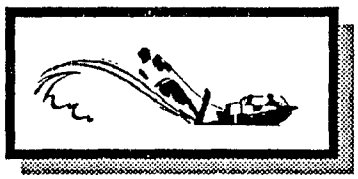
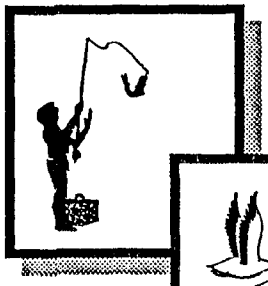
Appendix 2

Chesapeake Bay Area Signage Plan





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CHESAPEAKE BAY AREA SIGNAGE PLAN

U.S. DEPARTMENT OF COMMERCE NOAA
COASTAL SERVICES CENTER
2234 SOUTH HOBSON AVENUE
CHARLESTON, SC 29405-2413

PREPARED BY THE CHESAPEAKE BAY

PUBLIC ACCESS TASK FORCE

December 1990

DEC 2 1997

ACKNOWLEDGEMENTS

The Chesapeake Bay Area Signage Plan was prepared by the Public Access Task Force Committee made up of staff members from the following agencies:

Virginia Department of Conservation & Recreation

Maryland Department of Natural Resources

District of Columbia Department of Recreation & Parks

Pennsylvania Fish Commission

U.S. Fish & Wildlife Services

EPA Bay Area Programs

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CHESAPEAKE BAY SIGNAGE PLAN

I. BACKGROUND

One of the objectives of the 1987 Chesapeake Bay Agreement was to improve access to the Bay area, including public beaches, parks and forested lands; and to improve opportunities for recreational and commercial fishing. A Public Access Subcommittee from Maryland, Pennsylvania, Virginia and Washington, DC, along with representatives from the Environmental Protection Agency's Bay Programs Office and the U.S. Fish and Wildlife Service, has been studying the elements necessary to implement the objectives related to public access.

One of the most significant problems associated with improving the public's use of the Bay and its tributaries was that of adequate signs directing the public to the existing publicly-owned and operated facilities. The subcommittee found that many sites are unmarked on available maps, as well as on roadside signs. These sites are then only known to local residents or visitors who happen to locate the site by accident or by word-of-mouth. Other public access points are identified on available maps but are poorly-signed and it is difficult for those who are unfamiliar with the area to locate these points. The 1988 Chesapeake Executive Council Public Access Strategy Agreement Commitment Report recognized this problem and a strategy for a uniform signing plan that would assist in improving access to the public domain that fronts on the Bay area waters was endorsed.

II. PURPOSE

This plan makes a number of recommendations for improving signing to existing publicly-owned access points in the Chesapeake Bay region, as well as those that are planned for the future. The placement of additional roadside signs will direct the public to access points and enable users to more readily locate sites, providing for better utilization of the existing areas.

III. REQUIREMENTS OF HIGHWAY AGENCIES

All state and local highway agencies must conform to numerous local, state and federal regulations related to the placement of roadside signs. One of the documents designed to provide maximum uniformity in sign design and placement is the "Manual on Uniform Traffic Control Devices" (MUTCD) by the U.S. Department of Transportation, Federal Highway Administration. As described in the Manual, the purpose of signs and other traffic control devices is to help insure highway user safety by providing for the orderly and predictable movement of traffic and to

provide such guidance that is required to enable the public to safely travel on public roads. The Manual indicates that the sole purpose of guide and informational signing is for traffic control and should not be considered as an advertising medium. Guidance provided in the Manual is in general accordance with the Uniform Vehicle Code of the National Committee on Uniform Traffic Laws and Ordinances which sets the nationally-recognized standards for roadside signs and traffic control devices.

IV. RESPONSIBILITY AND PLACEMENT OF SIGNS

The design, placement, operation, maintenance and uniformity of roadside signs are defined and prescribed in the Manual.

Responsibility for Traffic Control Devices

The responsibility for the design, placement, operation and maintenance of traffic control devices rests with the governmental body or official having jurisdiction. In virtually all States, traffic control devices placed and maintained by State and local officials are required by statute to conform to a State Manual which shall be in substantial conformance with this Manual. Many Federal agencies have regulations requiring standards in conformance with the Manual for their control device applications.

