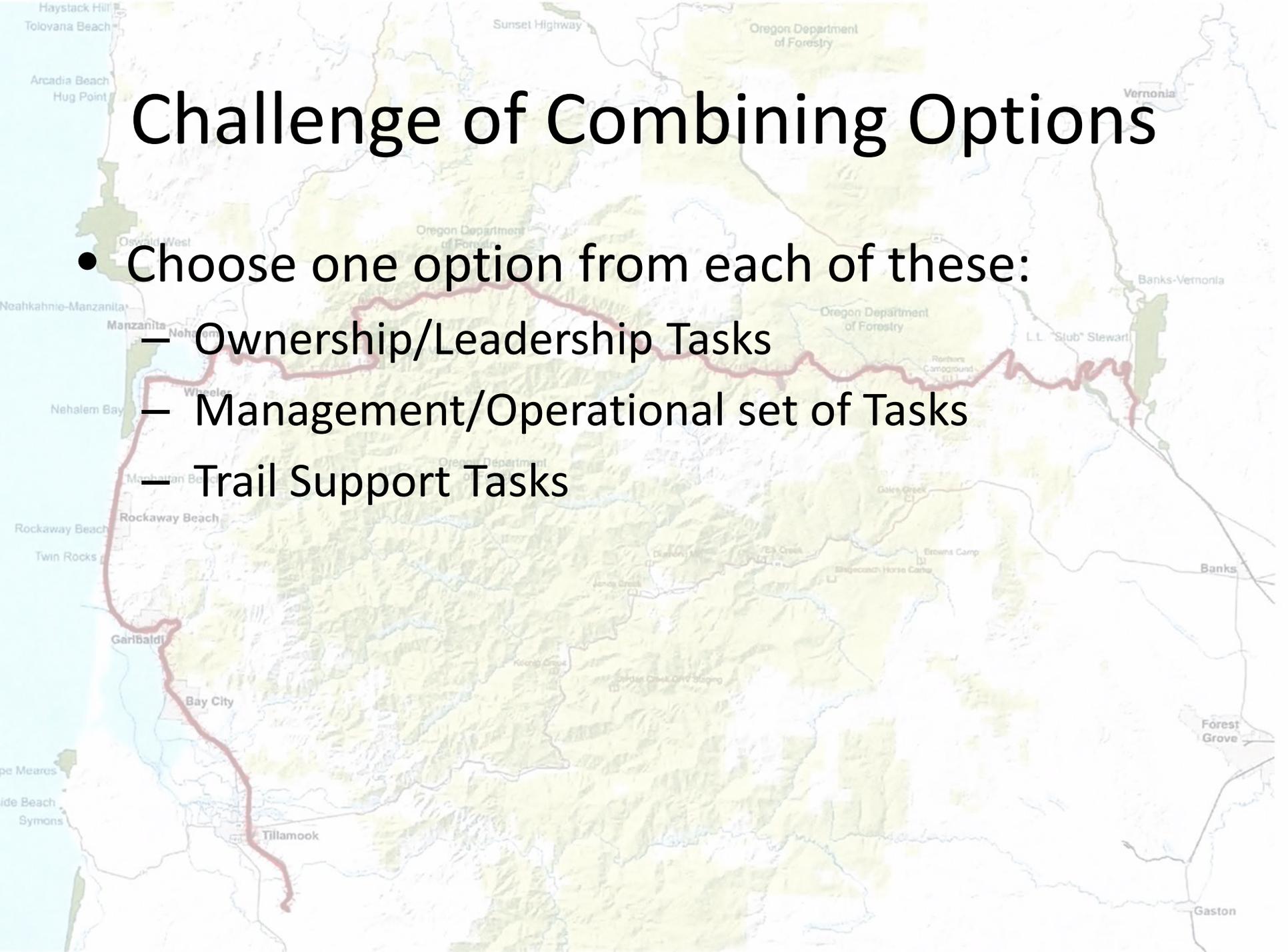


# Possible Responsible Parties

- State Agencies – OPRD, ODF, ODOT
- Local Governments – Two counties, Port Districts, seven cities, and Metro
- Tillamook Forest Heritage Trust
- Cycle Oregon
- Form a Park and Recreation Special District
- Form a New Nonprofit
- Use an Existing Nonprofit
- Encourage Formation of a Friends Group
- Form an Intergovernmental Coalition
- Use a Hybrid Model—a Collaboration/Partnership of willing and able groups

