Trail Corridor Analysis

D&L Trail: Ashley Borough to Laurel Run North



Conducted for:

Delaware & Lehigh National Heritage Corridor



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ACKNOWLEDGEMENTS

Client

Delaware & Lehigh National Heritage Corridor, Inc.

Project Partners

Pennsylvania Department of Transportation and the Partnership 81 Project Team

Pennsylvania Department of Conservation and Natural Resources, Bureau of Recreation & Conservation

Pennsylvania Department of Conservation and Natural Resources, Bureau of Forestry

Lackawanna Luzerne Metropolitan Planning Organization

Luzerne County

Borough of Ashley

Borough of Laurel Run

Hanover Township

Wilkes-Barre Township

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I. PROJECT BACKGROUND

The Delaware & Lehigh National Heritage Corridor (DLNHC), designated a national heritage area in 1988, works to protect and promote the nationally significant historic transportation corridor between Wilkes-Barre, Luzerne County, and Bristol, Bucks County, Pennsylvania. This 5-county corridor includes a 165+ mile trail corridor when complete – The D&L Trail – connecting people to the trail communities, industrial heritage, and the natural environment.

The D&L Trail is characteristically a shared use path that supports non-motorized modes of travel including pedestrians and bicyclists with equestrians permitted on some trail sections. It is typically a 10' wide crushed stone trail separated from roadways with minor grades. The DLNHC does not own any trail but helps coordinate nearly 30 local landowners including municipalities, state parks and state forests. Occasionally, non-profits are landowners, or interim landowners.

Currently, the D&L Trail has been constructed, designed, or planned from Bristol to Northampton Street, Laurel Run, at the northern end of the Seven Tubs Recreation Area. The section from Wilkes-Barre Mountain to the Wyoming Valley and the Susquehanna River has proven to be a challenging gap due to the dramatic change in elevation, the crossing of Interstate 81 and State Route 309 corridor, and the heavily developed urbanized area of the Wyoming Valley.

Pennsylvania Department of Transportation (PennDOT) will be launching a major change to the I-81 / SR309 corridor. During a March 2021 meeting, PennDOT was receptive to including a trail crossing as part of their reconstruction, known as the Partnership 81 Project. They requested that DLNHC conduct a study to determine the best location to cross the corridor and provide PennDOT with a report.

DLNHC prepared an application to the Pennsylvania Environmental Council's mini grant program. A grant was awarded to fund this study through the Pocono Forests and Waters Conservation Landscape Grant Program.

II. STUDY GOALS AND OBJECTIVES

The purpose of this study is to determine the trail alignment between the terminus of the Laurel Run North to Oliver Mills Section on Northampton Street, Laurel Run to Main Street, Ashley Borough. The impetus behind this study is the realignment by PennDOT of Interstate 81 and State Route 309 corridor in the area. The highway corridor is a critical impediment in connecting the D&L Trail from Wilkes-Barre Mountain to the Wyoming Valley. The existing underpasses from the historic rail alignment will be removed with the highway re-alignment. PennDOT suggested that DLNHC conduct a study to identify the preferable location to cross the highway corridor.

Outcomes of this study include:

- Preferred alignment from Northampton Street, Laurel Run to Main Street, Ashley Borough
- Points of interest / regional connections from trail alignment
- Coordination with project partners
- Suggested trail standards for trail and underpass construction
- Anticipated next steps
- Conceptual costs to construct the trail corridor
- Potential funding sources

III. ASSESSMENT OF THE TRAIL CORRIDOR

The study team evaluated the area between Northampton Street, Laurel Run, and Main Street, Ashley Borough, to determine potential options for the trail corridor. Factors that have deterred trail development into the Wyoming Valley are the steep grades descending Wilkes-Barre Mountain, crossing the I-81/SR 309 corridor, and finding a trail route across the heavily developed urbanized area of the Wyoming Valley.

Wilkes-Barre Mountain stands above the Wyoming Valley with heavily wooded, steep slopes, and patches of mine scarred land face the Wyoming Valley. This mountain is the physical divide of the Delaware and Susquehanna River watersheds. The mountain stood as a transportation hurdle for the industrialists transporting coal from the Northern Anthracite Coal Fields to the Lehigh Valley and beyond, and the Lehigh Coal and Navigation Co. built a rail line that climbed up and around Wilkes-Barre Mountain. Similar to the historic challenges of traversing Wilkes-Barre Mountain by railroad, the trail corridor must overcome steep grades at an acceptable grade for trail usage.

The second limiting factor in connecting the D&L Trail to the Wyoming Valley is the I-81/SR 309 corridor. This transportation corridor is a physical barrier between the Wilkes-Barre Mountain and the Wyoming Valley. I-81 is a north-south highway from the Canadian border to Tennessee. In the study area, there are a limited number of existing crossings of this corridor.

