New York State Office of Parks, Recreation and Historic Preservation

John Boyd Thacher State Park - Voorheesville, NY - John Rozell, OPRHP
New York’s natural and cultural resources support a tremendous diversity of trails which offer myriad experiences. Opportunities range from hiking the Finger Lakes Trail, cross-country skiing in Allegany State Park, and horseback riding at Brookfield to mountain biking at Ellicottville, rollerblading along the Erie Canal, and snowmobiling on the Tug Hill. Other trail experiences include climbing the Adirondack high peaks, traversing the Northern Forest Canoe Trail, hiking through the Long Island Pine Barrens, and biking on New York City’s extensive greenway system. Each region of the State offers a unique setting and a different set of opportunities.

There are over 16,000 miles of trails in New York State, ranging from short nature trails to the 90-mile-long Genesee Valley Greenway, the 350-mile-long Long Path, and over 2,000 miles of Adirondack Park trails, as well as over 10,000 miles of trails in the New York State (NYS) snowmobile trail system. New York’s trails interpret a variety of cultural and historic periods ranging from Ganondagan State Historic Site’s ethno-botanical Earth is Our Mother Trail at the 17th-century Seneca village site to Old Croton Aqueduct State Historic Park’s 26-mile-long path along the 19th-century engineering marvel that carried water to New York City from its distant water supply. In addition, new trails are constantly being developed, such as the 625-mile-long New York portion of the North Country National Scenic Trail, and additions to the Erie, Champlain, Cayuga-Seneca, and Oswego Canalway Trails of the 524-mile New York State Canal System.

The Statewide Trails Plan provides the overall vision, goals and objectives for the creation of a statewide trails system. The plan identifies a proposed framework for greenway trails, long distance hiking trails, and water trails along with strategies to address the various issues encountered by trail users, maintainers and land managers.

Authorization
Development of a comprehensive plan for the establishment of a statewide trails system is called for in the NYS Consolidated Laws, L. 1972, Chapter 660, Article 3. The New York State Office of Parks, Recreation and Historic Preservation (OPRHP), as the state trails coordinator, is directed to develop the Statewide Trails Plan. This Plan is an update of the 1994 Statewide Trails Plan.
New York’s Statewide Trails System is envisioned as interconnected world-class networks of land and water trails that: are designed to be sustainable; provide a multitude of recreational opportunities; conserve the environment; connect parks, forests, open spaces, historic and cultural sites, public facilities, communities, and neighborhoods; attract economic opportunities; provide for alternative means of transportation; support tourism; promote the health and well-being of state residents; and otherwise enhance our quality of life as they allow people and wildlife to freely move across the diverse landscapes of New York State.

Through this vision, the Plan sets out to:

- Provide statewide policy direction for trail planning, development, and management;
- Develop a framework for the statewide trails system;
- Identify trail related issues and provide strategies to address them;
- Provide standards and guidelines and resources for development of sustainable trails statewide;
- Recommend the creation of a Statewide Trails Clearinghouse; and
- Define roles and responsibilities for implementation.
**Benefits of Trails**

Trails provide multiple benefits for individuals and communities and these benefits are measurable and definable. As our individual health is being thought of in a more holistic way, trails are at the forefront of offering a healthy lifestyle for both the mind and body. With many trails having their origins in the history of a community, they afford educational opportunities and a pride of place.

**Healthy Hearts and Healthy Minds**

**Condition**
- 24% of adult Americans get no exercise
- 60% of NYS adults are overweight or obese
- Obesity among children and adolescents has tripled over the past 30 years
- Obesity-related illnesses cost the state more than $7.6 billion per year

**Trail benefits**
- Weight control
- Reduced risk of cardiovascular disease
- Reduced risk for type 2 diabetes
- Reduced risk of some cancers
- Strengthen bones and muscles
- Improve mental health and mood

**Connecting Children and Nature: No Children Left Inside**

**Condition**
- Children less connected to the outdoors than ever before
- Children spend half as much time outdoors than they did 20 years ago
- One third of New York’s children are obese or overweight
- “nature deficit disorder”

**Trail benefits**
- Less stress
- Fewer sleep disorders
- More positive outlook on life
- More physically fit
- Stronger immune systems
- Increase motivation
A Quiet Economic Engine

Trails have positive direct and indirect impacts

- Expenditures per visit range from just over $1 to amounts greater than $40 per trail visit
- Purchase of “hard” (durable) goods and “soft” (consumable) goods
- Approximately 400 million recreation days undertaken by New Yorkers in walking and bike riding each year