# Challenge of Combining Options

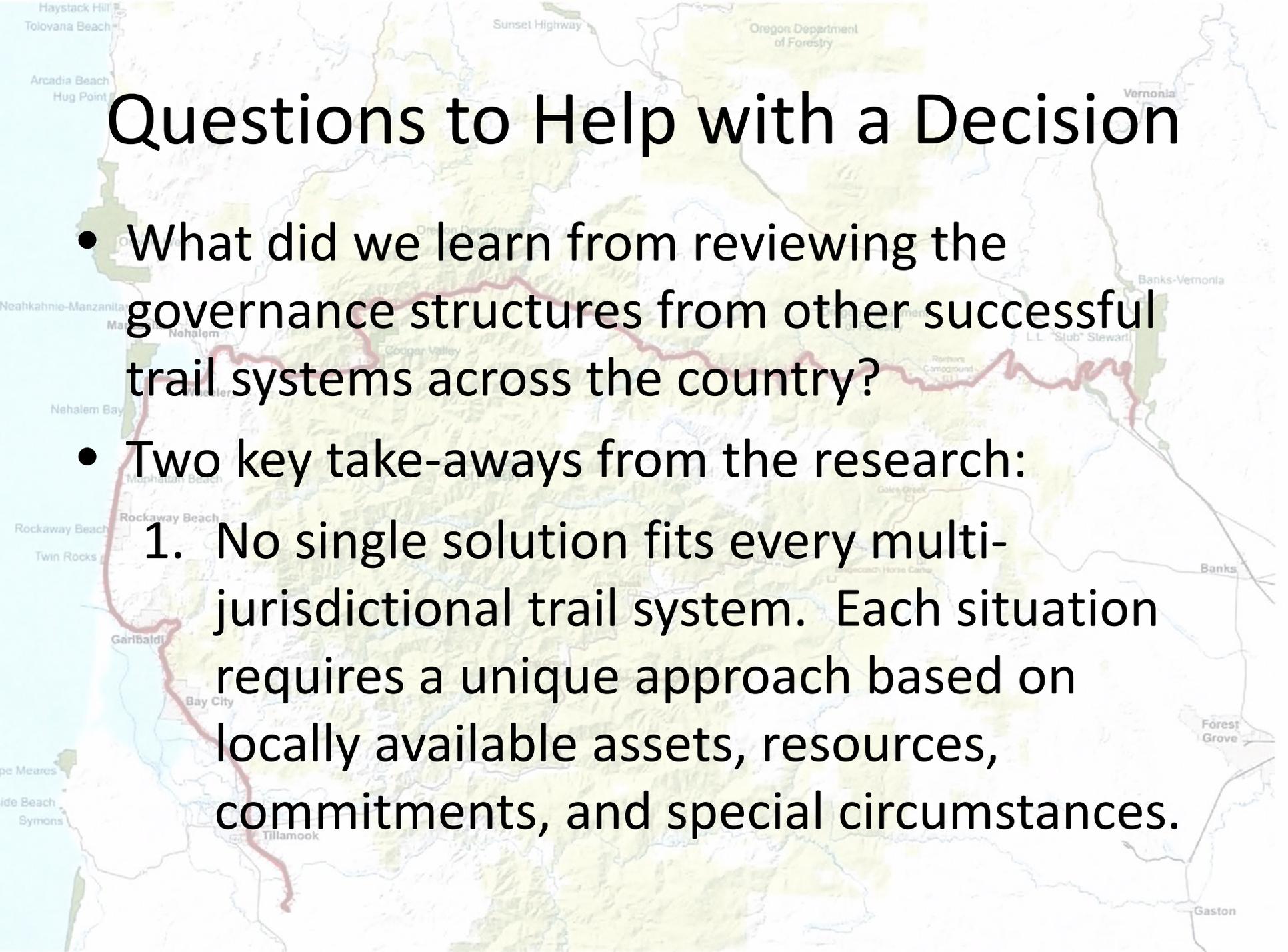
- Choose one option from each of these:
  - Ownership/Leadership Tasks
  - Management/Operational set of Tasks
  - Trail Support Tasks





# Five Examples

1. Lead State Agency with Three Trail Support Associations
2. Intergovernmental Policy Board, Nonprofit Management and Nonprofit Support
3. Collaborative Policy Team, Intergovernmental Management, with one to three Trail Support Associations
4. Collaborative Policy Team, Nonprofit Management, with one to three Trail Support Associations
5. Hybrid Collaborative Structure

A topographic map of Oregon with a red line tracing a trail route across the state. The route starts on the coast near Arcadia Beach, goes inland through the Willamette Valley, then follows the coast through the Siskiyou Mountains, and ends near Banks-Vernonia. Various geographical features and cities are labeled on the map.

# Questions to Help with a Decision

- What did we learn from reviewing the governance structures from other successful trail systems across the country?
- Two key take-aways from the research:
  1. No single solution fits every multi-jurisdictional trail system. Each situation requires a unique approach based on locally available assets, resources, commitments, and special circumstances.

# Key Ingredients for Success

2. There are a variety of options that could be successful as long as most or all of the following six ingredients are present:

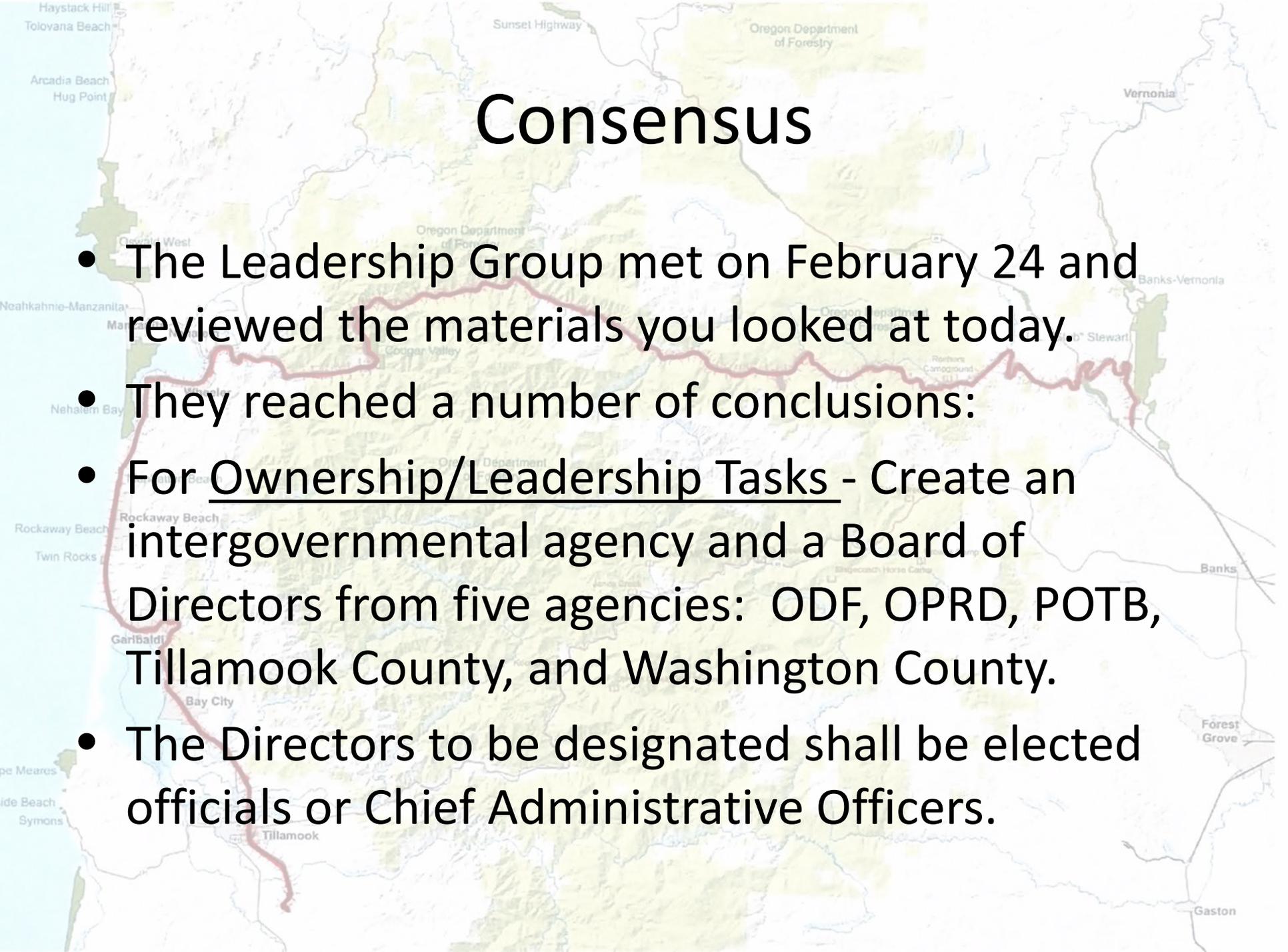
- Vision. A compelling vision that galvanizes support from a large variety of potential stakeholders.
- Leadership. Dedicated leadership from a few key individuals (champions) who have influence and ability to inspire others to take up the challenge and be persistent in their pursuit of the vision.