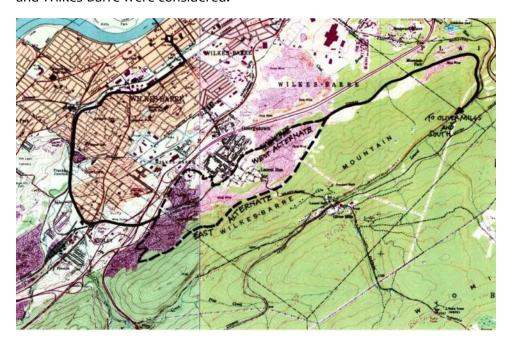
Upon reaching the Wyoming Valley, the third impediment to reaching the Susquehanna River and Levee Trail is the densely developed valley and City of Wilkes-Barre. The valley is densely populated with housing, industry, and commercial districts. Stream corridors are narrow or underground. However, there is an active railroad corridor connecting Ashley Borough to Downtown Wilkes-Barre.

The D&L Trail has been developed south of the Anthracite region along the historic transportation corridors. The section of historic rail corridor from Northampton Street (Laurel Run North) to Seven Tubs will be under construction in 2023/2024 and the section from Seven Tubs to Northampton Street (Oliver Mills) is under construction as of this report. To the south, the trail section from Oliver Mills to Mountain Top will also be under construction in 2023/2024.

The study team obtained GIS data from Luzerne County and the Pennsylvania Spatial Data Access (PASDA) database. USGS maps were used to analyze the

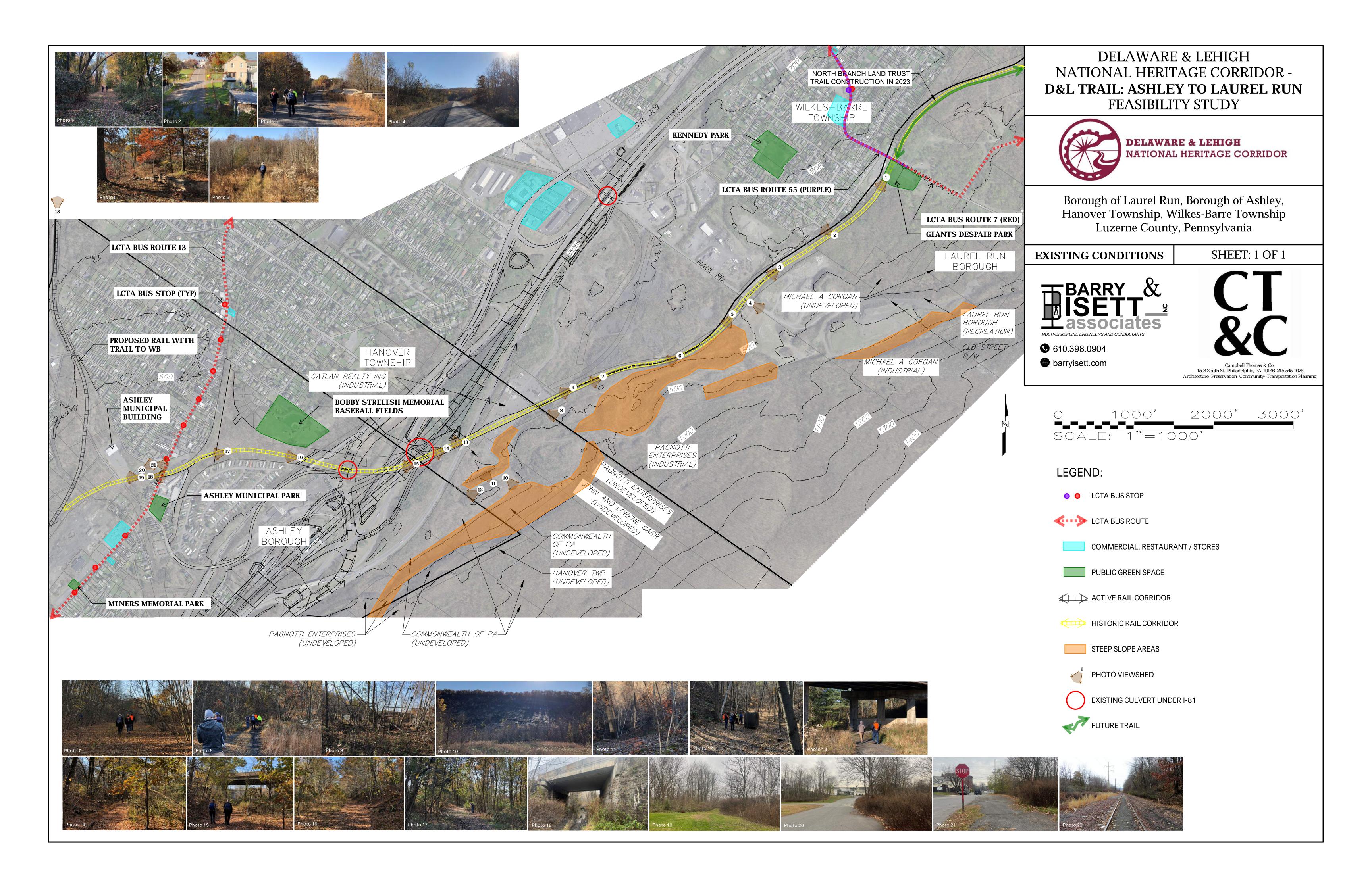
historical development of the region. Roadway designation (federal, state or local ownership) and public crossings of I-81 corridor were reviewed on PennDOT maps.