The Uniform Vehicle Code has the following provision in Section 15-104 for the adoption of a uniform Manual:

"The (State Highway Agency) shall adopt a manual and specification for a uniform system of traffic control devices consistent with the provisions of this act for use upon highways with this State. Such uniform system shall correlate with and so far as possible conform to the system set forth in the most recent edition of the Manual on Uniform Traffic Control Devices for Streets and Highways, and other standards issued or endorsed by the Federal Highway Administrator."

Under authority granted by Congress in 1966, the Secretary of Transportation has decreed that traffic control devices on all streets and highways in each State shall be in substantial conformance with standards issued or endorsed by the Federal Highway Administrator.

Placement Authority

Traffic control devices shall be placed only by the authority of a public body or official having jurisdiction, for the purpose of regulating, warning, or guiding traffic. No traffic control device or its support shall bear any advertising or commercial message, or any other message that is not essential to traffic control.

Any unauthorized sign placed on the highway right-of-way by a private organization or individual constitutes a public nuisance. All unofficial and nonessential signs should be removed.

With proper authority being given, construction contractors and public utility companies are permitted to erect construction and maintenance signs at work sites to protect the public, equipment and workers, provided that such signs conform to the standards of this Manual.

All traffic islands shall be installed by the authority of the public body or official having jurisdiction. For those islands that are elements of street and highway design and are included in the design of the street or highway, no specific authority is required.

All regulatory devices, if they are to be enforced, need to be backed by applicable laws, ordinances, or regulations. Effective traffic control depends not only on appropriate application of devices, but on reasonable enforcement of regulations as well. Standards in this Manual are based on that concept.

V. STANDARDIZATION OF APPLICATION

Each standard sign shall be displayed only for the specific purpose prescribed for it in this Manual. Before any new highway, detour, or temporary route is opened to traffic all necessary signs shall be in place.

Signs required by road conditions or restrictions shall be removed immediately when those conditions cease to exist or the restrictions are withdrawn.

Uniformity of application is as important as standardization with respect to design and placement. Identical conditions should always be marked with the same type of sign, irrespective of where those particular conditions occur.

Determination of the particular sign or signs to be applied to a specific condition shall ordinarily be made in accordance with the criteria set forth in the following pages. However, engineering judgment is essential to the proper use of signs, the same as with other traffic control devices. Traffic engineering studies may indicate that signs would be unnecessary at certain locations. The judgment resulting from traffic engineering studies of physical and traffic factors should be depended upon to determine locations where signs are deemed necessary.

With the increase in traffic volumes and the desire to provide motorists information in addition to regulatory, warning, and directional guidance, there is a need to establish an order of priority for sign installation. This is especially critical where space is limited for sign installation and there is a demand for several different types of signs. Overloading motorists with too much information can cause improper driving and impair safety. Some information is more important than other information. Generally, in case of conflict, regulatory and warning signing whose location is critical should be displayed rather than guide signing. Information of a less important nature and extraneous information should be moved to less critical locations or deleted. (Additional guidance on prioritizing of signs is contained in the Traffic Control Devices Handbook.)

It is recognized that urban traffic conditions differ from rural, and in many instances signs must be applied and located differently. Where pertinent and practical, therefore, this Manual sets forth separate recommendations for rural and urban conditions.

VI. CLASSIFICATION OF SIGNS

The Manual defines and describes signs in a number of ways. The types of signing that will be applicable to public access signs are guide signs. They show route designations, delineations, directions, distances, services, points of interest and other geographical recreational, or cultural points of interest. The Manual points out the need to properly display route markers and directional signs to help keep the motorist informed of his location and course.

VII. SITUATIONS WHEN SUPPLEMENTAL SIGNING IS NOT AUTHORIZED

Since public access signing will be placed under the Highway Agencies' category of Directional Signing or Informational Signing, there are situations when Access Signing will not be possible. The Manual on Uniform Traffic Control Devices describes, in detail, a number of instances where signs should be limited. Generally, these include situations where a proliferation of necessary informational or directional signs already exist, or where hazardous conditions preclude the placement of all but warning signs.