# Key Ingredients for Success

- Collaborative Structure. The creation of a collaborative structure that keeps all of the major stakeholders significantly involved.
- Active Supporters. The creation of an active “Friends Group” or other non-profit entity that can assume significant responsibilities for fundraising, volunteer support, and other operational support activities.

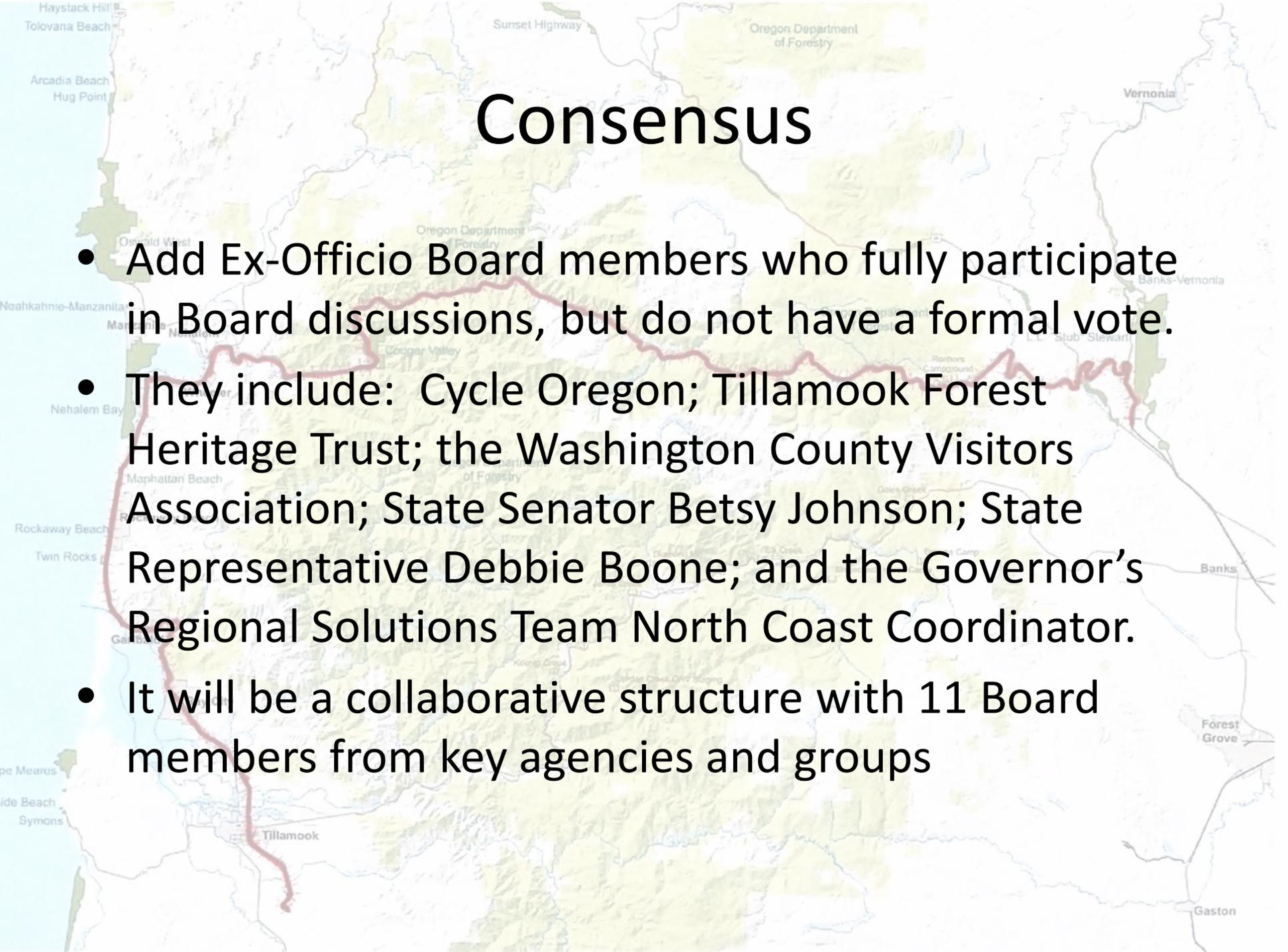
# Key Ingredients for Success

- Effective Marketing. A marketing strategy that makes effective use of social media, website design, and other forms of active communication with stakeholders, community members, and the general public.
- Benefits from Trail Use. Finally, successful trail systems typically identify other tangible benefits beyond the obvious use and enjoyment of the trails. Often, these benefits relate to economic impacts on surrounding communities, improved health benefits, and/or educational benefits related to local history or environmental conditions.