The study team first reviewed the existing geography of the area, searching for reasonable grades to descend the mountain. Then, the existing crossings of the I-81 corridor were inventoried. (Appendix A contains the Team's Annotated PennDOT Roadway Maps.) Lastly, connections to Ashley Borough and Wilkes-Barre were considered.



USGS map with preliminary assessment of trail alternatives.

Note: Property ownership for the study was obtained from Luzerne County GIS data. The data accuracy will need to be confirmed in future studies to account for updated title changes. The following map depicts the existing conditions.



IV. DESCRIPTION OF THE CONCEPTUAL PLAN OPTIONS

The study team determined three viable options to descend Wilkes-Barre Mountain and connect to Ashley Borough. The following three alternate routes were evaluated for trail development.

Concept A – Alternate East

Alternate East diverges from the trail corridor between Seven Tubs and Northampton Street prior to reaching it and travels southwest up the Wilkes-Barre Mountain, through the mine scarred land. After crossing both Laurel Run Lane and Northampton Street, the route remains below the escarpment following the gently sloping grade down to the I-81 corridor in Ashley Borough. Alternate East does not follow any existing transportation corridor but rather skirts along mine scarred lands, the mountain escarpment, follows the gentle grade, crossing I-81 along the old railroad alignment, and enters Ashley Borough via the old railroad alignment.