Directional signing is usually limited to the freeway exit where the access route is located. On conventional highways, the signs are permitted only at the advance sign location before the intersection to the access route. In other words, current regulations do not allow for signing of recreational and cultural sites in advance of the general area where the access point is located. While supplemental regulations vary with the type of site and the State where it is located, signage is usually limited to within a 10-mile radius of the site.

VIII. SIGN PLACEMENT AND PROCEDURES FOR PLACEMENT

The placement of official signs on a road right-of-way is carefully controlled by the State and/or local highway agencies. Most of the agencies in the Bay area have a process which permits the placement of information signs, for special events. However, general directional and information signs are more strictly-controlled and must be placed by the highway agency at locations approved for such use. Signs must meet specifications described in the MUTCD. The traffic engineer that is responsible for the area must prepare a sign location diagram that is used by the construction crews for actual placement of the signs. In some cases, private sector crews can be contracted to place the signs in the approved locations. The traffic engineering section in each highway agency has personnel who could prepare the signing studies to locate public access signage.

IX. COST ESTIMATES

The cost associated with the placement of supplemental signs to provide adequate direction and information for motorists to locate the recreational cultural resources on the shores of the Bay and its tidal tributaries will probably be fairly substantial. It is not possible to provide an exact cost because of the almost infinite number of variable conditions which will be encountered by the personnel who must implement this plan. For the purposes of this report, a number of assumptions will be made in order to attempt to arrive at an average cost per "typical" sign:

1. It is assumed that the signs will be used on U.S. primary or secondary routes.

2. Each typical sign will consist of a logo sign, directional arrow and new post, installed by the highway agencies' sign construction and maintenance crews.

3. The Chesapeake Bay and Susquehanna River Public Access Guide identifies about *750 sites in the Bay region that are in the public domain. These points will be the basis for this estimate.

4. An arbitrary assumption is made that each site will require **5 typical signs as permitted in the MUTCD and supplemental signing regulations in order to provide adequate direction at each decision point.

TYPICAL SIGN COST

	24" x 30"	36" x 42"
Sign Material		
Sign Blank		
Logo (silk screen)		
Directional Arrow		
Hardware		
Post (6" X 6" X 12')		
Labor & Supplies		
Total	**$150.00**	**$175.00**

Program Implementation Costs	$150	X	750*	X	5**	=	$562,500
	$175	X	750*	X	5**	=	$656,250

* # of sites identified in the "Guide"
** # of typical signs per site

The cost estimate presented above should be considered the minimum estimate for initiating this signing plan. Actual cost could be much higher once each site is analyzed by traffic engineers within the State or local highway agencies. It should also be pointed out that the full implementation of a Bay area public access signing plan will require one to two years to accomplish once funding can be made available.

Engineers must prepare detailed plans for each site, materials gathered, and sign construction must be scheduled within workloads of the existing crews. Also, once the signs are placed, there must be an ongoing program to repair and replace signs that are damaged or removed. Some highway agencies may be unable to comply with this schedule due to lack of available personnel and resources. In this event, signs will have to be installed by private crews to highway specifications, which could increase costs by 25%.

X. RECOMMENDATIONS

In order to improve the public's ability to locate existing public access points in the Bay region, additional signage should be provided. The following recommendations are made regarding adequate signage of publicly-owned sites. Implementation of these recommendations, depending on the availability of funds, could help meet the objectives of the 1987 Chesapeake Bay Agreement related to improving access to the Bay.

The recommendations are as follows:

1. The Bay area states and the District of Columbia should identify and, where possible, allocate available resources to enable the highway agencies to begin implementing a program of adequate signage of all existing and future public access points in the public domain.

2. The state and/or local highway agency should prepare, as funds permit, uniform plans for providing adequate signage directing motorists to the publicly-owned access sites identified in the Chesapeake Bay & Susquehanna River Access Guide. In addition, those properties identified in local, regional and state plans that are in the public domain and provide access opportunities to the waters of the Bay and its tributaries should be included.