A map of the Oregon Coast Range region, showing various towns and geographical features. A red line is drawn across the map, roughly following the coastline and inland areas. The map includes labels for locations like Tolovana Beach, Arcadia Beach, Hug Point, Haystack Hill, Sunset Highway, Oregon Department of Forestry, Vernonia, Banks-Vernonia, Stewart, Forest Grove, Gaston, Banks, Rockaway Beach, Twin Rocks, Garibaldi, Bay City, Tillamook, and Symons. The text 'Consensus' is overlaid on the map.

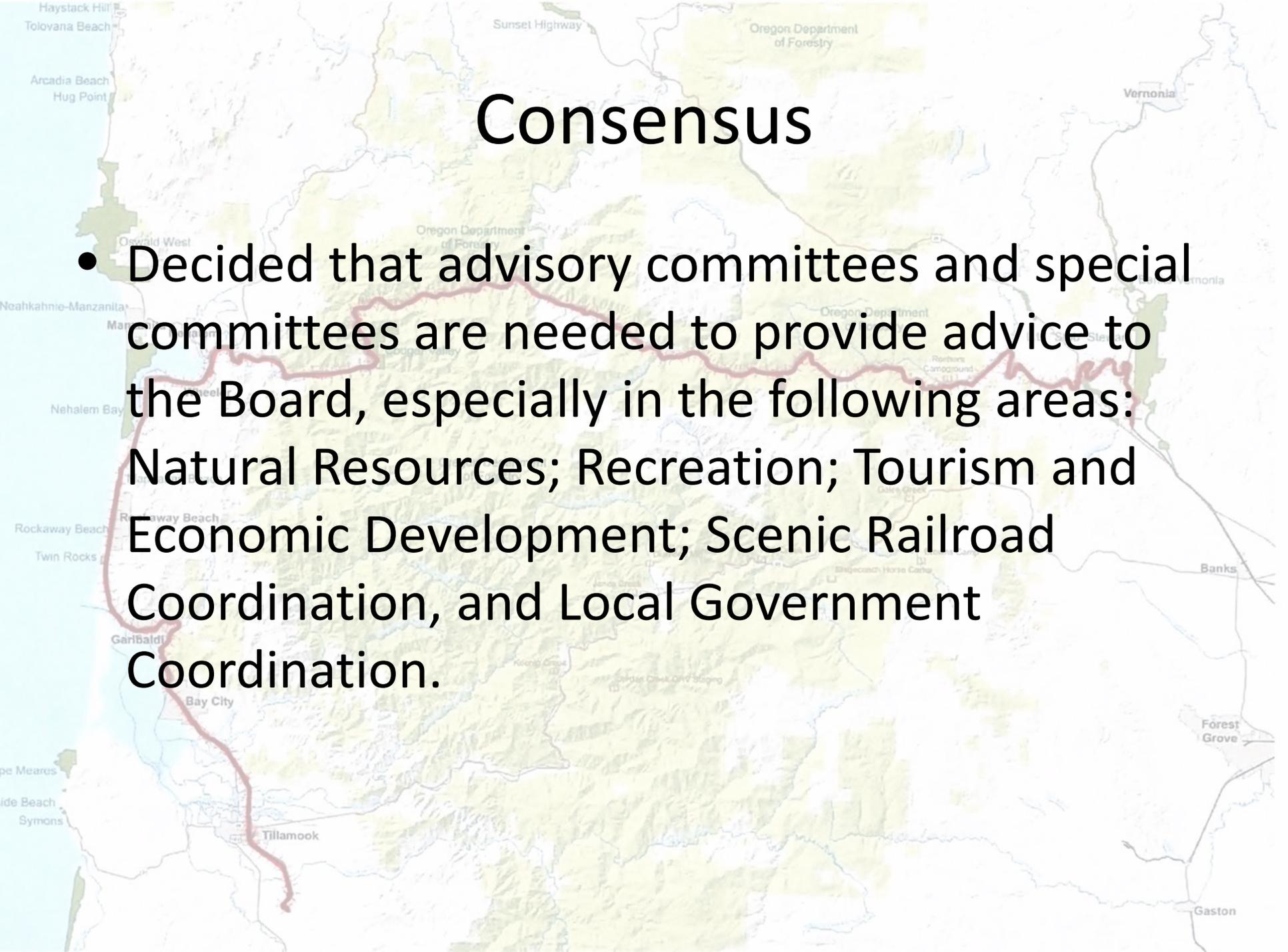
# Consensus

- The Leadership Group met on February 24 and reviewed the materials you looked at today.
- They reached a number of conclusions:
  - For Ownership/Leadership Tasks - Create an intergovernmental agency and a Board of Directors from five agencies: ODF, OPRD, POTB, Tillamook County, and Washington County.
  - The Directors to be designated shall be elected officials or Chief Administrative Officers.

A topographic map of the Oregon Coast Range, showing the coastline from Tolovana Beach in the north to Tillamook in the south. A red line traces the range's path. Labels include 'Sunset Highway', 'Oregon Department of Forestry', 'Vernonia', 'Banks-Vernonia', 'Banks', 'Forest Grove', 'Gaston', 'Tillamook', 'Twin Rocks', 'Rockaway Beach', 'Maphaitan Beach', 'Nehalem Bay', 'Haystack Hill', 'Arcadia Beach', 'Hug Point', 'Oswald West', 'Coccar Valley', 'Neahkahnie-Manzanita', 'Mariposa', 'Nehalem', 'Rogue River', 'Duke Creek', 'Rothbar', 'Cannonwood', 'E.L. Club Stewart', 'Tillamook', 'Symons', 'Meares', 'Gardiner', 'Forest Grove', and 'Gaston'.