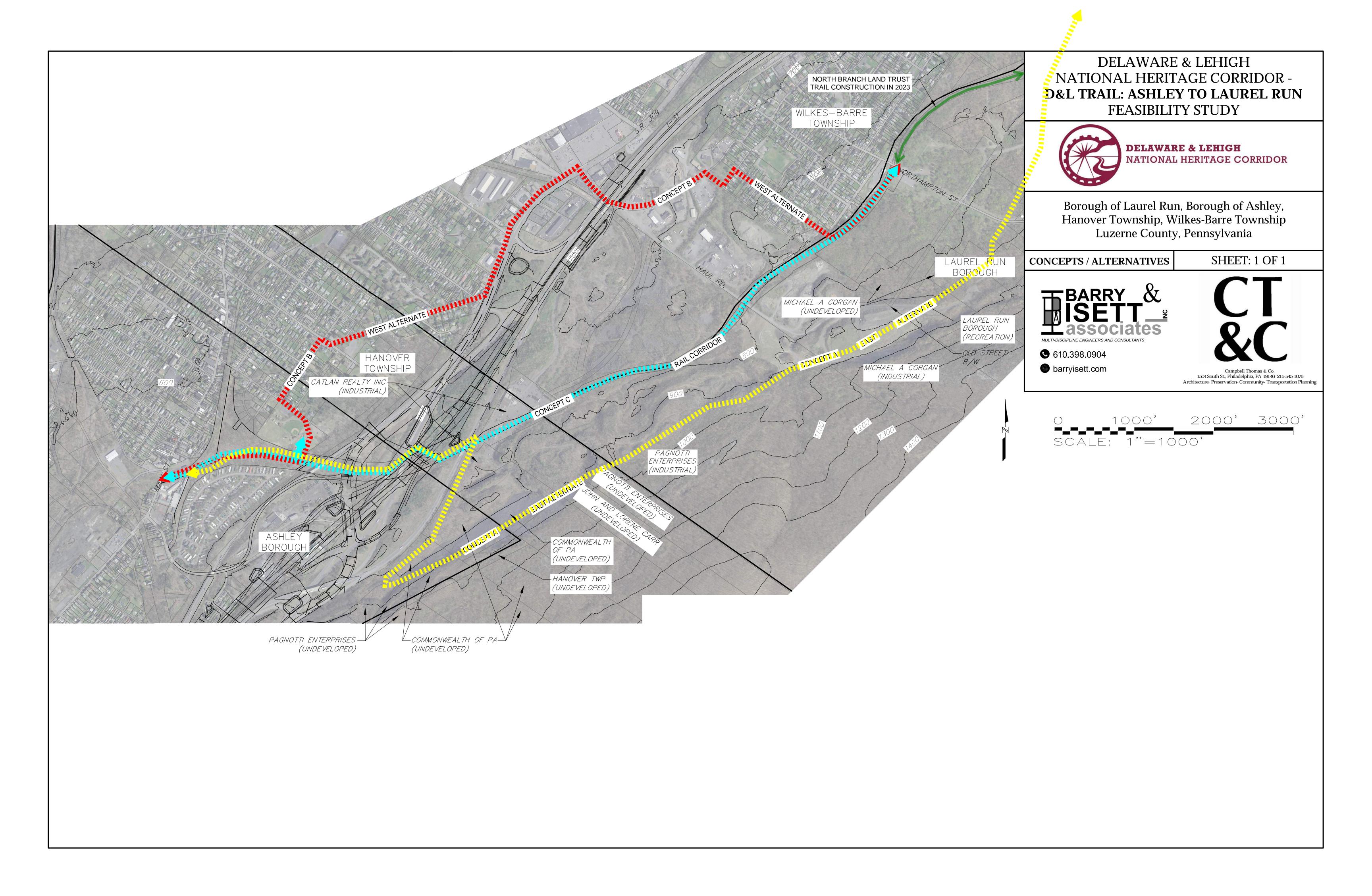
Concept B – Alternate West

Alternate West starts at the terminus of the Seven Tubs to Northampton Street Section at Northampton Street and Giants Despair Park. The trail route continues approximately one quarter-mile along the old railroad corridor traveling southwest to the intersection of Center and Shannon streets. The trail route then travels northwest along Center Street to the southwest terminus of South Walnut Street. From South Walnut Street, a trail would need to be developed along St. Mary's of the Maternity Old Cemetery to Johnson Street. The route would pass underneath the I-81 corridor on Johnson Street and continue on streets to Bobby Strish Baseball Field: Wilkes-Barre Township Boulevard to Old Ashley Road, to East Newport Street, to Charles Street, then to Conyngham Street. To connect to Main Street, the route would travel through the park to the old railroad alignment.

Concept C – Rail Corridor Alternate

The Rail Corridor Alternate starts at the terminus of the Laurel Run North to Seven Tubs trail section at Northampton Street and Giants Despair Park. This alignment would continue on the old railroad alignment for approximately one and a quarter miles to the I-81 corridor, cross under the corridor, and continue on the old railroad alignment to Main Street in Ashley. A spur connector would be built to Bobby Strish Baseball Field.

The following map depicts the trail alternatives identified by the study team.



Evaluation of the Trail Corridor Concepts

The trail corridor options were evaluated on the following factors:

- Type of Trail Possible trail facilities were determined for each section: multiuse trail, public road with signed trail route, sidewalks, bike lanes, and bridges/culverts.
- **Property Ownership** The property ownership of each section was evaluated based on the number of properties and the location of the property that the trail would need to cross.
- **Trail Continuity** Each trail option was evaluated based on the logical flow of the trail and connection to trail user amenities.
- **User Friendliness** This factor evaluated the trail user experience. Adjacent property uses, user safety, and trail facility types are factored into this category.
- Historic Value Each trail corridor was evaluated based on connection to historic resources.
- Achieving DLNHC Goals Each option was ranked on the trail segments ability to achieve the goals of the study and DLNHC.

Rankings were established as Good, Fair, or Poor. A Good Option achieves the criteria without any detriment to the user experience. A Fair Option achieves the criteria with limited adverse effect to the user experience. A Poor Option does not achieve the criteria.

	Trail Type	Property	Trail	User	Historic	DLNHC
		Ownership	Continuity	Friendliness	Value	Goals
Concept A – Alternate East	Multiuse trail. Culvert under 81.	15+ property owners. Utilizes public lands.	Creates unnecessary spur to trail amenities and facilities.	No direct access to Giants Despair Park and Northampton Street businesses. Creates a second trail crossing of Northampton Street.	Limited connections to historic resource s.	Limited use of historic corridor. No direct connection to Northampto n Street businesses.
Concept B – Alternate West	Uses existing culvert under 81. Peds on sidewalks. Cyclists in bike lanes or share traffic lanes.	Crosses several private properties. Coordination for use of state and local streets.	Limited use of a standalone trail corridor.	Lack of continuous multiuse trail. User experience poor on busy roadways.	Limited connections to historic resource S.	Good connection to amenities. Limited use of historic corridor. Poor user experience.
Concept C – Rail Corridor	Multiuse trail. Culvert under 81.	± 6 properties. Utilizes public lands.	Continuous trail corridor.	Connection to Giants Despair Park and Northampton Street Amenities.	Uses the historic rail corridor.	Uses historic rail corridor. Provides connection to amenities. Good user experience.

