

NATIONAL HERITAGE AREAS IN THE UNITED STATES:
PARTNERSHIPS, PRESERVATION, CONSERVATION,
AND ECONOMIC DEVELOPMENT

by

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Under the Direction of Pratt Cassity

ABSTRACT

Regardless of current historic preservation recognition and regulatory methods, the establishment of nationally designated heritage areas is a major step forward in the understanding, recognition, appreciation, and protection of the United States' heritage through partnerships. This thesis describes the heritage area movement as a grassroots based, nationally administered effort demonstrative of the new partnership-based paradigm of modern day preservation. Heritage areas are an indication of the melding of the preservation and conservation fields and imitative of some international efforts. They are a natural outgrowth of the National Park Service's dual role in historic preservation and natural resource conservation. As a recognition methodology and organizational structure, they have served as a catalyst for sustainable economic development. In short, they are part of the future of holistic community planning.

INDEX WORDS: historic preservation, national heritage areas, United States heritage areas, partnerships, economic development, Georgia

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To my husband and soul mate, Jimmy,
for his unending support and encouragement in this endeavor, as in all others

Historic preservation is a quality of life issue.
When all else is said and done,
it grows out of a universal need to establish networks
of family and community
that have some chance of taking root and thriving.

Robert E. Stipe & Antoinette J. Lee, Eds.
The American Mosaic: Preserving A Nation's Heritage

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INTRODUCTION & SCOPE

National Heritage Areas are regional or single-jurisdictional communities defined by a distinctive sense of place that is almost always unified by a historic resources theme.¹ A variety of organizational names included underneath the heritage area umbrella, however, will swiftly explain the concept. These include: heritage trails, heritage corridors, greenways, heritage trusts, scenic corridors, associations, planning districts, urban cultural parks, and partnership parks.² Heritage Areas is now the official federal term that includes these and many other precursors for the twenty-three nationally designated areas as of 2003, even for those who continue to call themselves greenway, corridor, or park.

Growing out of a grassroots desire to protect regionally distinctive communities incorporating historic resources, natural landscapes, transportation corridors, bodies of water, and both urban and rural patterns of settlement, the heritage area movement can be seen as an evolution of the preservation movement as it enters a new era based on interdisciplinary and cross-jurisdictional partnerships. Preservation, along with its sister environmental movement, has become an integrated part of community planning in most communities. Additionally, the preservation and conservation movements have embraced using sustainable economic development business models, such as cultural

¹ T. Allan Comp, ed., *Regional Heritage Areas: Approaches to Sustainable Development* (Washington, DC: National Trust for Historic Preservation, Information Series No. 88, 1994), 3.

² National Coalition for Heritage Areas, Fact Sheet Committee. *Fact Sheet*. (Washington, DC: National Coalition for Heritage Areasj).

heritage tourism, to promote their efforts. As a tripartite organizational system of preserving historic and natural resources through economic development, the heritage area movement represents the promise of a wider field of outcomes. Regardless of current historic preservation recognition and regulatory methods, the establishment of nationally designated heritage areas is a major step forward in the understanding, recognition, appreciation, and protection of the United States' heritage through partnerships.

Chapter one briefly reviews the evolution of the historic preservation movement in the United States, concluding with the mostly-widespread establishment of a new, holistic, partnership-based paradigm. A brief review of the international preservation and conservation community demonstrates how it and the U.S. heritage area movement are connected. Chapter two provides a history of the heritage area movement including statewide heritage areas, national heritage areas legislative history, funding, heritage cultural tourism, challenges and current trends. Chapter three is an overview of the twenty-three nationally designated heritage areas, encompassing their congressional designation with the public law reference, name and organizational type of management entity, existence of management plan, state, 2003 Congressional appropriation, number of jurisdictions, geographical size, theme, number and types of partners, website, amount and type of grant program, historic preservation percentages of grant program, and other historic preservation efforts. Conclusions are drawn including their impact on historic preservation. Chapter four evaluates Georgia's US Heritage Highway 441 as a potential national heritage area. The conclusion, chapter five, summarizes the movement, draws conclusions, and makes recommendations for the US 441 Heritage Highway Corporation.

CHAPTER ONE: EVOLUTION OF THE UNITED STATES HISTORIC PRESERVATION MOVEMENT

The historic preservation movement in the United States began with the concern of citizens, the private sector, and has expanded to play an equally large role in government, the public sector, at the national, state, regional, and local levels. Today this combination of preservation efforts can be seen in the number of private organizations with corresponding public entities at all of these levels. (see appendix 1, page 166) As the various organizations have developed, themes within the movement have also evolved. Early preservation efforts were defined by secular pietism and patriotism. Landmark quality, historically significant individual buildings were the target of preservationists who wanted to save places associated with the country's great leaders. It was thus that the Mount Vernon Ladies Association secured George Washington's home for future generations and began the movement that we know today as historic preservation. While other historical societies restored houses to showcase historic artifacts or the lives of the founding fathers, there was little actual restoration or rehabilitation occurring. Unknowingly, government's role in preservation was begun early, as well. Established with a concern for the conservation of the nation's natural resources, the National Park System began with the designation of Yellowstone as a National Park in 1872, although the National Park Service (NPS) was not established in 1916. It would later become the administrator of the nation's federal historic preservation program, and play a key role in the heritage area movement.

The Beginning

During the first half of the twentieth century, architectural significance and aesthetics grew as the primary reason for preservation of the built environment. Large-scale philanthropic efforts and a proliferation of state and local non-profit organizations re-defined the movement. Living history museums, such as Colonial Williamsburg and Sturbridge Village, were developed with the financial support of these philanthropic sources to promote the nation's past while providing for tourism opportunities. Spurred by the historic romance of these recreations as well as the potential economic development benefits, local citizens began identifying and preserving historic buildings and districts within real cities and towns. Early preservation organizations were formed, and the first historic districts were established in Charleston, South Carolina (1931), the Vieux Carre in New Orleans (1936), and Alexandria, Virginia (1946). The National Trust for Historic Preservation (NTHP) was founded in 1949, bringing a national voice to the growing movement. As a non-profit organization supported by federal funding, it also bridged the public-private sector divide.

Government's role in preservation began to grow in the 1930's under NPS and presidential leadership. The Historic Sites Act of 1935 established a national policy of preservation for the public use. Although the success of Williamsburg and the growth of tourism were positive factors toward the passage of this Act, the growing threat of development to the nation's historic structures also played an unfortunate role. This Act created the National Historic Landmarks (NHL) Program and the Historic American Buildings Survey (HABS). Originally intended to provide work funded by the New

Deal, HABS became the first national survey of historic architecture. It also observed and recorded the alarmingly fast disappearance of the nation's built environment. It was at this time that the NPS became the lead government agency for historic preservation, receiving federally owned historic sites and purchasing additional ones that represented the best of the nation's history. These early preservationists were paving the way for the preservation methodologies of today by developing a national program of identification, documentation, and protection.¹

In the second half of the century, the movement made its most important step forward with the passage of the National Historic Preservation Act of 1966 (NHPA). Spurred by the recommendations in *Heritage So Rich*, a report commissioned by the NTHP and the U.S. Conference of Mayors, this major legislative catalyst for nationwide preservation activity broadened the meaning of preservation and enabled a nation-wide system of preservation to exist. Its passage meant that buildings and sites could range in age, design and use and still be historically important on a national, state, or local level. Historic buildings, formerly used mostly for museums, began to be seen as potential integrations into modern life by their restoration and active use. The NPS oversaw a new federal-state partnership in which the federal government would establish national standards and guidelines while states would complete surveys and nominate properties to the newly created National Register of Historic Places, a modified NHL program of criteria and recognition. This arrangement garnered hundreds of listings in the National Register, providing those properties a certain degree of protection (review when federally