Trails have a positive impact on adjacent property values

- Higher percentage of asking price
- Homes sold faster
- Homes easier to sell

Trails can stimulate local businesses

Alternative Transportation

- A safe and viable transportation alternative
- Motorized transportation is the single largest man-made source of air pollution in the United States
- Walking displaces between 7.6 and 28.1 billion passenger vehicle miles traveled per year, saving up to 1.5 billion gallons of gas each year

A Spiritual Experience

- A place for spiritual renewal
- The trail experience includes the trail and the environment it’s in

Education

- Provide a sense of place and understanding of the past
- Environmental classrooms

Green Infrastructure, Smart Growth and Conservation

- Protection of large interconnected networks of open space
- Create walkable communities
- Preserve natural landscapes and protect environmentally sensitive areas
- Formal passageways through environmentally sensitive land

History of Trails in New York State

1825:
Opening of New York’s Erie Canal, a corridor that would eventually become one of the nation’s premier recreational corridors and its towpath, part of one of the longest greenway trails in the nation.

1891:
Formal origins of recreational trail use in NYS - $250 appropriation by the Legislature for completion of a public path to the summit of Slide Mountain in the Catskills.
Trails play an integral role in the lives of the citizens of New York. To better understand the diversity of needs and the trends in trail use, numerous surveys and research were conducted over the past six years. Survey topics included general public recreation participation and use of facilities, economic impacts of trails, and trail issue identification and prioritization. Public workshops were conducted statewide to provide an opportunity for public, trail organization and governmental input regarding trails in the state. Comments received included recommendations for statewide and regional trail connections and identification of local, regional and user needs and issues. Additional research provided information on trail user trends throughout the state and the nation.

Trail Participation by New Yorkers

- 63% - Walking/Jogging
- 30% - Biking
- 20% - Hiking/Backpacking
- 5% - Horseback Riding

Summer Trail Activities (days of activity per participant)

- 67 Days – Walking/Jogging
- 26 Days – Biking
- 23 Days – ATV/Off Road Vehicle
- 22 Days – Horseback Riding
Economic Impact
- 86.3% of the trail users are within a 20 mile radius (local users) of the trail
- Local users spend just under $10 per trail visit
- Non-local users spend an average of $180 per trail visit
- Trail users spend an average of $342 per year on equipment for trail activities

Population Trends
- 19.5 million residents in 2009
- 52.6% over age of 60 by 2030
- 57% over age of 60 walk for pleasure
- 20.6% considered to have a disability
- 92% of residents live in urban areas

History of Trails in New York State
1924:
The first section (twenty miles) of the Appalachian Trail opens through Bear Mountain and Harriman State Parks.
1968:
Passing of the National Trails System Act of 1968 and designation of the Appalachian Trail as a National Scenic Trail.
Top Five Trail Issues
Local Government Officials
- Sources of funding
- Landowner concerns
- Maintenance
- Developing new trails
- Safety/Law enforcement

State Park Managers
- Maintenance
- Sources of funding
- Trail signage
- Safety/Law enforcement
- Accessibility for persons with disabilities

Social Issues
Local Government Officials
- Conflicts between different types of users
- User/landowner conflicts
- Trail vandalism
- Illegal use of trails
- Crowding/overuse

State Park Managers
- Illegal use of trails
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Trail Needs
- Trails linked to other trails
- Trails in rural areas
- Trails connecting residential areas to schools, parks, etc.
- Trails linked to populated centers
- Trails connecting residential areas to commercial areas

History of Trails in New York State
1972:
The NYS Canal Recreation Development Program is established. The NYS Office of Parks and Recreation and NYS Department of Transportation enter into a formal agreement for joint development of the 524-mile long canal system for recreational purposes.
The valuable public input collected through statewide surveys and workshops helped guide development of the following goals and objectives. The seven goals and 39 objectives in conjunction with implementation of this plan will advance the State’s vision for an interconnected world-class network of land and water trails that will be designed to be sustainable, protect the environment, provide connectivity throughout the state and enhance the quality of life of our citizens.

**GOAL 1: Cultivate Development of a Statewide Trails System**

**Objectives**

- Foster the development of trail connections between natural, recreational, and cultural areas, including parks, forests, greenways, blueways, historic sites, public facilities, businesses, educational institutions, communities, and neighborhoods.
- Develop a Statewide Trails Clearinghouse to include a statewide trails website and a comprehensive inventory of NYS trails.
- Utilize existing linear corridors (parkways, railroads, utility ROWs, canals, rivers) in the development of trail systems.
- Coordinate with federal and state agencies and utility companies to ensure that transportation and utility corridors are considered for trail systems and use in their design, operation, and maintenance.
- Incorporate water access into transportation and other projects and programs that are associated with water bodies (e.g. hydroelectric, Local Waterfront Revitalization Program - LWRP).
- Continue efforts through constituency groups to strengthen and expand, as needed, provisions of the General Obligations Law, to protect land owners who allow responsible public recreational use of their lands.
- Facilitate the acquisition of corridors for use in developing regional trail systems.