Preferred Trail Alignment

Concept C – Rail Corridor was determined to be the best option for detailed corridor analysis and feasibility. Typically, the D&L Trail is a shared use trail that is primarily separated from roadways. Utilizing the historic rail corridor, Concept C provides a shared use trail corridor with limited interaction with vehicles. The corridor provides access to amenities at Northampton Street including Giants Despair Park, local businesses, and a bus route, as well as amenities in Downtown Ashley, Main Street businesses, public parks, bus routes, and the anticipated trail connection to downtown Wilkes-Barre. The trail corridor will cross numerous properties; however, the corridor will take advantage of the historic rail corridor and publicly owned lands to provide a continuous trail corridor from southern sections of the multipurpose trail into the Wyoming Valley and achieve the trail environment preferred by DLNHC.

V. DESIGN DEVELOPMENT

Upon selection of a preferred trail alignment, the project team put boots on the ground and walked the entire preferred alignment from Northampton Street at Giants Despair Park to Main Street, Ashley. The purpose of the walk was to evaluate the rail corridor for trail usage and confirm this route is a viable option.

The iron rails and ties have been removed for the majority of the corridor. At the first quarter mile from Giants Despair Park, the rail corridor transitions from mowed grass corridor to a natural surface. No evidence of ballast remains. Approximately 600 feet prior to Hall Road, the railbed is a private access road.



Photo 1 – Southwest view of railroad corridor departing Giants Despair Park.



Photo 2 – Northwest view of Center Street from rail corridor.



Photo 3 – Southwest view of rail corridor being used as an access road to private property, east of Hall Road.

For approximately one-quarter mile west of Hall Road, the rail corridor is barely distinguishable: earth disturbance from the adjacent property has

removed the railbed and grade, and small trees and herbaceous material blanket the area. The trail corridor will need to be blazed through this section. However, the following quarter mile of railbed is relatively undisturbed as it approaches Alan Industries. This section of rail can easily be transformed into the trail.

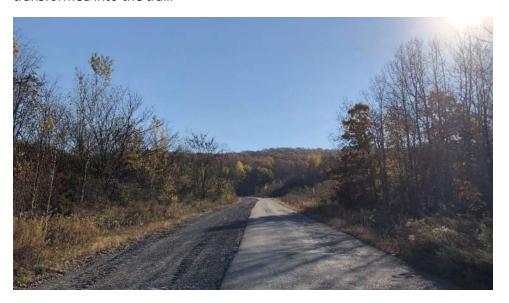


Photo 4 – Southeast view Hall Road looking southeast at the rail corridor crossing. The trail will cross this private road along the old railroad alignment.



Photo 5 – Southwest view of rail corridor west of Hall Road.



Photo 6 – West view of the disturbed rail corridor between Hall Road and Alan Industries.



Photo 7 – West view of rail corridor east of Alan Industries.



Photo 8 – West view of rail corridor east of Alan Industries.



Photo 9 – West view of Alan Industries property edge.

Since the railroad corridor passes through the heart of Alan Industries, it is recommended that the trail skirt around the active business and an adjacent property by the same owner to the I-81 / SR 309 corridor. The project team utilized an access road to traverse around the business; a portion of the access road appeared to be a spur rail line. After passing the active industrial site, the area adjacent to the I-81 / SR 309 corridor is highly disturbed with

steep slopes of highly unstable culm. This section would require blazing a new trail corridor to the new culvert under the I-81 / SR 309 corridor.



Photo 10 – Southeast view of steep embankment adjacent to I-81 corridor.



Photo 11 – Northwest view of steep unstable culm bank near I-81 corridor.



Photo 12 – Southwest view of access road around Alan Industries properties.

The new culverts proposed by PennDOT will cross under the new I-81 / SR 309 corridor in the area of the historic railroad alignment. After skirting around the Alan Industry properties, the trail will pass under the I-81 / SR 309 corridor and enter Ashley Borough on the historic railroad corridor. A spur trail should be constructed to connect with Bobby Strish Baseball Field and the park.



Photo 13 – West view of existing culvert / historic rail corridor under I 81.



Photo 14 – West view of rail corridor in Ashley Borough



Photo 15 – West view of rail corridor between I-81 northbound and SR 309.



Photo 16 – West view of rail corridor between SR 309 and I-81 southbound.



Photo 17 – West view of rail corridor between I-81 and Main Street, Ashley.

The proposed trail alignment would continue to utilize the railroad corridor into Ashley Borough and pass under Main Street, bringing the trail corridor to the Ashley Borough Building. At this point, trail users could access Main Street by turning right onto Cemetery Street. Since this section of railroad has been abandoned, stormwater controls have not been maintained and the underpass has accumulated standing stormwater. A further study needs to

be conducted to determine if this is a safe, viable option for the trail corridor or if the stormwater would prohibit trail use.



Photo 18 – East view of culvert under Main Street, Ashley.



Photo 19 – West view exiting culvert under Main Street, approaching Borough parking lot.



Photo 20 – Northeast view of entrance road to Ashley Borough Building.