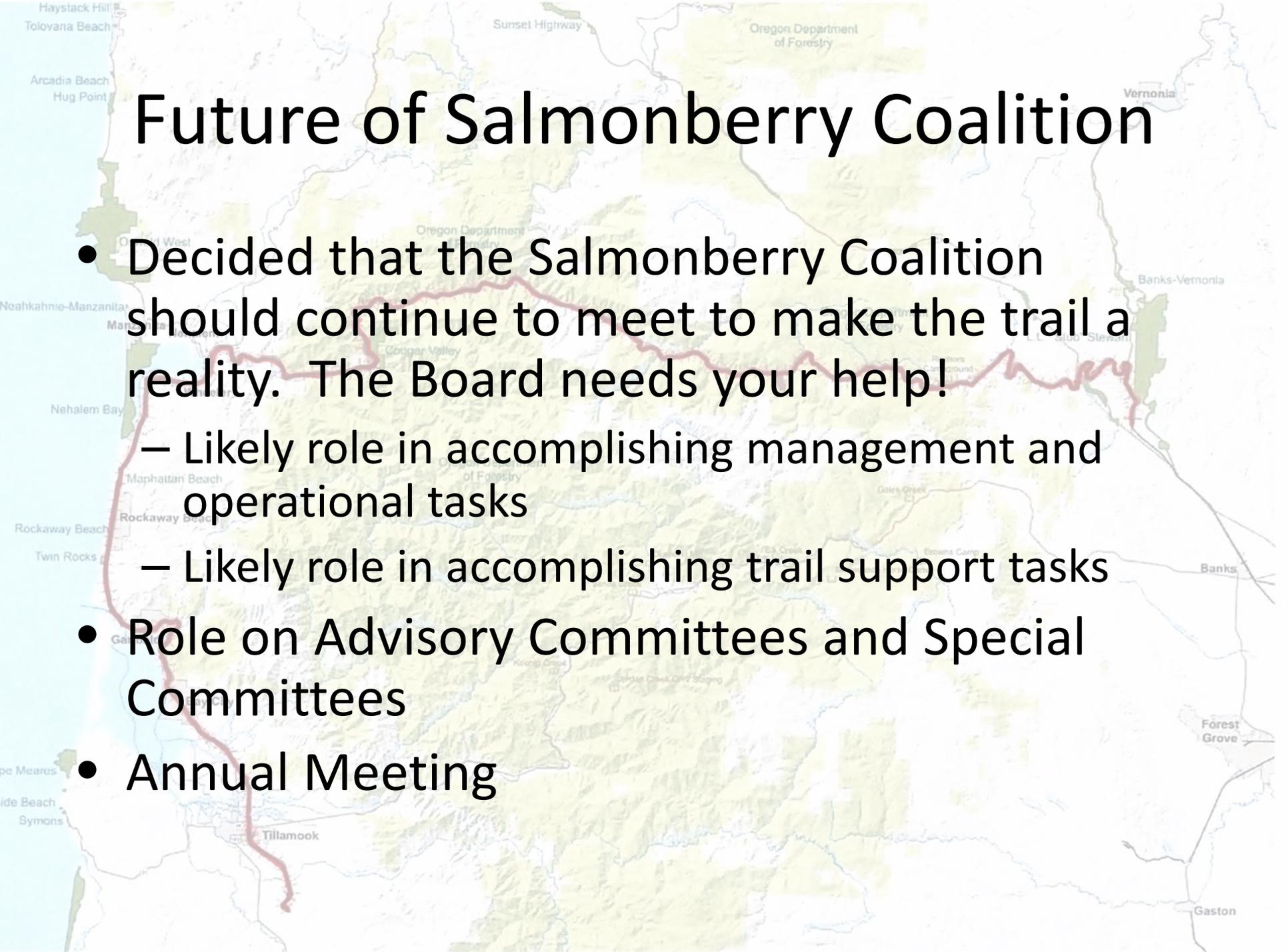
# Consensus

- Add Ex-Officio Board members who fully participate in Board discussions, but do not have a formal vote.
- They include: Cycle Oregon; Tillamook Forest Heritage Trust; the Washington County Visitors Association; State Senator Betsy Johnson; State Representative Debbie Boone; and the Governor's Regional Solutions Team North Coast Coordinator.
- It will be a collaborative structure with 11 Board members from key agencies and groups

A topographic map of the Oregon Coast Range region. A thick red line traces a boundary across the range, starting from the coast near Nehalem Bay and extending inland towards the Oregon Department of Forestry. The map shows various geographical features, including mountains, valleys, and rivers. Several locations are labeled, such as Tolovana Beach, Arcadia Beach, Hug Point, Oswald West, Nehalem Bay, Rockaway Beach, Twin Rocks, Garibaldi, Bay City, Tillamook, Banks, Forest Grove, and Gaston. The Oregon Department of Forestry is also labeled in several places. The word 'Consensus' is written in large black font at the top center of the map.