¹ Robert Stipe & Antoinette Lee, eds., *The American Mosaic: Preserving a Nation's Heritage*, (Baltimore, MD: Victor Graphics, 1987), 162-163.

funded projects might impact them) in addition to the recognition. The act established the Advisory Council on Historic Preservation (ACHP) as an independent government agency to monitor federal activities and their effect on National Register properties. Its main focus thus far has been administration of the Section 106 procedures of the Act. Preservation efforts such as legal recourse, grants and tax incentives, the development of preservation easements as a non-regulatory tool, revolving funds, and transferable development rights were also supported by the Act's passage.²

While these federal provisions were taking effect, states began imitating the national program by providing for protection of National Register property through a similar review process and the establishment of a State Historic Preservation Office and corresponding Officer to oversee the national requirements and program. Passage in most states of enabling legislation began to allow for regulatory control through local designation. This has since become the key for real protection measures through the architectural review process. Other external factors supported the expansion of the movement. Skyrocketing housing costs combined with the burgeoning youth population searching for alternatives to sterile post-war suburbs spurred private renovations and revitalization of desolate historic downtowns. And, the blossoming environmental movement made clear the cost of destruction. During this period, the federal program provided overarching goals and criteria, the states provided the legislative underpinnings and technical guidance, but real preservation occurred at the local level with local designations, non-profit advocacy, and historic structures being restored, one by one. The movement gained force, and "the theory of preservation evolved from a genteel

² Ibid, 209-215.

exercise in patriotic symbolism to a powerful grass-roots movement supported by professional disciplines.”³

Preservation and Conservation as Sustainable Development

Since 1966, these preservation tools have been used to create a strong national movement supported by a broader spectrum of citizens and encompassing a broader array of history. Beyond single structures or even districts, entire communities are listed in the National Register, adaptive use has been proven economically viable, and historic landscapes are considered integral for understanding historic context. Archeology and pre-historic sites have been incorporated, and preservationists have taken on the issue of suburban sprawl. As historic preservation historian William J. Murtagh stated, “(r)ecent advances in environmental research...made us more aware than ever of the interdependence of our global life support systems. Preservation...multiplied to embrace a concern for the care of the entire natural and built environment and the understanding and appreciation of all people and all events.”⁴ This awareness prompted more integrated protection measures for both the natural and built environment by such tools as conservation areas. A North Carolina bill defined such an area as:

...[areas] that possess form, character, and visual qualities derived from arrangements or combinations of topography, vegetation, space, scenic vistas, architecture, appurtenant features, distinctive natural habitats, natural formations, or places of natural or cultural significance, that create an image of stability, comfort, local identity, and livable atmosphere.⁵

³ William J. Murtagh, *Keeping Time: The History and Theory of Preservation in America* (New York: Sterling Publishing Company, Inc., 1990), 7.

⁴ Ibid.

⁵ Ibid.

While separate preservation and conservation entities will always exist, the initiation of a discussion between them brought realizations of their connectivity, to each other and to the community as a whole. The environmental movement realized that preservationists had moved beyond the blue-haired tennis shoed ladies preserving rich white men's mansions. Communities can preserve and use historic downtowns and neighborhoods to fight sprawl or curb development of open space and farmland. There was also an increased understanding of the economic role. The growth of cultural heritage tourism as an economic development tool, discussed further in chapter two, encouraged the identification, protection, and promotion of both historic and natural resources. Various studies and reports also revealed that both preservation of the built environment and natural resource protection were economically viable. Donovan Rypkema, principal of Place Economics, a Washington, D.C.-based real estate and economic development-consulting firm, speaking in 1998 at a Brisbane, Australia conference entitled *Embracing Change*, stated that,

In economics, it is the differentiated product that commands a monetary premium. If in the long run we want to attract capital, to attract investment to our communities, we must differentiate them from anywhere else. It is our built environment that expresses, perhaps better than anything else, our diversity, our identity, our individuality, our differentiation. In the past historic preservation has been espoused for its cultural, aesthetic, historical, sociological, even psychological merits. And those justifications are undiminished. Historic preservation is not the alternative to economic development; historic preservation is an effective tool for economic development. Historic preservation is not instead of new construction; historic preservation is the context within which the best new construction can take place. Historic preservation is not the dilatory hobby of an aesthetic elite; historic preservation is a practical vehicle for positioning communities to be economically competitive in the 21st Century. Historic

preservation is not a strategy to avoid change; historic preservation is perhaps the most effective locally based strategy to appropriately accommodate change.⁶

According to an early 1990's study, *An Examination of Market Appreciation for Clustered Housing with Permanent Open Space*, by Jeff Lacy at the Center for Rural Massachusetts Natural, resource protection through open space development was shown to provide a greater rate of appreciation in a study of two Massachusetts towns. An article by Philip Larsen, "Open Space That Sells," in *Land Development*, the publication of the National Association of Homebuilders, notes: that "The key is to view the various open space requirements as opportunities rather than as liabilities. A look at the most successful projects in any region will reveal that open space has not been wasted. Projects that feature open space are projects that sell and, at the same time, provide environmental amenities and opportunities for recreation."⁷

As the preservation and conservation communities acknowledged their part in a holistic quality of life, they realized that they were not participants in the community planning process. Their subsequent integration into this process has been largely successful. Most comprehensive plans now contain a historic preservation element, or, in more progressive communities, it is interwoven into various elements of the plan. Tree ordinances, water regulations, and protection of natural resources have also become a very real element of community planning. The American Planning Association's (APA)

March 2002 *National Current Topic Award: Planning for Heritage Areas and*

⁶ Donovan Rypkema, "Building the Future on the Buildings of the Past" speech from Royal Australian Planning Institute National Congress *Embracing Change* conference, Brisbane, 1998; available from <http://www.hum-plan.com/rapiweb/Donovan%20Rypkema.htm>; Internet; accessed 11 March 2003.

⁷ Philip Larsen, "Open Space That Sells," *Land Development*, Summer 1992, p. 25, quoted by Randall Arendt, "Open Space Zoning: What It Is and Why It Works," *Planning Commissioners Journal*, no 5; (July/August 1992): 4, [journal on-line]; available from <http://www.plannersweb.com/articles/are015.html>; Internet; accessed on 11 March 2003.

Sustainable Tourism best illustrates the degree of integration between historic preservation and natural resource protection with their choice of winner, the Confluence Greenway Partnership, for their collaborative “Master Plan for the Confluence: A Conservation, Recreation & Heritage Corridor.”⁸ According to Bruce Knight, AICP and chair of APA’s Awards Jury, “(t)he Confluence Plan promotes conservation, recreation, tourism, and heritage on a regional level rarely seen. The creation of a world class greenway of this size will vastly improve the quality of life for the region’s residents and provide an expected 11 million visitors with a bounty of ways to experience many American legacies.”⁹

As forward-thinking preservationists have forged these new partnerships they have broadened preservation’s role at the federal, state and local levels. Continuing down this path is vital to the movement’s future.

Preservation is no longer an end in itself. It’s no longer a ‘frill’ with little relevance to day-to-day life. Instead, it’s increasingly integrated . . . into broader discussions about what it takes to make a community attractive and supportive. Preservation today is rooted in an appreciation of the value of history – just as it always has been – but it’s not concerned primarily with the past. Preservation today is in the business of saving special places and the quality of life they support. This means that preservationists have a key role to play in any effort to create and maintain communities that are truly livable for all segments of the population.¹⁰

The following section further illustrates this interdisciplinary partnership methodology as the movement’s growing paradigm.

⁸ “Master Plan for River Corridor Takes Award” *American Planning Association News Release*, 25 January 2002; available from <http://www.planning.org/newsreleases/2002/ftp012505.htm>; Internet; accessed on 13 January 2003.

⁹ Ibid.