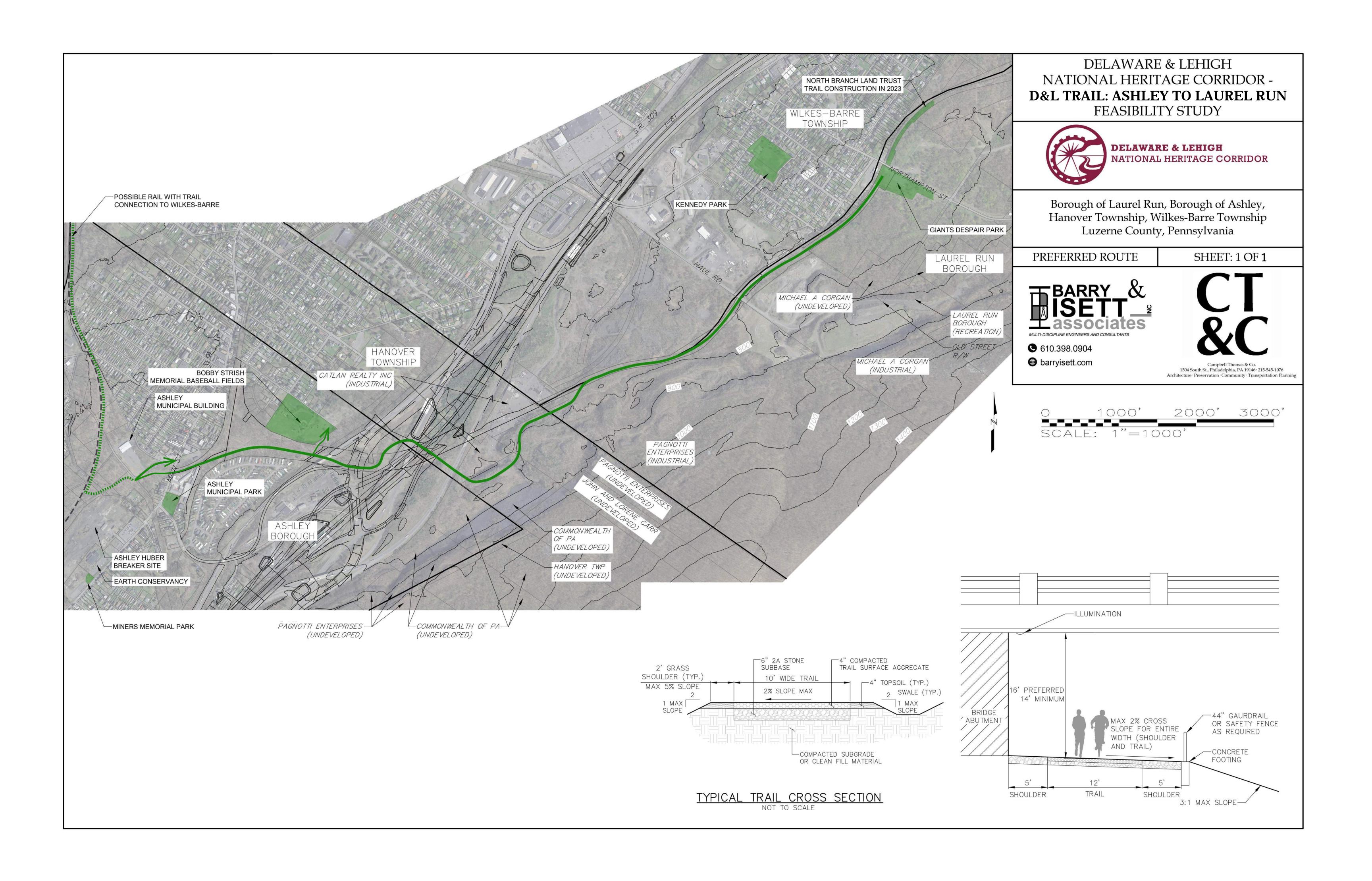


Photo 21 – East view of Cemetery Street to Main Street, Ashley.

From the Borough property, the trail would continue to the Luzerne and Susquehanna Railroad corridor. Previous studies have identified this active rail line as a potential connection to downtown Wilkes-Barre via rail with trail. This rail corridor historically contained two sets of tracks, but only one track actively used. A further study is needed to confirm the viability of a rail with trail along this route.

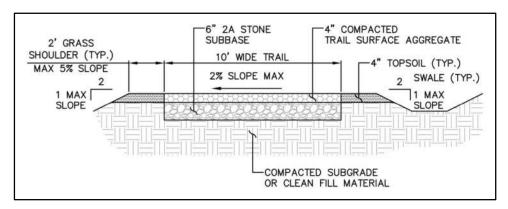


Photo 22 – North view of potential future trail alignment on rail corridor in Ashley looking North to Wilkes-Barre.