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**History of Trails in New York State**

**1980:**
Designation of the North Country Trail as a National Scenic Trail.

**1981:**
New York State Trails Council formed to ensure citizen participation in trail planning and management by including representatives from many different categories of trail users.
GOAL 2: Provide opportunities for all New Yorkers to have easy access to trails.

Objectives
- Create and encourage the creation of new trail opportunities close to where people live.
- Provide and improve trails and trail information for persons with disabilities. Ensure that new trails are designed for maximum accessibility.
- Improve intermodal transportation facilities to support trail user needs and improve accessibility.
- Accommodate all trail activities based on relative needs and demands as well as compatibility with resources.

GOAL 3: Increase education about, cultivate support for, and promote the use of New York State trails among the general public.

Objectives
- Increase public awareness of the health, economic, social, educational and environmental benefits of New York State’s trails to strengthen support for trail development, maintenance and use.
- Promote trail activities and programs that encourage children and youth to connect with nature; encourage use of trails in environmental education programs.
- Encourage the use of trails to increase physical activity and combat the obesity epidemic as well as reduce the risk of many chronic diseases.
- Promote and improve trail user education programs.
- Develop educational and promotional content for a statewide trails website.
- Coordinate a statewide National Trails Day promotion in conjunction with the American Hiking Association and trails groups within NYS.
- Promote trails in statewide and regional tourism campaigns.

History of Trails in New York State

1991:
Congress enacted the Intermodal Surface Transportation Efficiency Act (ISTEA) providing federal funding for trail development.

1992:
The NYS Canal Corporation formed when the Canal System was transferred to the Thruway Authority and set about advancing the transformation of the NYS Canal System into a world-class recreationway.

Snowmobiling in Central New York - OPRHP

John Boyd Thacher State Park - Voorheesville, NY - John Rozell, OPRHP
GOAL 4: Advance environmental resource protection and sustainability in the development and management of trails.

Objectives

- Foster the development of ecological corridors in the development of trail corridors.
- Provide resource protection guidance, including information on methods and best management practices in trail design, development, and management.
- Utilize the latest environmental information and construction techniques to aid in the design and management of trails.
- Develop trail systems that are sustainable over time.

GOAL 5: Promote communication, cooperation, and coordination among all government entities, landowners, user groups, and other non-governmental organizations involved in trail planning, development, management, and maintenance.

Objectives

- Integrate trails into the state, regional, and local planning processes.
- Establish a federal and state interagency working group on trail planning and development.
- Encourage local communities to include trails as an essential and mainstream element of infrastructure planning.
- Facilitate statewide and regional workshops to encourage regional planning, improve communications, and provide information on trail-related topics.
- Encourage partnership agreements between trail user groups, private and not-for-profit organizations, and land management agencies to enhance or develop new trail opportunities.
• Maintain the New York State Trails Council to function as a forum to discuss trail-related issues.
• Advance a system of signage for all types of trails along highways and state roads in partnership with NYS DOT.

GOAL 6: Conduct research to aid in the planning and management of trails.

Objectives
• Monitor trends in trail activities through surveys, registrations, sales figures, and the experiences of other states.
• Conduct economic impact studies of trails and establish a model for trail managers to use.
• Establish a standardized trail count protocol that can be applied to greenway trails throughout the state.
• Utilize GIS and GPS to gather, analyze, and disseminate trails data.

GOAL 7: Provide adequate funding and support for trails projects from various sources.

Objectives
• Encourage and support sustained federal and state funding and programs that enhance trails planning, trail acquisition, development and maintenance.
• Partner with foundations and corporations for matching funds.
• Publicize Federal, State and local grant funding opportunities for trail building and maintenance.
• Encourage preparation of National Register of Historic Places nominations for historic corridors to make structures eligible for EPF Historic Preservation Grants.
• Pursue alternatives to direct funding, such as, donations of land, creation of trail easements, acquisition by private organizations (e.g. land trusts) and endowments.
• Seek corporate or individual contributions to fund signage projects.
• Explore options with foundations, organizations and businesses for matching funds, grants, donations of money, materials and/or labor (volunteer days), and technical expertise (e.g. donated engineer services).