¹⁰ Richard Moe, “Georgia Preservation Conference Keynote Speech, *The Georgia Trust for Historic Preservation Conference*, Macon, Georgia, February 28, 2002; [speech on-line]; available from www.georgiatrust.org/ConfMoe.html; Internet; accessed 18 March 2003.

Preservation as Partnerships

National

The National Trust for Historic Preservation continues to be preservation's private sector leader at the federal level, and their programs reflect this modern day partnership-based paradigm. Since losing federal funding in 1998, the NTHP has worked within a partnership-based development strategy, the Corporate Partner Program, to grow to a staff of over three hundred, an annual budget of \$40 million, a nationwide network of regional offices, a collection of twenty-one historic sites, a dedicated membership of more than 250,000, and a range of programs, projects, and services to help communities protect their historic character.¹¹ Programming also embraces partnerships. The National Main Street Center, established in 1980, emphasizes preservation as a tool for revitalizing traditional business districts by working with municipal governments, local businesses, and property owners. Community Partners employs a similar approach in historic residential neighborhoods. Rural preservation, heritage tourism, and statewide organizational development are all similar partner programs also on their plate. The NTHP has spent the last several years developing the Statewide and Local Partnership Program to strengthen the tie between tiers of non-profit partners. Supported with seed money and technical expertise, the number of professionally staffed statewide non-profits

¹¹ *History of the National Trust* [information on-line]; (Washington, DC: National Trust for Historic Preservation, 2003); available from: http://www.nthp.org/about_the_trust/history.html; Internet; accessed 8 March 2003.

increased from seventeen in 1995 to thirty five in 2001. The program continues at this time with the development of staffed local non-profits in chosen communities.¹²

Another national non-profit, The National Parks Conservation Association (NPCA), was originally founded as the National Park Service non-profit watchdog group in 1919. Their relationship has changed to reflect NPCA as an NPS partner in the parks, in Congress and in courts. The NPCA is involved in such goals as protecting park resources, enhancing the value of public dollars for parks, preserving a quality visitor experience, building a national parks movement, and harnessing the commitment of park lovers. Various programs support these overarching goals, not the least of which includes lobbying Congress for adequate national park funding and protection strategies.¹³

As the main public entities at the federal level, the NPS and the Advisory Council for Historic Preservation have both exhibited increasing interest and support of partnering over the years, especially as federal funds become tighter and partnerships are seen as economically beneficial. NPS now oversees three hundred and eighty-four national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House.¹⁴ A policy statement co-signed by the NPS and the ACHP in 2002 declared that protection of both natural and historic resources is equally important, requiring careful balancing of values.

¹² *National Trust for Historic Preservation Annual Report 2001* [report on-line] (Washington, DC: National Trust for Historic Preservation, 2001, p. 10); available from: http://www.nthp.org/about_the_trust/2001ar/pdf; Internet; accessed on 8 March 2003.

¹³ *About NPCA: 80 Years of Protecting Parks*, [information on-line]; (Washington, DC: National Parks Conservation Association); available from: http://www.npca.org/about_npca/; Internet; accessed on 30 January 2003.

¹⁴ *Frequently Asked Questions About the National Park Service* [information on-line]; (Washington, DC: National Park Service); available from: http://www.nps.gov/pub_aff/e-mail/faqs.htm; Internet; accessed on 7 March 2003.

This policy was designed to assist the NPS in its work within these sites, which often encompass both natural and cultural resources.¹⁵ While it plans to continue to add additional units that are of vital importance to the nation's heritage, the NPS has realized that it is impossible and undesirable for the federal government to own and manage all of the nation's historic and cultural resources. Given the current maintenance backlog of \$4.9 billion, of which \$2.2 billion is infrastructure and \$2.7 is road maintenance, there is just not enough funding for NPS to maintain, much less expand upon, the existing units. Upon taking office, President Bush pledged to eliminate this backlog within five years. His first budget, FY 2002, called for \$439.6 million toward the infrastructure portion of this total, and his FY 2003 budget called for \$663 million. The current budget request is for \$1 billion toward this pledge. These are federal funds that are not available for new park projects or programs. Given these circumstances, the NPS has formed partnerships through outreach programs including The Rivers, Trails, and Conservation Assistance Program (RTCA), Federal Lands to Parks, Land and Water Conservation Fund (LWCF), Long Distance Trails, Urban Parks and Recreation Recovery, and Wild and Scenic Rivers that help communities establish new trail systems, restore degraded rivers, acquire federal surplus lands, and protect historic and cultural places. A specific historic preservation partnership through NPS has been in effect since the passage of the National Historic Preservation Act of 1966. The Historic Preservation Fund (HPF) has leveraged over \$1 billion in matching grant funds to fifty-nine states, territories, Indian tribes, local governments, and the National Trust for Historic Preservation since 1968. The HPF provides about \$50 million per year for historic preservation and is funded by Outer

¹⁵ *NPS Endorses ACHF Policy of Statement on Balancing Cultural and Natural Values*, [news release on-line]; (Washington, DC: Advisory Council on Historic Preservation, April 26, 2002); available from: <http://www.achp.gov/news-nps-achpbalancing.html>; Internet; accessed on 8 July 2002.

Continental Shelf mineral receipts. A 2001 appropriation of \$46.6 million equaled an average state allocation of \$788,000, typically is matched by \$550,000 in non-federal funds.¹⁶

Without providing grants, RTCA has been especially successful at using their eighty staff members' expertise to assist community conservation projects in over one thousand projects in all fifty states. While not strictly preservation projects, many of them incorporate an element of historic preservation.¹⁷ NPS also partners with groups such as the National Association of State Park Directors to work toward mutual goals.¹⁸ In 2002, President Bush launched the Cooperative Conservation Initiative (CCI), a matching grant program, "designed to strengthen conservation through partnerships and citizen involvement in the stewardship of America's national parks, public lands and wildlife."¹⁹ The \$100 million appropriation conjoins the NPS, Bureau of Land Management, and the U.S. Fish & Wildlife Service to partner with governments, organizations and citizens on "conservation projects that advance the health of the land and the well-being of the American people."²⁰ While the CCI is not a historic preservation program, it is a

¹⁶ *Historic Preservation Funds Grants: Funding*, [information on-line]; (Washington, DC: National Park Service, Historic Preservation Services, Jan 17, 2003); available from: <http://www.cr.nps.gov/hps/hpf/hpf-fund.htm>; Internet; accessed on 7 March 2003.

¹⁷ *National Park Service Expands Rivers and Trails Program to Assist More Locally-Led Conservation Efforts in Communities Around the Country*, [news release on-line]; (Washington, DC: National Park Service, February 22, 2000); available from: <http://data2.itc.nps.gov/release/Detail.cfm?ID=17>; Internet; accessed on 11 March 2003.

¹⁸ *NPS to Work In Partnership With National Association of State Park Directors to Further Park Opportunities For All Americans*, [news release on-line]; (Washington, DC: National Park Service, September 6, 2000); available from: <http://data2.itc.nps.gov/release/Detail.cfm?ID=76>; Internet; accessed on 11 March 2003.

¹⁹ *Cooperative Conservation Becomes Key Focus Of Budget Committed to Park Resource Preservation*, [news release on-line]; (Washington, DC: National Park Service, February 4, 2002); available from: <http://data2.itc.nps.gov/release/Detail.cfm?ID=225>; Internet; accessed on 11 March 2003.

²⁰ Ibid.

partnership model that prompted the establishment of a similar program through the ACHP.