VI. DESCRIPTION OF THE PREFERRED ALIGNMENT

The preferred alignment of the Main Street, Ashley to Laurel Run north, would offer the trail user continuity in the multiuse trail from southern portions of the trail to the Wyoming Valley, passing through the Wilkes-Barre Mountain area along the old railroad corridor. The typical trail cross section would consist of a 10-foot-wide compacted trail surface aggregate with 2-foot wide grass shoulders on either side. This trail section is used on existing sections of the D&L Trail, including the section currently under construction across Northampton Street.



Typical trail cross section.

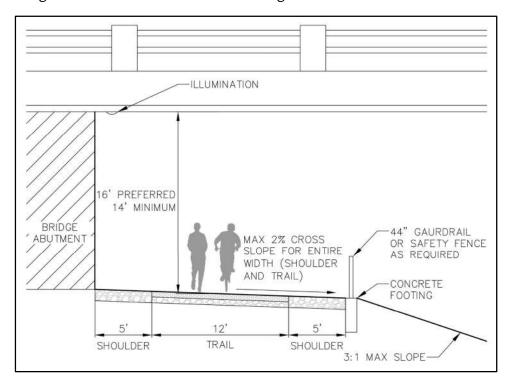
There are three roads that intersect the trail corridor: the access drive to the Borough Parking lot in Ashley and Haul Road and Northampton Street in Laurel Run. These three roads will serve as emergency and maintenance access to the trail.

There are three underpasses proposed in this trail alignment. The Guide for the Development of Bicycle Facilities, 4th Edition, 2012, published by the Federal Highway Administration (FHWA) states "The desirable vertical clearance to obstructions is 10 ft (3.0 m)... vertical clearance greater than 10 ft (3.0 m) may be needed to permit passage of maintenance and emergency vehicles." Under the Policy on Geometric Design of Highways and Streets by FHWA, the minimum vertical clearance is 16 feet preferred; this can be reduced to 14 feet on Collector and Local designated roads. According to the National Fire Protection Association, the minimum unobstructed width for fire access roads in 20 feet and the minimum unobstructed vertical clearance is 13'-6".

In order to meet the FHWA underpass requirements and to accommodate for emergency vehicle access from Ashley Borough, it is recommended that the

culverts under routes I-81 / SR 309 should have a 22-foot wide horizontal by 16 foot high preferred / 14 foot minimum vertical opening. The trail width would expand to a preferred 12-foot width with 5-foot wide shoulders on either side. This expanded trail section should be maintained between the two I-81/SR309 culverts. The geometry of the trail between the culverts should consist of long arcing curves with a clear line of sight for 100 feet to allow for two way pedestrian and cyclist traffic with room for emergency and maintenance vehicles to safely perceive and pass trail users.

The trail corridor under the existing culvert on Main Street, Ashley, shall be designed to follow this recommended design standard.



Typical trail section under I-81 / SR 309 Corridor.

VII. SUMMARY OF CONCEPTUAL BUDGETARY COSTS

The Ashley Borough to Laurel Run North Trail Corridor is composed of six (6) distinct sections. The Opinion of Probable Costs is broken down into these sections and construction is projected out five (5) years from now.

- 6. Ashley Borough Parking Lot to Future Rail with Trail Corridor\$ 55,220 The segment from the Borough parking lot to the future trail corridor will follow the old rail corridor to the junction with the active line.

A detailed Opinion of Probable Costs is located in Appendix B. Note the costs listed above include the contingency in each section subtotal, while the Opinion of Probable Cost adds the contingency at the end.

VIII. SUMMARY OF THE PUBLIC ENGAGEMENT PROCESS

In order to obtain input and gather data, DLNHC engaged partners from the project's onset. DLNHC met with the Pennsylvania Department of Conservation and Natural Resources (DCNR) and Department of Transportation (PennDOT) prior to this study on March 31, 2021, to discuss the crossing of the I-81/SR 309 corridor. PennDOT was embarking on a realignment of the corridor and encouraged DLNHC to conduct a study to determine the best location to cross the corridor. Appendix C contains documents from the public engagement process including meeting notes, sign-in sheets, and map comments.

Upon award of the mini-grant from the Pocono Forests and Waters Conservation Landscape, DLNHC embarked on this study to determine the trail segment between Ashley and Laurel Run boroughs and confirm the crossing of the I-81 / SR 309 corridor.

The first study meeting was held on October 27, 2021, with PennDOT and the Partnership 81 Project Partners present to confirm the information necessary for PennDOT to include the trail crossing in the highway realignment project. At this meeting the study team learned that PennDOT was engineering the new highway alignment and had already submitted their preliminary plans to the Federal Highway Administration (FHWA). The new alignment accommodated the trail. However, until FHWA approved the plans for public information, PennDOT could not share the plans with DLNHC.

On November 9, 2021, the project team met on site with several property owners to discuss the potential trail route. A preliminary trail alignment was shared; by August 2022, FHWA released the plans for public comment. The exact location of the culverts was shared with DLNHC and plans for the trail corridor between Ashley and Laurel Run boroughs was confirmed.