X. RECOMMENDATIONS - (cont'd)

3. The highway agencies should utilize the Bay Area Public Access Logo, when adopted, and provide appropriate directional and informational signs at each decision point along the routes providing direct road access to the sites. These should be placed within the limitations of the Manual on Uniform Traffic Control Devices and supplemental signing regulations as appropriate.

4. All access sites that are acquired in the future should be signed in accordance with these guidelines. Funds should be included in project budgets to ensure that adequate directional and informational signing is provided.

5. A plan for the maintenance of newly installed access signs should be developed. Such a plan needs to include a budget process which will ensure the maintenance of access signs to the same standard as other highway signs.

APPENDIX A

Appendix A contains examples of the many possible situations for installing public access signs. These examples are not intended to cover all situations where signing might be applicable. Highway agencies must approve and install all signs within the right-of-way and they should have maximum flexibility to consider other factors when preparing traffic engineering studies for placement of public access signs.

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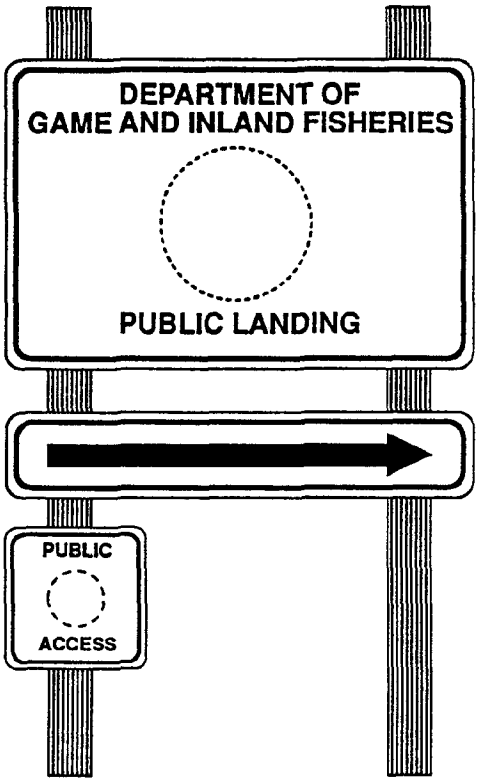

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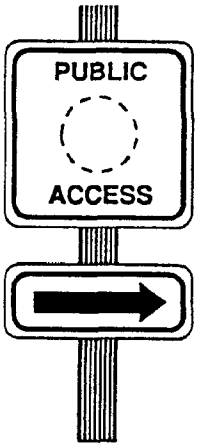

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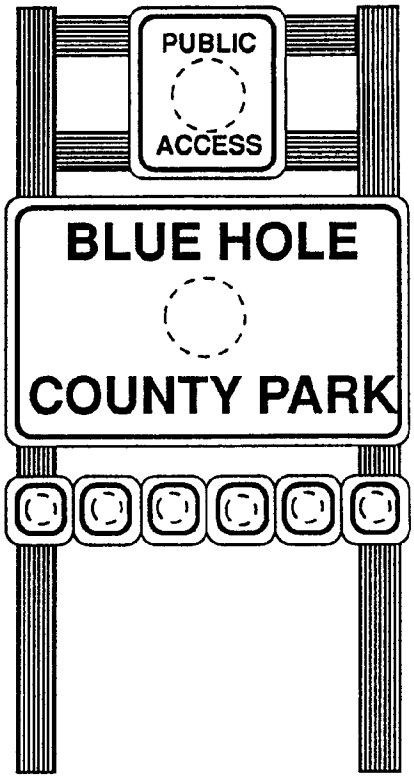