John L. Nau, III, current Chair of the President's Advisory Council on Historic Preservation, speaking on March 20, 2002, at the National Conference of State Historic Preservation Officers, called for better partnerships with states and others to aggressively promote economic incentives for historic preservation. ACHP has been reorganized to devote more resources to the promotion of the economic and cultural benefits of historic preservation. Also positively, Nau envisions the ACHP as more than just a review body for Section 106 of the National Historic Preservation Act of 1966. He emphasized partnerships and heritage tourism as the keys to ensure that preservation is seen as part of an overall economic engine.²¹ Partnerships are a significant way to leverage resources and reach broader audiences, especially through the role of heritage tourism, Nau stressed to the U.S. House of Representatives Subcommittee on Interior and Related Agencies, Committee on Appropriations. Proving that partnerships are key, the ACHP has become a formal member of the Secretary of Commerce's Tourism Policy Council, providing a voice for heritage tourism at the table and laying the foundation for partnering with other federal agencies. Traditional partners such as the National Park Service and the National Trust for Historic Preservation have also been included. In order to promote more public-private historic preservation partnerships, a new award in that category is now jointly given by the ACHP and the NTHP. The first of these awards was presented on

²¹ *ACHP Chairman Call For Better Partnerships to Promote Historic Preservation*, [news release on-line]; (Washington, DC: Advisory Council on Historic Preservation, March 20, 2002); available from: www.achp.gov/news-ncshporemarks.html; Internet; accessed on 8 July 2002.

behalf of the resurrection of the historic Hunley submarine at the NTHP National Conference in October of 2002.

The 2001 *Caring for the Past, Managing for the Future* report on the preservation of federally owned historic properties, recommended a federal partnership initiative to promote heritage tourism at the state and local levels.²² Just announced by First Lady Laura Bush at the National Association of Counties meeting on March 3, 2003, *Preserve America* is this initiative. Developed in cooperation with the Advisory Council on Historic Preservation and the U.S. Departments of Interior and Commerce, *Preserve America's* goals include strengthening regional identities and local pride and increasing local participation in preserving the country's irreplaceable heritage.

We know from our history that the federal government works best when it works in partnership with communities, counties, states, tribes, non-governmental organizations, the private sector and individuals to unleash the creativity and innovation that exists everywhere in America. The initiatives announced form the basis for increased attention to the role of federal agencies in heritage tourism and local public-private partnerships in historic and cultural preservation. We have learned that heritage tourism is a great economic development tool for communities. Through these initiatives, our natural and cultural treasures will be protected for future generations while communities benefit economically, culturally, socially, environmentally and educationally.²³

Through *Preserve America*, the Economic Development Administration's grant budget of \$290 million will be available for partnership matching grants much like CCI is for natural resources. Innovative partnerships that accomplish public benefits through

²² *New ACHP Program Outlined in Chairman's Statement to House Appropriations Committee*, [news release on-line]; (Washington, DC: Advisory Council on Historic Preservation, April 22, 2002); available from: <http://www.achp.gov/news-appropriationsFY03.html>; Internet; accessed on 8 July 2002.

²³ *ACHP Chairman's Statement on Preserve America*, [news release on-line]; (Washington, DC: Advisory Council on Historic Preservation, March 12, 2003); available from: www.achp.gov/news-preserveamerica-chairstatement.html; Internet; accessed on 7 March 2003.

preservation may be nominated for the Presidential Award for *Preserve America*.

Preserve America Communities is a new designation to be used for communities that integrate preservation and tourism.²⁴

Regional

The advent of regional partnership efforts has been more recent than those at the national, state, or local levels. Regional efforts can be multi-state, or inclusive of several governmental units within one state. On a national, private, scale, the National Trust for Historic Preservation has eight regional field offices located throughout the U.S. in order to better serve the specific needs of its regional constituencies. These offices focus on the following goals:

- Engaging the public, including racially, ethnically and economically diverse groups, to create a core of grassroots preservation advocates.
- Saving important historic places--including downtowns, neighborhood commercial districts, residential neighborhoods, countryside and archeological sites--through creative partnerships with statewide and local organizations.
- Building the preservation movement by developing and supporting statewide and local nonprofit organizations in every state.²⁵

On a smaller, intra-state and public scale, Georgia's Department of Community Affairs contracts annually with sixteen Regional Development Centers (RDCs) to carry out various activities related to implementing the Georgia Planning Act, including:

- assisting local governments in the preparation of local comprehensive plans, solid waste plans, service delivery strategies, and updates of these plans or strategies.

²⁴ *First Lady Laura Bush Launches Preserve America Initiative*, [news release on-line]; (Washington, DC: Advisory Council on Historic Preservation, March 3, 2003); available from: <http://www.achp.gov/news-preserveamerica.html>; Internet; accessed on 7 March 2003.

²⁵ *National Trust for Historic Preservation Directory of Programs: Regional Offices* [information on-line]; (Washington, DC: National Trust for Historic Preservation, 2003); available from: http://www.nationaltrust.org/about_the_trust/regional/regional_offices.html; Internet; accessed on 18 March 2003.

- review of local government plans prepared in its region for possible intergovernmental implications.
- review of any proposed action by a local government in the Center's region that would further a Development of Regional Impact (DRI) or affect a Regionally Important Resource.
- assisting member governments in the mediation of certain inter-governmental conflicts,
- maintenance of a statewide geographic information system to support planning efforts.²⁶

A Georgia example of the growth and diversity in partnerships is the Arabia Mountain Heritage Area Alliance, a diverse group of local officials, community activists, business leaders, and area residents that spans three counties, DeKalb, Rockdale and Henry. The Alliance began in 1997 as the Stonecrest Mall at Turner Hill Road and I-20 began construction, and DeKalb County park officials recognized that the spin off development from the mall project could threaten the Arabia Mountain Nature Preserve and crush any chance of adding additional green space. “We knew that if we didn’t act quickly, we would lose an opportunity to preserve some jewel tracts in this area of the county,”²⁷ said Becky Kelly, Director of DeKalb County Parks and Recreation. The goal is to create a 4,000-acre preserve inclusive of the Arabia Mountain Nature Preserve, the Panola Mountain State Park, and acreage to connect the two. “It’s the last opportunity close in for metro Atlanta to create a great park on the order of Sweetwater Creek State Park or Kennesaw Mountain, said Alliance Coordinator Kelly Jordan.²⁸ There is an obvious natural resource conservation focus of the Alliance. One example of historic preservation entered the picture with the donation of the c. 1930 granite Lithonia Woman’s Club

²⁶ *Georgia Department of Community Affairs Regional Development Centers*, [information on-line]; (Georgia Department of Community Affairs, 2000); available from: <http://www.dca.state.ga.us/planning/regdev.html>; Internet; accessed on 18 March 2003.

²⁷ Ben Smith, “Preserve Proposed for Stone Mountain’s sister peaks,” *Atlanta Journal and Constitution*, 12 October 2000.

²⁸ *Ibid.*

headquarters to the Alliance in 2001, with then U.S. Senator Max Cleland (D-GA) officiating the ceremony. Held in his hometown of Lithonia, he stated that “(w)e must act now to preserve the important natural, cultural and historic resources in the region.”²⁹ This preserve can only occur with purchase of land to connect the two public parks. This began in 2000, when DeKalb county citizens supported a \$125 million bond referendum that allows the county to purchase and maintain green space. In December of 2001, DeKalb County purchased its first green space with these funds, nine hundred and forty acres near Arabia Mountain that will also possibly host an environmental magnet school. This tract had been zoned for homes, apartment, and commercial development, and its purchase was crucial to the linkage needed to create the large preserve.”³⁰ It will not be done with just public money, however. Combined with gifts from private foundations such as Woodruff, Blank and Turner, and combined management through governments and nonprofit conservation organizations, the purchase of more tracts is possible. Private dollars provide important matches for federal and state funds available. “Leverage is the key point,”³¹ Arthur M. Blank said when making his family foundation’s announcement of \$20 to \$30 million in grants to be paid out over the next three years for green space protection inside of I-285. “Even given the size of our estate, we really don’t have the money to solve this problem ourselves. And we don’t want to solve this ourselves.”³²

²⁹ Will Anderson, “Cleland seeking \$10 million for Arabia Mountain preserve,” *The Atlanta Journal and Constitution*, 1 April 2001.