History of Trails in New York State

1993:
The New York City Department of City Planning released A Greenway Plan for New York City which outlined a proposal for 350 miles of landscaped bicycle and pedestrian trails throughout the city.

1998:
Transportation Equity Act for the Twenty-First Century (TEA-21) enacted to reauthorize ISTEA.
The Plan provides a statewide framework for three types of trail systems: greenway trails, long distance hiking trails and water trails. These systems are based on existing primary trails and proposed potential corridors or routes that provide connectivity and make a truly integrated system. This framework is the basis for the long term vision for a trails network in the state. It is recognized that future trail connectors may vary from the proposed trail alignments but it is more important to acknowledge the connections that can be made. The extensive network of greenway trails in New York City serves a significant portion of the state’s population and is included as part of the statewide framework. (See Figures 1-4 in the Statewide Trails Plan for each type of trail system as well as the New York City greenways map.)

Although this represents a statewide system of primary trails, of equal importance are secondary trails and stand alone trails. These often provide linkages and/or access to support services, attractions, and communities and include trails within parks and other open spaces.

Networks not included in the Plan include the NYS snowmobile trails system, which is addressed in the Snowmobile Trails Plan, recreational highway routes (bicycle routes and tourist routes), which are planned and managed by other agencies, and interpretive routes. Horse, mountain bike, and cross country ski trails are generally systems of loops confined within a limited area or which utilize segments of greenway and/or hiking trails; interpretive trails are often a single loop or short path; and all-terrain vehicles or four wheel drive trails generally occur within areas or regions of the state; therefore, these types of trails are not part of the statewide framework.
Interstate Connections – The state’s trails are not an isolated network but extend beyond the state boundaries. Connections exist with similar trails in neighboring states and provinces, as part of regional or national networks or on an individual basis. From greenway trails, such as the East Coast Greenway, to single use trails, such as the Appalachian Trail and the North Country Trail, to water trails, such as the Northern Forest Canoe Trail and the Lake Champlain Paddlers’ Trail, these interstate connections form important linkages between parks, forests, open spaces, historic and cultural sites, public facilities, communities, and neighborhoods as extensions to the statewide system.
All trails provide opportunities and challenges. There are many considerations when designing, developing, maintaining, upgrading and rehabilitating trails. Through surveys and research, the Statewide Trails Plan identifies the following ten trail issues as significant considerations during planning, development and maintenance of trails. Over 80 detailed strategies were developed to address these trail topics. A sample of strategies for each category is provided below.

**Development and Design**
- Work with local governments and regional planning organizations to develop plans for regional trail systems to connect homes, work places, schools, open space and recreation areas.
- Maximize the involvement of interested individuals and groups, including landowners, businesses, community groups, municipalities, and the general public, in the process of planning new trails.

**Trail Access**
- Consider appropriate access points in the design of new trails which include sufficient space for the trailhead and parking.
- Consult with state and/or local transportation agencies when determining locations of new parking areas.

**Signage**
- Utilize a trail signage manual that conveys sign standards and guides signage design and installation along trails, at trailheads and intersections, in parking areas, at road and trail intersections, and along approach roads.
- Ensure that trail signage includes trail characteristics such as allowable uses, surface conditions, slope, trail length, distance between rests, and distance to significant barriers to a person with limited mobility, etc.
Education, Interpretation, and Promotion

• Inventory, research, protect and interpret historic structures and archeological resources along trail corridors.
• Promote trail use by engaging local populations in programs, such as school activities, health walks, nature walks, historical tours, hike or bike-a-thons, and trail festivals, to foster a greater appreciation for natural, cultural, and historical resources.

Environmental Management

• Educate trail users in modes of transmission of invasive species and preventive measures.
• Conduct training sessions for trail maintainers on how to identify, remove and dispose of invasive species.

Maintenance

• Adhere to design standards in constructing or rehabilitating trails.
• Encourage the use of regularly scheduled trail monitoring and maintenance that includes inspection and assessment of trail conditions, use, signage, and structures followed by prompt repair.

Landowner Relations

• Involve landowners and adjoining property owners in the trail planning process.
• Provide guidance to trail managers and stewards in landowner relations.

Liability

• Provide clear and concise information to landowners, including the protection afforded by the General Obligations Law.
• Continue efforts through constituency groups to strengthen and expand, as needed, provisions of the General Obligations Law, to protect landowners who allow responsible public recreational use of their lands.

User Conflicts and Illegal Use

• Limit uses of trails to those that can be sustainably accommodated based on trail design and impact of use.
• Consider the needs of the various user groups in the trail development planning process.