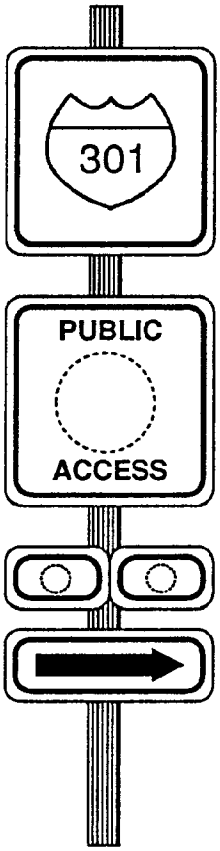

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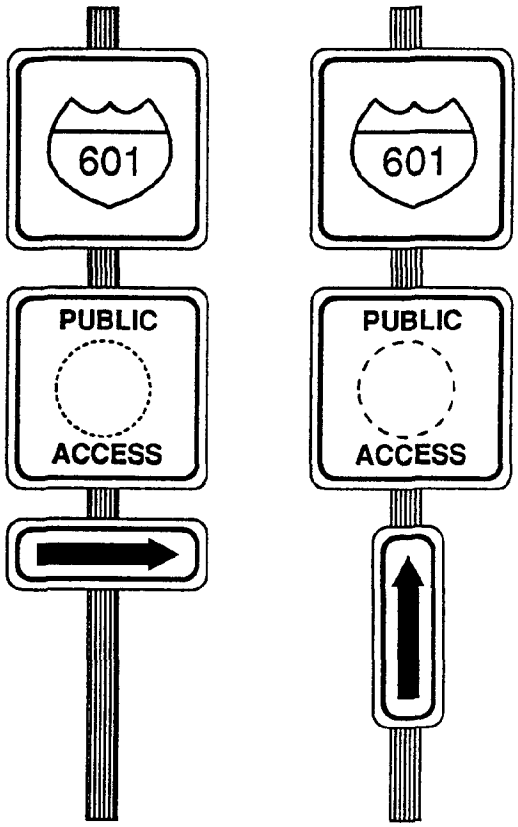

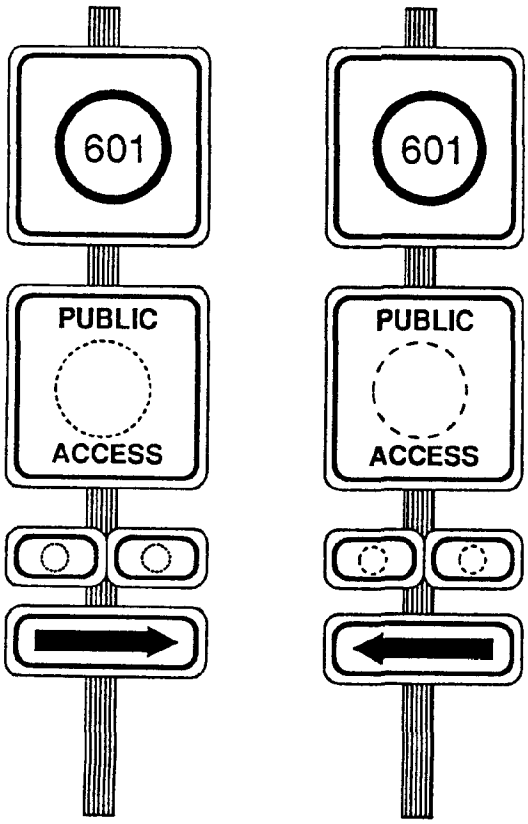

SITUATION 6

APPENDIX B

SUPPLEMENTAL SIGNING REQUIREMENTS

The Manual on Uniform Traffic Control Devices (MUTCD) authorizes the highway agencies to produce supplemental signing regulations. The Virginia and Pennsylvania departments of transportation have developed a number of supplemental regulations while Maryland and the District of Columbia apparently rely on the MUTCD.

Virginia is currently reviewing its supplemental regulations with the intent of updating them and making them more uniform in their application.

The following pages contain excerpts from the Virginia and Pennsylvania Supplemental Signing Regulations that would seem to apply to public recreational access situations:

COMMONWEALTH OF VIRGINIA
DEPARTMENT OF TRANSPORTATION
CRITERIA FOR SUPPLEMENTAL SIGNING

GENERAL PROVISIONS

1. VIRGINIA

Where a supplemental signing request which meets all applicable criteria would result in the MUTCD limitations of not more than one supplemental sign displaying a maximum of two destinations on each interchange approach being exceeded by virtue of other traffic generators already signed for, the request shall be referred to the State Traffic Engineer for disposition.