³⁰ Eric Stirgus, “DeKalb tract provides link for preserve,” *The Atlanta Journal and Constitution*, 7 December 2001.

³¹ Maria Saporta, “Private Foundations give to protect green space,” *The Atlanta Journal and Constitution*, 24 December 2001.

³² Ibid.

State

As of March 2003, there are thirty-five professionally staffed non-profit organizations that lead preservation in the private sector at the state level. In Georgia, the Georgia Trust for Historic Preservation (GTHP) is the leading statewide non-profit partner. Their mission statement is “to promote an appreciation of Georgia's diverse historic resources and provide for their protection and use to preserve, enhance and revitalize Georgia's communities.”³³ Glen Bennett, Senior Director of Communications and Development for the GTHP, had this to say about preservation partnerships:

As the country's largest statewide, nonprofit preservation organization, The Georgia Trust actively engages in a multitude of partnerships with a variety of local, regional, state, and national organizations and agencies across a wide range of fields in our efforts to preserve and enhance Georgia's communities and their diverse historic resources. This importance of partnerships at the Trust is the hallmark of the preservation field in general, as we continue to utilize historic preservation practice as a tool for achieving community revitalization, economic development, heritage tourism, and heritage education. Perhaps more so than any other endeavor in historic preservation, heritage areas embody the spirit and use of partnerships as residents, business owners, local governments, and other constituents join together to conserve their local historic and natural resources and promote their community as a unique place to live and visit.³⁴

One GTHP program in particular, the *Living Places: Building Better Neighborhoods* program, established in 1998 as a historic preservation response to sprawl development, partners with neighborhood and community leaders from across the state to provide

³³ *Georgia Trust for Historic Preservation: About Us*, [information on-line]; (Atlanta, Georgia: Georgia Trust for Historic Preservation); available from: <http://www.georgiitrust.org/about.html>; Internet; accessed on 18 March 2003.

³⁴ Glen Bennett, Senior Director of Communications and Development, Georgia Trust for Historic Preservation, email to author 20 March 2003.

inform, educate and train them about use of historic preservation as an anti-sprawl tool.³⁵

Program manager Beth Shorthouse believes that:

Partnerships are an integral part of preservation at The Georgia Trust. The *Living Places: Building Better Neighborhoods* program is based on the process of collaboration. To apply to the LP program, applicant organizations fill out a Request for Collaboration (RFC) form. This RFC is reviewed by a committee to determine the level of experience the applicant has had with partnerships in their community. It is exciting to see a local preservation organization partner with the local housing authority and a neighborhood association on community revitalization efforts. This wholistic approach to preservation promotes sustainability by allowing all stakeholders (preservationists, local government and residents) to play a role in the process and feel that their needs are being met. Whether we are working to save a specific historic structure or revitalize an entire neighborhood, forming partnerships with other stakeholders is key to the long term success of any project.³⁶

The GTHP often partners with the lead statewide governmental agency, the Historic Preservation Division (HPD) of the Georgia Department of Natural Resources, which serves as the State Historic Preservation Office (SHPO). For years the two have co-hosted the semi-annual statewide preservation conference, the most recent held in February 2003. NTHP President Richard Moe spoke on the issue of Smart Growth, a strategy to counteract sprawl that is gaining strength and multiple partners nationwide.

Donovan Rypkema, the other keynote speaker, also said:

“(t)he only other thing I have to add about Smart Growth is this: historic preservation is not just one of the tools of Smart Growth - it is the indispensable crucial tool. (T)here can be no Smart Growth without historic preservation.

³⁵ *Georgia Trust for Historic Preservation, Living Places, Building Better Neighborhoods*, [information on-line]; (Atlanta, Georgia: Georgia Trust for Historic Preservation); available from: http://www.georgiatrust.org/ga_neighbor.html; Internet; accessed on 18 March 2003.

³⁶ Beth Shorthouse, *Living Places* Manager, Georgia Trust for Historic Preservation, email to author dated 17 March 2003.

Period. No exception. Any anti-sprawl strategy that does not have historic preservation at its core is Stupid Growth. Period.”³⁷

After conducting a historic preservation economic benefits study between 1992 and 1996, the HPD and the GTHP found that “preservation is an economic powerhouse that creates jobs, brings tourist dollars to communities, creates resources for investment in homes and small businesses, and revitalizes downtown business districts.”³⁸ Rehabilitation of Georgia’s historic properties during this time frame created 7,550 jobs, \$201 million in earnings, and \$559 million in total economic impact on the state economy just from projects participating in federal and state programs. Historic preservation has enhanced property values in Georgia cities that have preservation efforts in place, such as Savannah, Rome, Athens and Tifton. Analysis in these towns showed that properties in locally designated historic districts appreciated more than similar properties in non-designated areas. In Savannah, appreciation in National Register districts increased by as much as six hundred and three percent contrasted with fifteen percent increases for a neighborhood not listed in the National Register. Another proven partner in developing local economies, the Georgia Main Street Program, encourages the rehabilitation of historic downtown commercial buildings as part of a four-part approach to economic development, boasts that nearly twenty-five projects totaling \$348 million were undertaken over a five-year period to revitalize the downtown areas of forty Main Street cities.³⁹

³⁷ Donovan Rypkema, *Preservation and the 21st Century Economy*, from *The Georgia Trust for Historic Preservation Conference*, Macon, Georgia, February 28, 2002; [speech on-line]; available from: <http://www.georgiitrust.org/ConfRypkema.html>; Internet; accessed on 18 March 2003.

³⁸ *Profiting from the Past: Study Finds Georgia Makes Cents of History*, [news release on-line]; (Atlanta, Georgia: Georgia Trust for Historic Preservation); available from http://www.georgiitrust.org/News/economic_benefits.html; Internet; accessed on 11 March 2003.

³⁹ Ibid.

An example of the new preservation paradigm of interdisciplinary partnerships working together occurred in Georgia with The Heritage Fund. In the early 1990's, a legislative study committee examined Georgia's growth patterns and found green space, historic preservation, and recreational opportunities lacking, and would continue to decline unless something was done about it. A coalition of partners, The Georgia Trust for Historic Preservation, the Georgia Conservancy, the Nature Conservancy, the Georgia Wildlife Federation, the Trust for Public Land, and the Georgia Parks and Recreation Association, was formed and aided by then Lieutenant Governor Pierre Howard. Determined to find a funding source and process to correct the situation, they proposed the Heritage Fund, to be supported with an increase in the real estate transfer tax of 1/10 of 1/%, or \$1 per \$1000 of real estate value. While conservation through green space acquisition led the way, the inclusion of historic preservation and recreation made the proposal more diverse and legislatively popular; it was a quality of life issue. Paid only upon transfer of real estate, it was seen as a well-justified tax on developers who were causing the problems. The Fund, estimated at \$30 million per year, was to have been administered by a legislatively appointed board, although no details on who would serve on it or how many would represent each of the three constituencies was determined in advance. Placed on the 1998 ballot as an amendment, The Heritage Fund was defeated by voters by a vote of forty-eight percent to fifty-two percent. Given the strength of legislative support and overwhelming support in the advance polling data, the defeat was due to successful real estate lobbying based on the additional tax increase. Yard signs with "No New Taxes – Vote No on Amendment 21" sprouted in yards everywhere. "We just didn't lobby as hard as they [the real estate lobby] did to the general public,"⁴⁰ was the problem according to

⁴⁰ Greta Terrell-Covington, former Senior Director of Communications and Development, Georgia Trust

Greta Terrell-Covington. This coalition of partners had worked together in the past, but not in as formalized an entity or public of an endeavor. Regardless of the outcome, this type of formal, statewide, multi-disciplinary partnership was a sign of the times.