Safety and Enforcement

• Provide local law enforcement and emergency response agencies with updated trail information, trail maps, and phone numbers of trail managers.
• Provide safety and enforcement information at trailheads, including maps, trail conditions, access points, and contact information.
Statewide Trails Clearinghouse

A Statewide Trails Clearinghouse is proposed to establish a central repository for trails and trail information and provide comprehensive organization for trails in the state. Development of the Clearinghouse includes: maintaining a Statewide Trails Coordinator position; acquiring, storing, and distributing information on trails across the state; promoting NYS trails; responding to public requests for information; and monitoring trail use, conditions, and trends, among other responsibilities.

A comprehensive inventory of trails statewide has been undertaken by the OPRHP Planning Bureau and a central repository of trail data is being developed. Websites including those of many state agencies and statewide trail organizations currently provide trail inventory and use information, technical assistance documents and support for trail development, maintenance, and advocacy for trails. The comprehensive inventory of trails as gathered by OPRHP, along with the OPRHP trails website, will be used as the basis for the Statewide Trails Clearinghouse with linkages to additional websites as resources.
Roles and Partnerships

The trails in New York include national, state, regional and local trails. They occur on public and private property and are developed and maintained by both the public and private sector. Trail systems are acquired, developed, maintained and promoted through a variety of relationships among units of government, organizations and individuals. Implementation of this Plan will require the resources, energy, knowledge and expertise, and coordination of many agencies, organizations and individuals.

With reduced availability of funding through federal and state resources, the role of trail organizations, trail advocacy organizations and volunteers becomes critical. The advancement of trail programs on statewide and regional levels will increasingly rely on these groups. Strong advocacy for trails and support for acquisition, trail development, and maintenance by a variety of entities will help ensure continued progress in developing statewide trails systems.
The New York State Trails Council (NYSTC) was established in October 1981 to ensure citizen participation in trail planning and management. The NYSTC is the formal citizen advisory council for administration of the National Recreational Trail Act and satisfies the eligibility requirement for Recreational Trails Program funding. The advisory council:

1) advocates trail interests to all levels of government and to the public;
2) provides a reliable source of information on trail based recreation;
3) coordinates efforts to develop, construct and maintain recreational trails;
4) fosters trail user ethics; and
5) provides a forum for mediating differences among trail user groups.

The NYSTC consists of delegates representing eleven trail user groups, including motorized and non-motorized interests:

- All-terrain vehicles
- Running
- Bicycling
- Snowmobiling
- Four-wheel drive vehicles
- Snowshoeing
- Hiking
- Trail-bike riding (motorized)
- Equine trail interests
- Water trails
- Nordic skiing (cross-country)
The federal and state governments are the primary sources for funding of trails projects. In most cases, the State functions as the administering agent for federal funds. The demand for funding trail projects greatly exceeds the available resources. As demand for development of existing open space increases, protecting and utilizing these resources for trails and corridors becomes more critical. Similarly, there are increasing demands for limited state and federal funding. It is important to maintain and expand funding sources that support trail projects. These include the Safe, Accountable, Flexible, Efficient Transportation Equity Act, Land and Water Conservation Fund, National Recreation Trails Program, and multiple programs through the Federal Highway Administration. State funding comes predominantly through the Environmental Protection Fund.

**RTP Apportionment for New York State**

![Graph showing RTP Apportionment for New York State](image)
The Statewide Trails Plan constitutes a Generic Environmental Impact Statement (GEIS) pursuant to the State Environmental Quality Review (SEQR) Act. The primary effect of the Statewide Trails Plan flows from the promotion of the goals, the statewide trails framework, and the strategies to address issues and concerns associated with trails. The Plan calls for increasing coordination, protecting resources, expanding trail opportunities, and improving maintenance, operation, research and management of trails.

The cumulative effects of applying the goals and strategies will be substantially beneficial. Existing trail opportunities to the public will be maintained and expanded while at the same time protection of the natural and cultural resources will be ensured.

Since the Statewide Trails Plan is a general plan, identification of program specific or site specific adverse impacts, including those which are unavoidable, will be accomplished during future planning and environmental review of programs and projects. Although specific adverse impacts associated with the application of the Plan’s goals and strategies cannot be identified, adverse impacts may arise when one or a group of goals and/or strategies are given more emphasis over other goals and strategies. Minimization of conflicts and adverse impacts is accomplished through planning, environmental review, public participation and priority rating systems.

NOTE: Source documents are included in the Statewide Trails Plan located at www.nysparks.com.