# Consensus

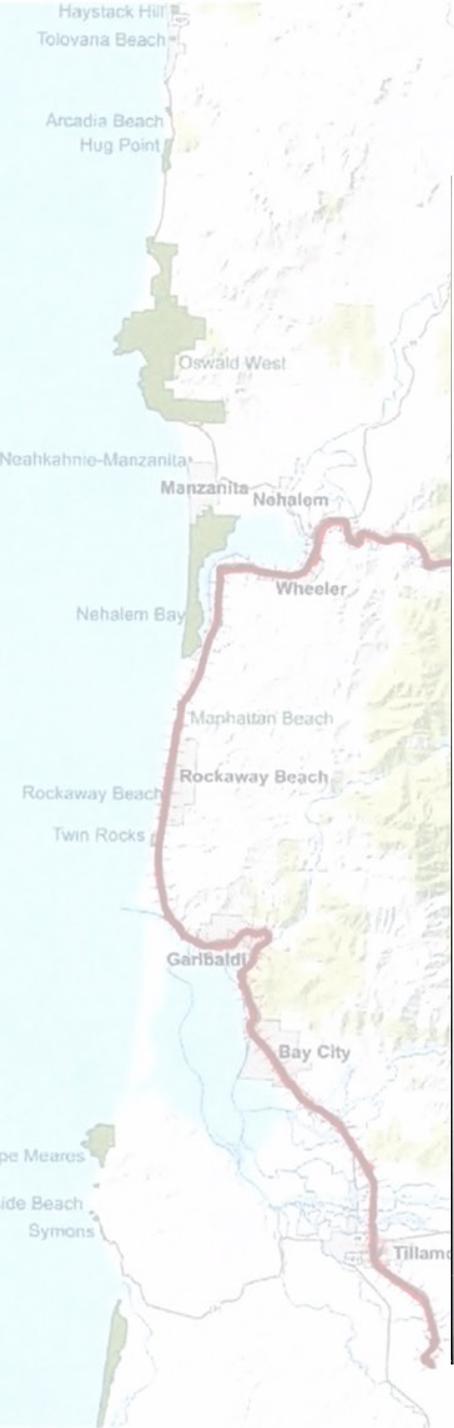
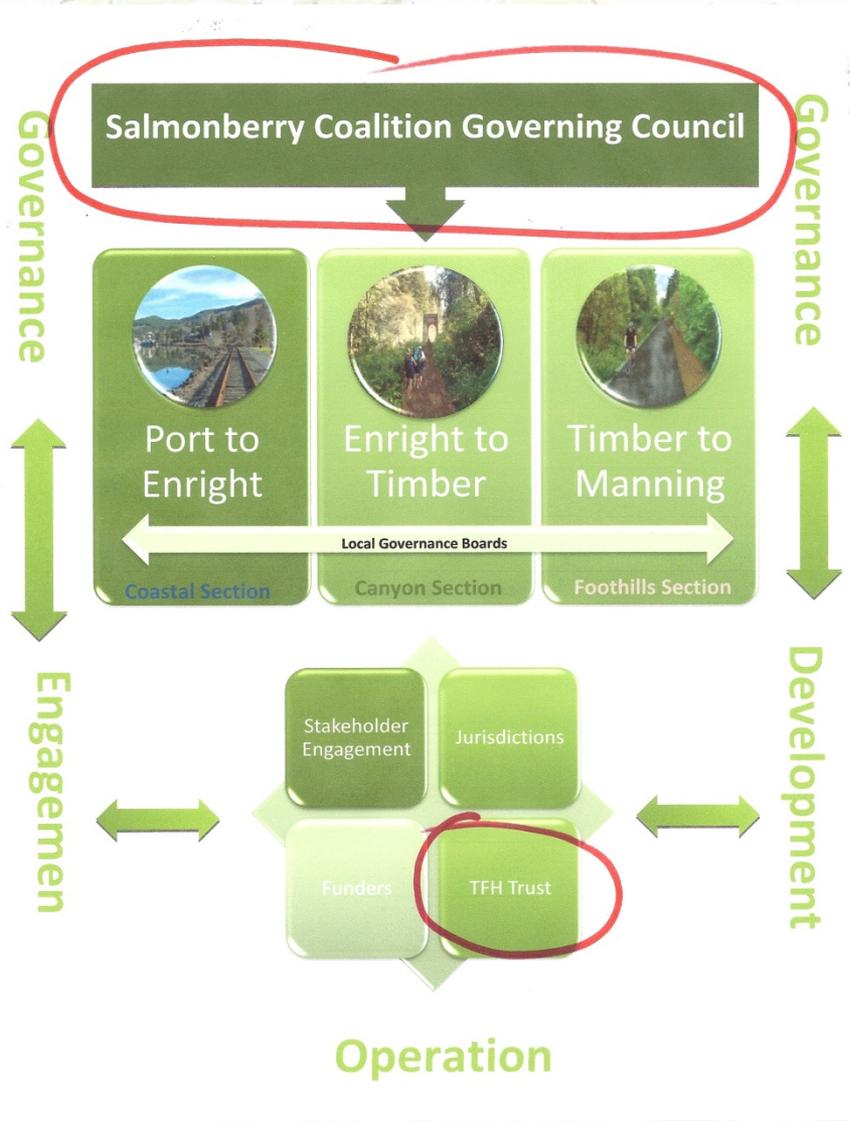
- Decided that advisory committees and special committees are needed to provide advice to the Board, especially in the following areas:  
Natural Resources; Recreation; Tourism and Economic Development; Scenic Railroad Coordination, and Local Government Coordination.



# Future of Salmonberry Coalition

- Decided that the Salmonberry Coalition should continue to meet to make the trail a reality. The Board needs your help!
  - Likely role in accomplishing management and operational tasks
  - Likely role in accomplishing trail support tasks
- Role on Advisory Committees and Special Committees
- Annual Meeting

# Current Status



# Declaration of Cooperation

Commitments to add clarity and direction to the process for near-term decision making that will lead to a governance structure.