Local

The increase in local preservation programs has been one of the fastest growing areas in preservation. From fewer than two-dozen cities with local historic preservation ordinances in 1966, there are now more than 2,500 across the nation.⁴¹ There are just as many, if not more, local non-profit organizations. These local preservation commissions and non-profits often work in tandem. Non-profit board members or staff assist the historic preservation commissions in carrying out the terms of the local historic preservation ordinance by providing expertise and advice during the architectural review process. Non-profit preservation organizations are also typical sources of nominations for local designations. In Athens, Georgia, the Athens-Clarke Heritage Foundation, Inc. and the Athens-Clarke County Historic Preservation Commission have partnered on educational programs to inform the county's citizens about the local ordinance and its requirements.

The National Historic Preservation Act of 1966 began the concept of partnerships. Over the years they have increased in importance as funding has become more competitive. They have increased in scope as preservation has evolved to encompass conservation of special places, what might generally be termed heritage, inclusive of both the natural and built environments. These partnerships have left selfish interests behind and begun to

for Historic Preservation, telephone interview with author, 18 March 2003.

⁴¹ Stipe, 29.

play a role in the community planning process for economically sustainable communities. The role of economic development, particularly through heritage tourism, has gained strength. The broadest trend in these preservation partnerships is heritage areas, a regional or single-jurisdictional community defined by a distinctive sense of place that is almost always unified by a historic resources theme.⁴²

Nationally designated heritage areas are grassroots efforts supported and administered through the NPS, and are a natural evolution of both the themes in preservation and the partnership models previously explored. It seems obvious now that the NPS, the nation's administrator of its most important heritage, would be the lead in this partnership program that blends historic preservation and natural resource conservation. Even the economic development goal of these areas is not unheard of in the NPS, whose funding is insufficient even to maintain their current inventory. The next section details how the international preservation community and the United States have influenced each other in the arena of heritage recognition and protection. A history of the heritage area movement and overview of the twenty-three nationally designated areas follows.

International Historic Preservation & Conservation

The United Nation's Educational, Scientific, and Cultural Organization (UNESCO) is the natural and cultural recognition and protection agency of the international preservation and conservation communities, founded in 1946. UNESCO is supported in its efforts by the International Council on Monuments, and Sites, (ICOMOS), and the World

⁴² Comp, 3.

Conservation Union (ICUN). ICOMOS is “an international non-governmental organization of professionals, dedicated to the conservation of the world's historic monuments and sites,”⁴³ founded in 1965 as a result of adoption of the *International Charter for the Conservation and Restoration of Monuments and Sites* and is UNESCO's principal advisor in matters concerning the conservation and protection of monuments and sites. Through its International Scientific Committees of experts and triennial General Assembly, ICOMOS seeks to establish international standards for the preservation, restoration, and management of the cultural environment. Many of these standards have been promulgated as *Charters* by the organization as a result of adoption by the ICOMOS General Assembly. Working similarly to ICOMOS, but for natural resources, is the ICUN, founded in 1948, whose mission is “to influence, encourage, and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable.”⁴⁴

In 1972, *The Convention Concerning Protection of the World Cultural and Natural Heritage Treaty*, created the World Heritage Committee (WHC) and the World Heritage Sites/Areas program, administered by UNESCO with input from ICOMOS. The U.S. has had a long-standing relationship with the U.N.'s *Convention*, UNESCO, ICOMOS, and WHC as the first state party to sign the Convention with President Nixon's signature in 1973. Significantly, the U.S. national park system was the philosophical underpinning of the *Convention*, which promulgates combining cultural and natural resource recognition and protection. The 1980 Amendments to the National Historic Preservation

⁴³ *International Council on Monuments, and Sites*, [information on-line]; available from: <http://www.icomos.org>; Internet; accessed 14 March 2003.

⁴⁴ *About IUCN*, [information online]; available from: <http://www.iucn.org>; Internet; accessed 16 April 2003.

Act of 1966 (NHPA) assign the responsibility of coordinating U.S. *Convention* activities to the Secretary of the Interior, who is to work with the Smithsonian Institution and the Advisory Council on Historic Preservation.⁴⁵ The *Convention* has now been signed by one hundred and eighty-nine member-states, making it a widely accepted environmental and philosophical agreement. The *Convention* gives UNESCO authority to "guide the safe keeping of international sites and monuments 'considered to be of such exceptional interest and such universal value that their protection is the responsibility of all humanity'."⁴⁶ This is ordinarily done through World Heritage Site or Area designation by the WHC.

UNESCO and the WHC represent an international model for the heritage area movement in the U.S. with their combined approach to cultural preservation and natural resource conservation; their use of partnerships, role as technical advisors, and as a funding source are also similar. Of the seven hundred and thirty sites in one hundred and twenty-five member states, five hundred and thirty-six are cultural, one hundred and forty-four are natural, and twenty-three are mixed. On its website, UNESCO lists multiple types of partnerships with hundreds of partners around the world. National Commissions act as the intermediary between one hundred ninety-one member states and UNESCO.

UNESCO clubs are an outreach to citizens around the globe. Partner international non-profit organizations, called non-governmental organizations (NGOs) in countries other than the U.S., are listed. Permanent delegations of member states, parliamentarians, the

⁴⁵ James K. Reap, "The United States' Participation in the World Heritage Convention: A Retreat from Leadership?," in *The Scientific Symposium of the 13th Annual Assembly of the International Council on Monuments and Sites Proceedings* Held in Madrid, Spain December 2002 (Spain: ICOMOS, 2002), 1-2.

⁴⁶ Berit Kijos, "World Heritage 'Protection': UNESCO's War Against National Sovereignty," [article on-line]; (Kijos Ministries); available from: <http://www.crossroad.to/text/articles/whpwans97.html>; Internet; accessed on 8 July 2002.

business sector, and dozens of other partners are listed, as well. As a matter of fact, there is a partner category called *Partnerships for the 21st Century* that states “The complexity of globalization requires outreach to partners, both new and established, whose expertise will help share the benefits of this phenomenon on a more equitable basis amongst all countries and their citizens.”⁴⁷ Two thousand, one hundred and sixty international professionals staff seventy-three field office locations around the world, providing technical assistance and support to the member-states and communities that need assistance in protecting their heritage.⁴⁸ Funding is made available to requesting member-states through the World Heritage Fund, who, in 2002, funded over \$2.8 million in grants for preparatory assistance, technical cooperation, training, emergency assistance, and educational, informational, and promotional activities.⁴⁹ The fact that listing as a World Heritage Site is a worldwide recognition program, much like the United States’ National Register of Historic Places, is a similarity, as well. Since there is no actual protection methodology in place, UNESCO and the WHC can only use the power of persuasion to accomplish their task.

A new UNESCO program, the International Scientific Committee on Cultural Routes or Itineraries (CIIC) perhaps most closely parallels the heritage area movement in the United States. In 1997, members of the international conservation community began discussing the possibility of developing a cultural routes program, expanding the current view of the isolated heritage monument to include a context including centers,

⁴⁷ *New Partnerships*, [information on-line]; (UNESCO); available from:

<http://www.unesco.org/ncp/partners/index.html>; Internet; accessed on 8 March 2003.

⁴⁸ *About UNESCO: How It Works*, [information on-line]; (UNESCO); available from:

<http://www.unesco.org/general/eng/about/how.shtml>; Internet; accessed on 8 March 2003.