The measurements for determining distance requirements for supplemental signing shall be in "road miles," shall be measured to the nearest normally-used public motor vehicle entrance of the traffic generator, and shall be measured from the nearest interchange in the direction of travel on limited access highways, unless safety considerations as determined by the Department dictate otherwise.

TRAFFIC GENERATOR	CRITERIA
Conservational	
Facilities of the Virginia Department of Game and Inland Fisheries	**IM H&TS-I89, dated June 6, 1986:** 1. Signing for designated facilities of the Department will be permitted on non-limited access highways, beginning at the Primary Route intersection nearest the facility and follow the safest and most direct routing, as determined by the Department, to the facility. 2. Department facilities that may be identified are canoe access areas, field trial areas, fish hatcheries, game refuges, game warden headquarters, public boat landings, public fishing lakes and wildlife management areas. 3. The Department shall bear all costs for fabrication, erection and maintenance of such signs, the design, fabrication and installation of which shall be in accordance with the drawing shown in IM H&TS-I89, dated June 6, 1986. Signing is not recommended for other conservational facilities.
Cultural	
Amphitheaters, Concert Halls, Playhouses, Theaters (except commercial public movie theaters for which signing is not recommended)	1. Shall have a minimum annual attendance of 50,000. 2. Shall be located not more than ten miles from the gore of the first exit ramp in the direction of travel on the limited access facility at the interchange, or, if not a limited access facility, shall be located not more than ten miles from the point where signing is requested. 3. The party requesting the signing shall bear all costs for fabrication, erection and maintenance of such signs, the design, number and location of which shall be determined by the Department.
Art/Craft Centers & Galleries	1. Shall be an organized, permanent institution essentially educational and aesthetic in purpose, which utilizes art/craft objects, cares for them, and maintains professional standards and whose

TRAFFIC GENERATOR	CRITERIA
<u>Cultural</u> - (cont'd)	
Art/Craft Centers & Galleries	primary function is to plan and carry out exhibitions and which maintains its own exhibition facility with professional staff whose primary responsibility is the care and exhibition to the public of art/craft objects. 2. Shall be open to the public at least six hours a day, five days per week, on a year-round basis. 3. Shall be maintained at public expense or IRS-approved nonprofit private expense. 4. Shall be located not more than ten miles from the gore of the first exit ramp in the direction of travel on the limited access facility at the interchange, or, if not a limited access facility, shall be located not more than ten miles from the point where signing is requested. 5. The party requesting the signing shall bear all costs for fabrication, erection, and maintenance of such signs, the design number and location of which shall be determined by the Department.
Museums	1. Shall be an organized, permanent institution essentially educational and aesthetic in purpose, which owns and utilizes tangible objects, cares for them, and exhibits them to the public, with professional staff whose primary responsibility is the care and exhibition to the public of objects owned or used by the museum. 2. Shall be open to the public at least six hours a day, five days per week, on a year-round basis. 3. Shall be maintained at public expense or IRS-approved nonprofit private expense. 4. Shall be located not more than ten miles from the gore of the first exit ramp in the direction of travel on the limited access facility at the interchange, or, if not a limited access facility, shall be located not more than ten miles from the point where signing is requested.