On August 12, 2022, the project team held two meetings with Project Partners to share the proposed trail alignment and obtain feedback. The first meeting was held at Ashley Borough Building and the second meeting was held later that day at the pavilion in Laurel Run Park adjacent to the Laurel Run Borough Building. Project Partners included representatives from PA Department of Transportation; PA Department of Conservation and Natural Resources Bureau of Recreation and Conservation, and Bureaus of Forestry; Skelly & Loy (the Partnership 81 consultant), Luzerne County Planning, and Ashley Borough. The sign-in sheets are attached in Appendix C.

The display boards from the public open house were made available online at DLNHC's website with a public comment form from September 21st through November 14th. The comment form and public comments are documented in Appendix C.

On September 22, 2022, DLNHC staff set up a display at the Wilkes-Barre Farmers Market where they discussed the D&L Trail in general, as well as the proposed Ashley and Laurel Run trail segment. Comments are documented in Appendix C.

On October 12, 2022, an Open House was held at Earth Conservancy on Main Street in Ashley. The proposed trail corridor was shared with the public for their comment. The sign-in sheet and comments are attached in Appendix C.

At all public engagement sessions, people were generally positive about the trail and were excited to see the long-distance trail being developed and connected to downtown Wilkes-Barre. There were a few concerns about vandalism, illegal dumping, and trespassing on private property. Local trail managers of long-distance trails (such as the Lackawanna River Heritage Trail, D&H Rail Trail, and D&L) can attest that, when trail segments are constructed and open to the public, illicit behavior diminishes. With increased trail usage by the general public, trail users "armed" with cell phones can document negative behavior and report immediately to the police.

IX. LIST OF ANTICIPATED NEXT STEPS

Below	is a list of action items to move the trail section forward:
	Submit this study to PennDOT for trail incorporation into the Partnership 81 Project.
	Continue to work with PennDOT on the Partnership 81 Project. Determine if additional information is needed. Confirm minimum trail requirements are included in the project.
	Discuss maintenance requirements and responsibilities of the culverts and trail section within the PennDOT right-of-way.
	Engage a consultant that is well versed in railroad properties in order to obtain accurate title of the trail corridor properties outside of the Partnership 81 Project area.
	Commence discussions with property owners.
	Commence discussions with potential partners who will obtain site control of the trail corridor and ultimately develop and maintain the trail section.
	Continue to conduct public open houses to discuss the trail project.
	Engage local, state, and federal elected officials about the trail corridor development.
	Engage local emergency response organizations to determine emergency response access, safety, and security along the trail corridor.

X. POTENTIAL FUNDING SOURCES

There are numerous funding sources available for trail projects and the numerous stages of trail development: feasibility, acquisition, design/engineer/permitting, and construction. Many of the programs are dependent on the type of trail being constructed. Below is a list of grant programs that are compatible with multiuse trails, multimodal transportation projects, and streetscape improvements. Appendix D is a manual with grant information: the document provides insight on selecting the appropriate grant programs and building a competitive grant application. Numerous funding sources are provided from across all forms: federal, state, and county grants, private foundations, and business foundations.

Potential Funding Sources for Trail Projects

- DCNR Community Conservation Partnership Programs (C2P2)
- Department of Community and Economic Development (DCED)
 Greenways, Trails, and Recreation Program (GTRP)
- DCED Local Share Account (LSA)
- DCED Multimodal Transportation Fund (MTF)
- PennDOT Transportation Alternatives Set-Aside Program
- PennDOT Multimodal Transportation Funds
- Pennsylvania Infrastructure Investment Authority (PENNVEST)
- American Rescue Plan Funds

APPENDIX A

ANNOTATED PENNSYLVANIA DEPARTMENT OF TRANSPORTATION ROADWAY MAPS

APPENDIX B COST OPINION

- C.1 October 27, 2021 @ 10 am Reference materials used for meeting with PennDOT re: Partnership 81 Project:
 - o February 25, 2021 Recreational Resource Inquiry to DCNR
 - o March 18, 2021 Meeting Memo
 - o Reference maps from PFW grant application
- C.2 August 11, 2022 @ 2pm and 6pm Partner Meetings
 - Meeting minutes
 - o Sign-in sheets
 - o Reference map
- C.3 September 9, 2022 Table at Wilkes-Barre Farmers Market
 - Map of proposed route
 - Images of comments from citizens
- C.4 October 12, 2022 Public Open House at Earth Conservancy, Ashley
 - Map of proposed route
 - Photo board
 - Sign-in sheet
 - Maps with public comments
- C.5 November 2022 Online Survey
 - Copy of online survey from DLNHC website
 - Copy of survey results

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- November 2022 Online Survey
 - o Copy of online survey from DLNHC website
 - Copy of survey results

APPENDIX D GRANT INFORMATION