⁴⁹ *Provision of International Assistance for 2002*, [information on-line]; (UNESCO); available from:

<http://whc.unesco.org/nwhc/pages/doc/mainfsearch.htm>; Internet; accessed on 8 March 2003.

neighborhoods, historic towns and cultural landscapes.⁵⁰ CIIC defines cultural routes scientifically, as:

...an actual route (i.e. physical and concrete) for traveling between two points, which has been in use over a long historic period. The route must also have led to cross fertilization of cultures, resulting from its own dynamics and functionality, and have produced clearly evident heritage outcomes, both tangible and intangible, that testify to exchange and movements along the route and the time it has been used. Such routes may be land, sea, river, lake, mixed, or other types of routes.⁵¹

While the CIIC program is international, and thus, both geographically and administratively larger than U.S. heritage areas, the two movements have many similarities, as seen in this broader understanding of cultural routes, examples of which include Abraham's Route, the Salt Route, and the Silk Route. Both physically tangible and intangible assets are utilized to consider historic heritage in its living dimension, supporting comprehensive and sustainable development, often through cultural heritage tourism. More connections between cultural routes, U.S. heritage areas, and the US 441 Heritage Highway case study in chapter four will be discussed throughout this thesis.

The development of humankind as we know it today is to a large degree the result of cultural routes that built bridges of communication, exchange and understanding between different peoples. Cultural routes allowed human beings to intermingle and gave rise to cultural diversity with shared identities distinguished by slight differences as well as to a built and intangible heritage with its own local personality.⁵²

⁵⁰ *International Congress of the ICOMOS CIIC, Pamplona Conclusions*, [proceedings on-line]; (ICOMOS); available from: <http://www.icomos.org/ciic/14.html.en>; Internet; accessed on 16 April 2003.

⁵¹ Ibid.

⁵² Ibid.

The Power of UNESCO

The WHC has designated eighteen U.S. World Heritage Sites and two Sites that are in both the U.S. and Canada. No U.S. sites have been designated since 1995. Of the eighteen, eight are cultural monuments: Chaco Culture National Historic Site, Cahokia Mounds State Historic Site, Independence Hall, La Fortaleza and San Juan Historic Site, Mesa Verde, Monticello/University of Virginia, Pueblo de Taos, and the Statue of Liberty. The ten others are natural resources such as Yosemite National Park. For comparison sakes, Australia has thirteen sites, Canada has eleven, China has twenty-eight, France has twenty-seven, and Greece has seventeen.⁵³ Compared to the large number of NPS units, size and complexity of the U.S., or listings in the National Register, however, it is obvious that World Heritage Site designation is not likely to be used as a preservation tool for the U.S.'s cultural and natural resources. This is due to the 1980 Amendments to NHPA requiring written concurrence from one hundred percent of non-federal property owners. Property owners must also agree to protect the property. A new stumbling block to additional U.S. designations may be the proposed, but not yet passed, American Land Sovereignty Protection Act (ALSPA), which would amend the National Historic Preservation Act, making U.S. World Heritage Site nominees complete additional administrative hurdles, including Congressional approval. Supporters of the ALSPA are fearful that World Heritage Site status would be used by environmental and cultural advocacy groups or federal agencies, like the Interior Department, to implement land management decisions without local citizen input. They believe that federal actions could have a negative effect on private property values and the local economy. Current

⁵³ *The World Heritage List*, [information on-line]; (UNESCO); available from: <http://whc.unesco.org/nwhc/pages/sites/main.htm>; Internet; accessed on 11 March 2003.

Interior Department practice is to hold open public meetings and give Congressional notice of sites under consideration for nomination. The *Convention* can affect land management decisions only through the power of persuasion by influencing public opinion or the decisions of the governing authority.⁵⁴ No other country has the restrictions for listing that are as reaching as the U.S. Is the U.S. deliberately limiting its participation in the Convention through restricting WHS listings? Perhaps it is because of the political pressure that can be placed on a country through the international community if there is an issue at a WHS. Since listing a site provides little protection if the site falls into disrepair or is threatened in some way, credibility of adherence is built by countries regularly reporting on the status of their sites, on measures taken to preserve them, and on efforts to raise public awareness of natural and cultural heritage. If countries do not fulfill these obligations, their sites risk unlisting. If threatening conditions exist, the site may be placed on the *List of World Heritage Sites in Danger*, a tool employed to call attention to the situation and used to spark emergency action.⁵⁵

Such power of persuasion brought with it the power of actual protection to the U.S. in the case of the New World Mine in 1995 and 1996. Called “one of the most significant natural resource protection decisions of the Clinton administration”⁵⁶ by environmentalists but a slap against U.S. sovereignty by property rights activists, President Clinton supported UNESCO, perhaps swayed by world wide public and political pressure. After the mine’s application was approved by Montana in 1993, the

⁵⁴ Reap, 6.

⁵⁵ *What is the List of World Heritage in Danger?*, [information on-line]; (UNESCO); available from: <http://whc.unesco.org/nwhc/pages/sites/main.htm>; Internet; accessed on 8 July 2002.

⁵⁶ Kerry Moss, “New World Mine: policy and politics collide,” *Natural Resource Review*, May 1997.

Montana Department of Environmental Quality and the Gallatin National Forest in cooperation with the National Park Service began the laborious complex environmental impact statement (EIS). Crown Butte Mining, Inc., the proposed mine owner, had agreed to clean up all existing mine waste and abide by all state and federal regulations, but got anxious about the pending permit during the ensuing wait. Bringing the issue to the world press was not their best decision; the World Heritage Committee listed the site on the *List of World Heritage Sites in Danger* after a visit in 1995. They claimed that the New World gold mine, located outside of Yellowstone National Park's boundaries, fell inside the Park's ecosystem boundaries and was thus subject to the U.N.'s revised regulations. The worldwide public outcry, prompted by environmental groups, combined with this listing, was enough public and political pressure to ensure the end result of President Clinton's conclusion to this six-year battle: a land swap. Appeasing the WHC as well as stating that "(t) his fight was not simply waged by those of you who live here for your families and your community and your future. You waged this fight for all the people in the United States and, indeed, the people of the world who believe in the preservation of our natural resources,"⁵⁷ President Clinton created a buffer zone around the federal land, effectively killing the New World Mine. While considered a great environmental success, the political decision to negate the pending EIS still resonates, particularly within the mining community. Clinton's quip, *Yellowstone is more precious than gold*, sums up the eventual outcome. While this example is considered a success by environmental conservationists, property rights activists and other detractors point to UNESCO as a sign of global governance and supposed loss of freedoms. They see the

⁵⁷ President William Clinton, as quoted in "World Heritage 'Protection': UNESCO's War Against National Sovereignty," by Berit Kjos, [article on-line]; (Kjos Ministries); available from: <http://www.crossroad.to/text/articles/whpwans97.html>; Internet; accessed on 8 July 2002.

New World Mine example as a significant loss of U.S. sovereignty and UNESCO as part of a push for global governance. Publicity around this issue became increasingly contentious, as rumors of U.N. takeovers of U.S. parks circulated, to the point that the Great Smokey Mountains National Park had to include an article, *Park is Not Run by United Nations* in its official visitors guide.⁵⁸ The conspiracy theories actually turned to personal attacks in 1997, when US/ICOMOS Executive Director Gustavo Araoz received a threatening email after testifying against the ALSPA. Centered on the fact that the U.S. is sovereign, and that U.S. lands belong to its citizens and not the world, the email threatened that the Prince of Peace will destroy Araoz and the New World Order. Naturally, there were Congressional opponents of ALSPA, as well. Representative Bruce F. Vento (D-MN), asserted that the passage of ALSPA would undercut “the values and benefits of international recognition for important cultural or environmental sites.”⁵⁹ While ALSPA has stalled in Congress, there is a renewed interest in World Heritage Site listing from some historic cities across the United States. As of 2003, however, Republican control of the White House and Congress may mean that ALSPA may be closer to passing than any more World Heritage Site listings.