TRAFFIC GENERATOR	CRITERIA
<u>Cultural</u> - (cont'd)	
Museums	5. The party requesting the signing shall bear all costs for fabrication, erection and maintenance of such signs, the design, number and location of which shall be determined by the Department.
Science & Technology Centers	1. Shall be an organized, permanent institution, essentially educational and scientific in purpose, with professional staff, which maintains and utilizes exhibits or objects for the presentation and interpretation of scientific and technological knowledge. 2. Shall be open to the public at least six hours a day, five days per week, on a year-round basis. 3. Shall be maintained at public expense or IRS-approved nonprofit expense. 4. Shall be located not more than ten miles from the gore of the first exit ramp in the direction of travel on the limited access facility at the interchange, or, if not a limited access facility, shall be located not more than ten miles from the point where signing is requested. 5. The party requesting the signing shall bear all costs for fabrication, erection and maintenance of such signs, the design, number and location of which shall be determined by the Department.
Libraries	1. Shall be owned, operated and maintained by a government entity. 2. Shall be open to the public at least six hours a day, five days per week, on a year-round basis. 3. Signs may be located at principal decision points within one mile of the facility, except that no library signing will be permitted on limited access highways. 4. The party requesting library signing shall bear all costs for fabrication, erection and maintenance of such signs, the design, number and location of which shall be determined by the Department.

TRAFFIC GENERATOR	CRITERIA
Historical	
Homes, Buildings, Privately-Owned Facilities, Museums	1. Shall be officially listed in the Virginia Landmarks Register. 2. Shall be open to the public at least six hours a day, five days per week, on a year-round basis. 3. Shall be maintained at public expense or IRS-approved nonprofit private expense. 4. Shall be located not more than ten miles from the gore of the first exit ramp in the direction of travel on the limited access facility at the interchange, or, if not a limited access facility, shall be located not more than ten miles from the point where signing is requested. 5. The party requesting historical signing shall bear all costs for fabrication, erection and maintenance of such signs, the design, number and location of which shall be determined by the Department.
Historic Districts	Signing is not recommended.
Recreational	
Camping Facilities	1. To be eligible for signing, a camping facility shall meet all of the following: a. Shall be located not more than ten miles from the gore of the first exit ramp in the direction of travel on the limited access facility at the interchange, or, if not a limited access facility, shall be located not more than ten miles from the point where signing is requested. b. Shall possess a valid permit from the State Board of Health in accordance with Section 35.1-18 of the Code of Virginia. c. Shall have space for not less than ten vehicular overnight camping units for rent or hire.

TRAFFIC GENERATOR	CRITERIA
<u>Recreational</u> - (cont'd)	
Camping Facilities	d. Shall be in continuous 24-hour operation, seven days a week, except that the facility may be closed to the public for not more than 120 consecutive days between November 1 and the following April 1, during which time all signs associated therewith shall be covered or removed. e. Shall provide public telephone. 2. The Department will provide the appropriate signing on the mainline approaches and on the exit ramps for interchanges which serve eligible camping facilities. However, any seasonal covering, uncovering, removal, or replacement of such signing shall be at the expense of the camping facility. 3. The requesting party shall bear all costs and shall furnish all materials, which shall conform to Department specifications, for any trailblazers between the interchange and the campsite and for all other campsite signing on non-limited access highways. 4. The locations and number and type of signs that may be needed under item 3 above shall be as determined by the Department, and erection thereof may be by State forces or, at the discretion of the Department, by the requesting party, under permit, in accordance with Department specifications. 5. Any existing camping signing which does not conform to the criteria specified herein may remain in place until due for maintenance replacement, at which time such replacement shall be done in accordance with these criteria or the signing shall be removed.
Camps, i.e., 4-H, Scout, YMCA/YWCA Church,	Signing is not recommended.

TRAFFIC GENERATOR	CRITERIA
Recreational	
Camping Facilities Country Clubs, Golf Courses	Signing is not recommended.
Public Boat Landings Other Than Those of the Virginia Department of Game and Inland Fisheries	1. The facility must be owned, operated, and maintained by a government entity. 2. The facility must be constructed and maintained in accordance with at least the minimum standards of the Virginia Department of Game and Inland Fisheries. 3. Sign design and location shall be in accordance with IM H&TS-I89, dated June 6, 1986. 4. The governmental authority requesting the signing shall bear all costs for fabrication, erection, and maintenance of such signs and their supports.
Other Recreational, including Arenas, Auditoriums, Civic Centers, Coliseums, Stadiums, Sports Centers, Pavilions, Race Tracks, Amusement Parks, Theme Parks, Public or Private Parks, Municipal Parks, Regional Parks, State Parks, Federal Parks, Caverns	1. Shall have a minimum annual attendance of 50,000. 2. Shall be located not more than ten miles from the gore of the first exit ramp in the direction of travel on the limited access facility at the interchange, or, if not a limited access facility, shall be located not more than ten miles from the point where signing is requested. 3. The party requesting signing shall bear all costs for fabrication, erection, and maintenance of such signs, the design, number and location of which shall be determined by the Department.
Other	
Special Events	1. Special events predicted to create major traffic movements on a temporary basis may have special signs erected for the duration of the activity as determined by the Department. 2. The party requesting special events signing shall bear all costs of fabrication, erection, maintenance and removal of such signs, the design, number and location of which shall be determined by the Department.