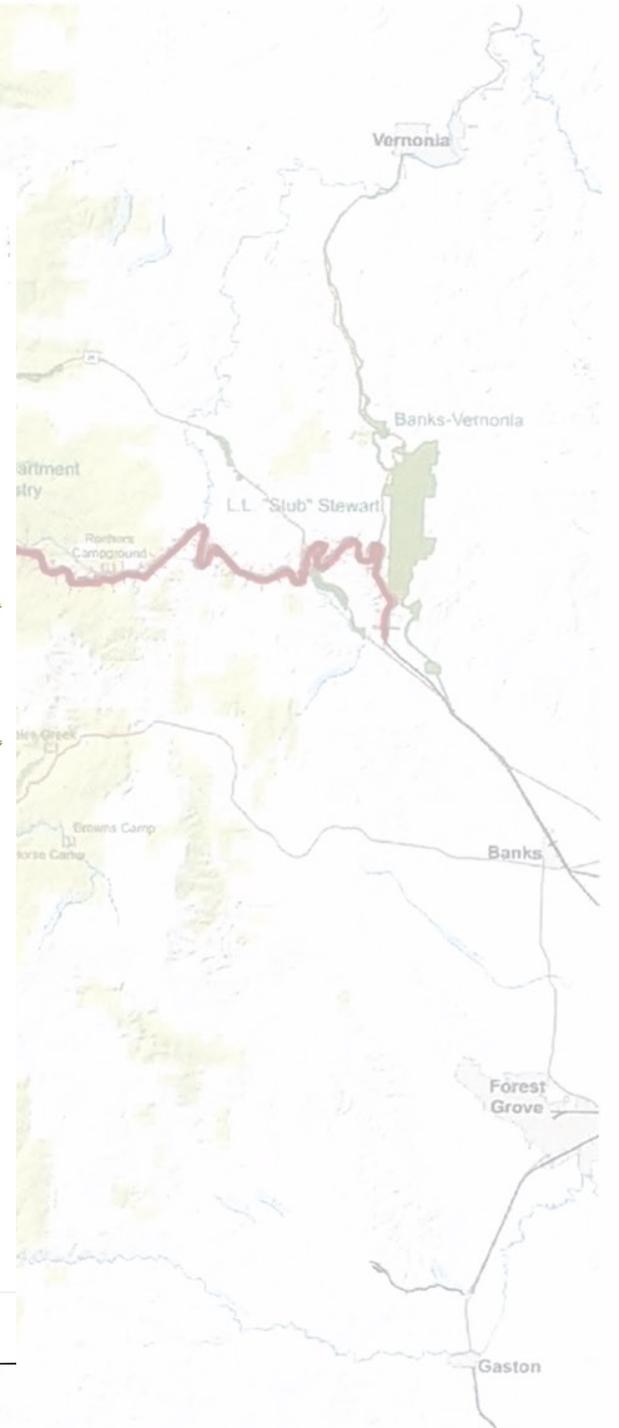
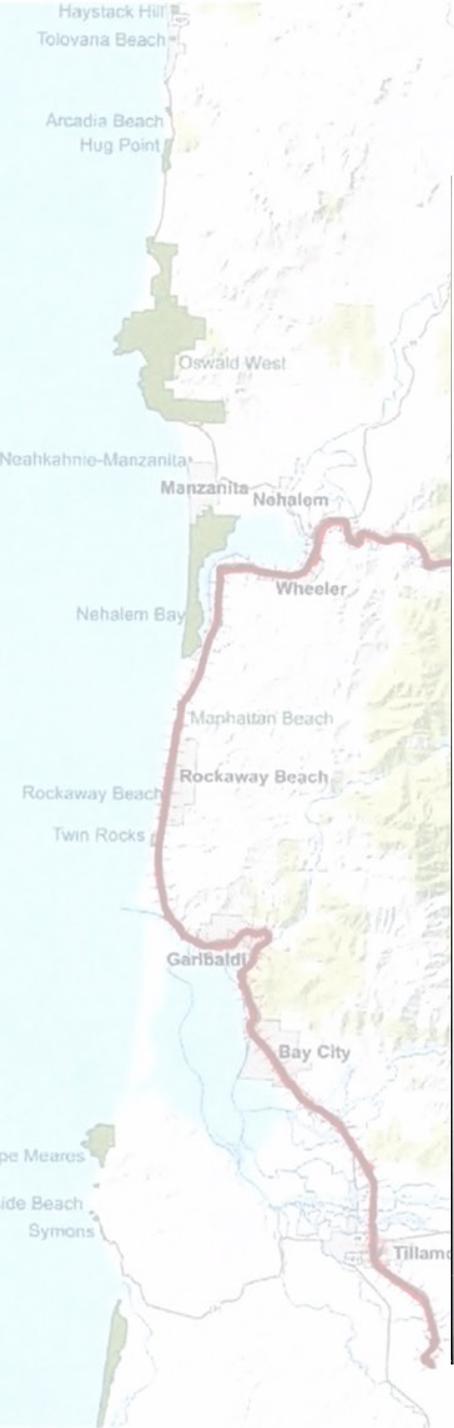
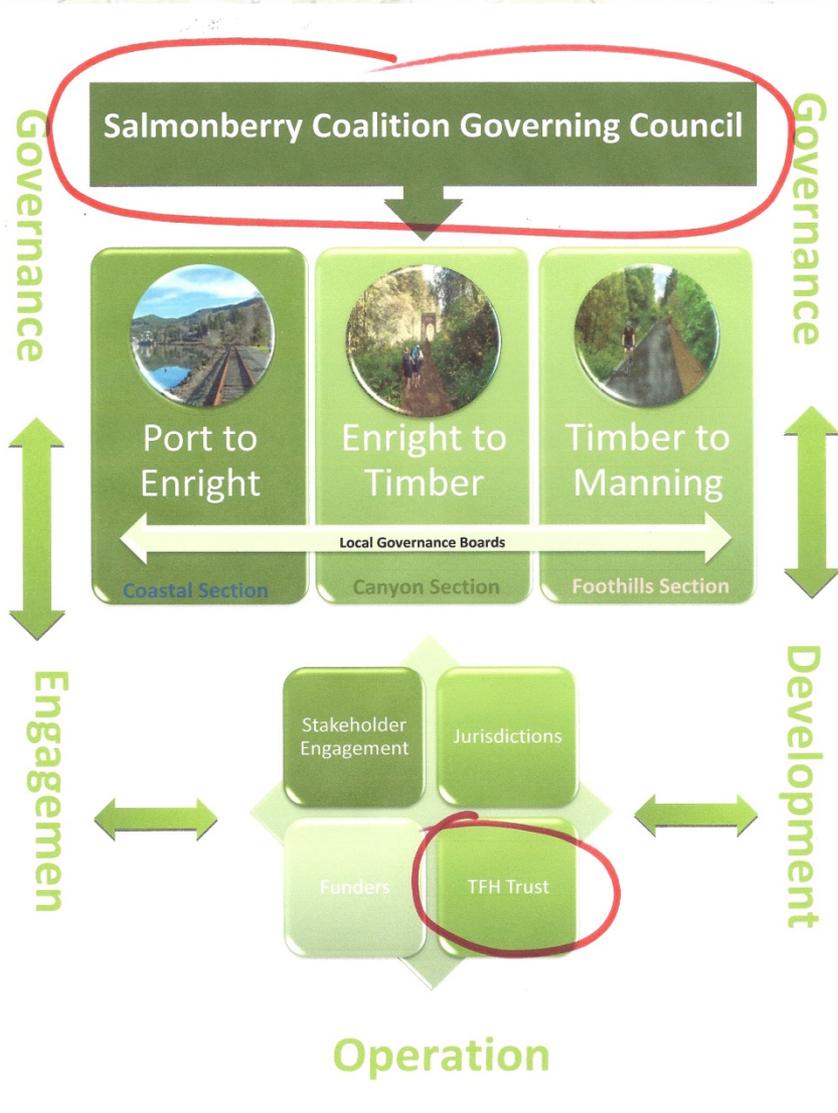
# Some Next Steps for Board

- Finalize IGA among the five partners
- Officially invite ex-officio members
- Draft operating agreements, mission statement, and an action plan
- Finalize hiring for Project Manager - discuss roles, assignments and priorities
- Reach agreement on naming and branding

# More Next Steps for Board

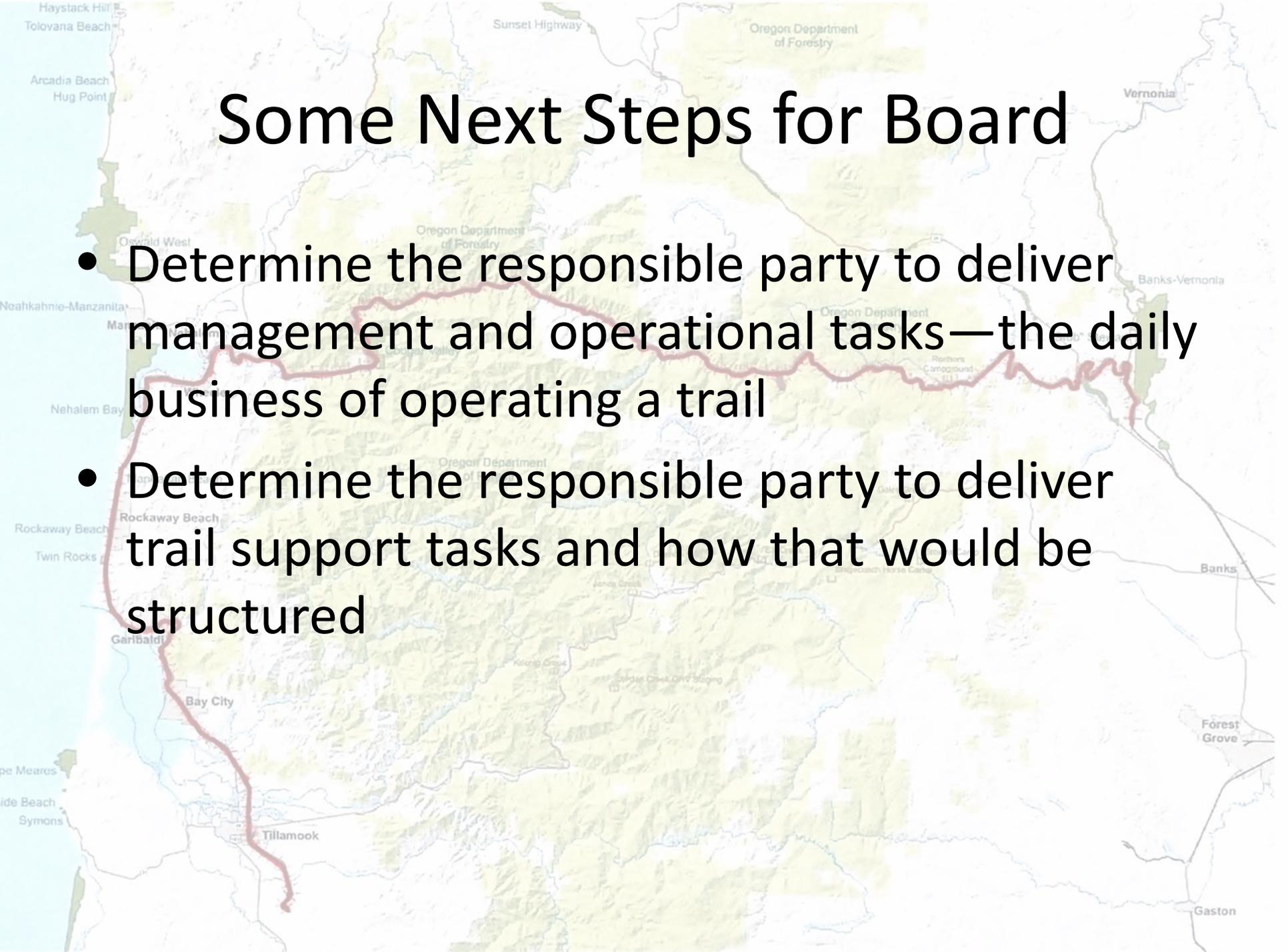
- Officially adopt or accept the Concept Plan
- Reach agreement with the Tillamook Forest Heritage Trust on initial support roles and functions
- Discuss fundraising strategy with the Metropolitan Group
- Continue discussions with Metro, DEQ, ODOT, ODF&W, and affected local governments

# Current Status



# Some Next Steps for Board

- Determine the responsible party to deliver management and operational tasks—the daily business of operating a trail
- Determine the responsible party to deliver trail support tasks and how that would be structured



A topographic map of the Oregon Coast Range area, showing terrain, roads, and water bodies. A red line traces a trail route along the coast and inland. Labels on the map include 'Sunset Highway', 'Oregon Department of Forestry', 'Vernonia', 'Garibaldi', 'Bay City', 'Tillamook', 'Forest Grove', and 'Gaston'.

# More Next Steps

- Identify current and future desired trail segment ownership; develop strategy for right-of-way ownership and negotiations with the POTB.
- Discuss legislative report as required by SB 1516 and make assignments
- Discuss communications strategy and make assignments
- Appoint Advisory Committees and other special committees as appropriate

# More Information

Oregon Solutions website has more information for you. Will be live on Monday of next week.

- Executive Summary of Assessment Report
- Copy of Governance Options Report prepared for the Board (with links)

<http://orsolutions.org/osproject/salmonberry>



# Conclusion

- Thank you for the opportunity to help with this project.