TRAFFIC GENERATOR	CRITERIA
<u>Other</u> - (cont'd)	
Special Events	3. The site of the special event shall be located not more than ten miles from the gore of the first exit ramp in the direction of travel on the limited access facility at the interchange, or, if not on a limited access facility, shall be located not more than ten miles from the point where signing is requested.
Tourist Information & Welcome Centers	Shall be located not more than ten miles from the gore of the first exit ramp in the direction of travel on the limited access facility at the interchange, or, if not a limited access facility, shall be located not more than ten miles from the point where signing is requested. 2. Operation and need for the Center must be approved by the Director of the Virginia Division of Tourism. 3. The Center must be operated or sponsored by one or more local government units as a nonprofit organization. 4. The Center shall have information available for attractions in Virginia. 5. The party requesting the signing shall bear all costs for fabrication, erection and maintenance of such signs, the design, number and location of which shall be determined by the Department.

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF TRANSPORTATION

CIRCULAR LETTER
[SUPPLEMENTAL SIGNING]

2. PENNSYLVANIA

A. Purpose and Authorization

A-1. **Purpose.** To enhance public safety, tourism and economic development by establishing guidelines for the installation of signs within the highway right-of-way to guide travellers to historic, educational, cultural and scientific sites; outdoor recreational areas; scenic attractions; and other services in which the traveling public would have reasonable interest. The guidelines include the eligibility, location, design, installation, cost and maintenance of these signs, which hereinafter will be referred to as "attraction signs".

A-2. **Authorization.** When signs are being proposed along Interstate highways, the Department's authorization is contingent upon approval of the Federal Highway Administration, and when signs are being proposed on roadways with sidewalks, the authorization is contingent upon approval and possible installation by the local authorities. Authorization of signs should not be construed to be an endorsement of the attraction or the services offered, but shall only mean that the minimum criteria has been satisfied.

B. Eligible Attractions

Scenic Site. Natural or man-made picturesque view of outstanding interest to the general public.

State and National Park, Recreation Area, Forest or Cemetery. Area so designated and under the jurisdiction of the Pennsylvania Department of Environmental Resources, National Park Service or the Veterans Administration.

Visitor Information. A facility approved by the Department of Commerce as a visitor information center, and which is open at least six months each year, including ten hours each day between Memorial Day and Labor Day, and eight hours each day during the balance of the open season. The facility shall also have an attendant on duty during open hours, and provide free access to travel literature, rest rooms and drinking water. Centers other than those owned and operated by

the Commonwealth of Pennsylvania must be administered by or approved by the appropriate local tourist promotional agency.

Campground. Area reserved for at least 20 tents or recreational vehicles, and possessing a valid permit from the Pennsylvania Department of Environmental Resources. Campground to be open a minimum of six months of the year.

Cultural Center. Facility for performing arts, exhibits, concerts, etc., and which has an occupancy capacity of at least 250 people.

Educational Center. An activity that is of outstanding educational value and which conducts tours on a regularly scheduled basis throughout the year.

Historical Site. Structure or area recognized by the Pennsylvania Historical and Museum Commission as a historical attraction.

Park. Area which is open to the general public for activities such as picnicking, hiking, swimming, boating, entertainment rides, etc.

Recreational Activity. Railroading, boating and rafting activities, caves, and other recreational attractions recognized by the Department.

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