The U.S. is not the only country to have concerns about how UNESCO monitors and treats World Heritage Sites. Government officials in the Canadian province of Alberta were outraged at the World Heritage Site Committee’s influence in a potential mining project there. Environment Minister Ty Lund stated “It really bothers me when people from some other part of the world start telling the people of Alberta how to operate in the

⁵⁸ Reap, 8.

⁵⁹ Reap, 8-9.

province of Alberta.”⁶⁰ In contrast to President Clinton’s action with the New World Mine, however, the Canadian government approved the Cardinal River Coal’s Cheviot mine in 1997 over the objections of environmentalists and its own Parks Canada concerns generated by the mine’s location just outside Jasper National Park, a World Heritage Site. After being asked by UNESCO to reconsider their decision, the government has provided the requested information, but did not appear likely to comply with a request to relocate the mine. UNESCO continues to express concern about the proposed project. The new mine has not proceeded due to its poor economic viability, the use of an alternate source of coal for export to Asia, and public opposition. In order to overcome the economic questionability of the approved open-pit mine, Cardinal Rivers Coals Ltd. applied in August 2002 for a new type of mine permit, one that would expand an existing mine by the creation of a industrial haul road. Opponents believe that this newest mining proposal would be even more environmentally detrimental than the currently approved plan. The Alberta Energy Utilities Board (EUB) must have agreed; they requested a full environmental impact review from Cardinal Rivers, a decision that delighted the conservation coalition. However, Cardinal Rivers Coals Ltd continues to state that they have made no commitments to proceed with Cheviot. They only want the permit approved so that they may eventually proceed with the project. Diane Pachal of the Canadian Parks and Wilderness Society says, “This calls the Joint Review Panel’s previous conclusion into question. We believe it’s now even clearer than ever that the

⁶⁰ Ty Lund, Alberta Environment Minister, as quoted by Les Sillars, “This Land Is Their Land,” *Alberta Report/News magazine*, Vol 25, no 16: 21.

destruction of this nationally significant wildland and the harm to Jasper National Park area residents would outweigh the mine's benefits."⁶¹

Another example of World Heritage Site status actually stopping environmental damage due to improper development include the Kinross Gold mine planned for Kamchatka, Russia shortly after the collapse of communism. While soliciting overseas investors for such ventures, the Russian government also negotiated World Heritage Site status for five areas, one near the proposed Kinross mine. Confusion over the mine and its impact on the area has been resolved, but, as Mr. Ivany, Kinross executive vice president, said, "You just can't allow people to designate great chunks of your country as World Heritage Sites and think that there will be no consequences."⁶²

There are others, however, who do believe that preservation's new partnership paradigm is the model for the future. "... (S)o impressed is Parks Canada by the potential of partnerships and convinced that the community or band-based cooperative models are avenues of the future that we will not acquire another historic property unless that is the sole means available to protect a threatened national historic site. Further, the latent potential of projects... has alerted our senior management to the almost limitless possibilities inherent in this approach. As a result, partnership will be the preferred avenue for establishing all new national historic sites. As well, planners for national parks, which to date have all been owned by the federal government, are examining the potential of a parallel approach for new natural areas. Finally, a program-wide study is

⁶¹ *Conservationists welcome EUB decision on Cheviot*, [article on-line]; (Canadian Parks & Wilderness Society, Dec 18, 2002); available on: <http://www.cpaws.org>; Internet; accessed on 11 February 2003.

⁶² Les Sillars, "This Land Is Their Land," *Alberta Report/News magazine*, Vol 25, no 16: 21.

underway to investigate shared management for the entire system of national parks and national historic sites.”⁶³ There is such interest internationally in partnership-based preservation and conservation that the 2003 International Heritage Conference is to be held in June of this year in Pittsburgh, Pennsylvania. Sponsored by the Alliance of National Heritage Areas, the National Park Service, The Commonwealth of Pennsylvania, and US/ICOMOS, a “world of regions will come together with a single passion and purpose.”⁶⁴

⁶³ G. Brian Woolsey, “The Mouse That Roared: Rediscovering Partnerships for New National Historic Sites,” *Cultural Resource Management*, 1994, no 8: 9.

⁶⁴ *International Heritage Development Conference*, [information on-line]; available from: <http://www.riversofsteel.com/conference>; Internet; accessed on 10 March 2002.

CHAPTER TWO: HERITAGE AREAS

The culture of a community is shaped by the local environment and topography, and the patterns of human activity which define that culture are recorded on the land. Thus, a 'cultural landscape' arises, reflecting this ongoing interrelationship between people and the land. Many of our nation's unique cultural landscapes now face irrevocable alteration through development or neglect. The heritage area concept offers an innovative method for citizens, in partnership with local, state, and Federal government, and nonprofit and private sector interests, to develop a plan and an implementation strategy focused on conserving the special qualities of the local cultural landscape.¹

The impetus of the heritage area movement is grassroots activism in communities where citizens understand and value the heritage created by the confluence of cultural and natural resources. It is here that joining forces is a natural impulse once real communication removes barriers. To citizens of Augusta, Georgia, the historic Augusta Canal represents many things, all of which are part of what makes it a special part of their community. It is more than the sum of its parts; it is the industrial extension of the Savannah River, a collection of historic structures, a greenway for outdoor recreation, and wildlife habitat. It is not a museum or park that is frozen in time. Industry and businesses are encouraged, recreation abounds, and activity continues to imbue the area with life. All heritage areas are similar; they are landscapes within which humans live, work, and play. They are made up primarily of privately owned lands, although there are often federal, state or local parks and lands included, as well. They are models of

¹ *Heritage Areas: Frequently Asked Questions*, [information on-line]; (Washington, DC: National Park Service, 2003) available from: <http://www.cr.nps.gov/heritageareas/FAQ/INDEX.HTM>; Internet; accessed on 8 March 2003.

cooperative partnerships at which all levels of players become participants in the decision making process. Their organizational structure facilitates the coming together of various segments of society - local, state and federal agencies, businesses, non-profits agencies, and citizens. Working as a team, heritage area management entities have a more powerful voice in the region than any one does singly. This, of course, translates into more successful planning, fundraising, lobbying, and inter-jurisdictional problem solving. Heritage areas are a popular movement rooted in the historic and economic realities of place and fueled by the growing interest in a broader, more inclusive, approach to community development. They are “(a) recent and widespread grass-roots effort...blending conservation and development to keep communities intact and healthy.”² The successful ones ensure that they involve more than one community and are interdisciplinary, with a balanced view of the region. The organizers of these initiatives sometimes emerge from the historic preservation community, but just as frequently from the tourism industry, economic development, the arts, museum administrators, or recreation enthusiasts.³

Statewide Heritage Areas

Heritage areas do not have to be nationally designated to be effective; in fact, some of the most effective ones are occurring on a statewide basis, and may be leading the movement. States considered frontrunners include New York, Pennsylvania, and

² Edward T. McMahn, & A. Elizabeth Watson, eds., *In Search of Collaboration: Historic Preservation and the Environmental Movement*, (Washington, DC: National Trust for Historic Preservation, Information Series No. 71, 1992): 3.

³ A. Elizabeth Watson, “Watersheds and Cultural Landscapes: Sustainable Development through Heritage Areas,” [paper on-line]; (paper presented at *Watershed '96, Moving Ahead Together Technical Conference and Exposition*, Baltimore, MD, June 8-12, 1996); available from: <http://www.epa.gov/OWOW/watershed/Proceed/watson.html>; Internet; accessed on 3 July 2002.

Maryland, all of whom have organized programs with specific processes and criteria. The New York Heritage Area System is a state-local partnership established to preserve and develop those areas that have special significance to the State. Seventeen heritage areas comprise the system, begun as the Urban Cultural Park System. As of 2001, the New York State Heritage Areas System had utilized \$28.8 million in state grants to leverage \$99.99 million in local match dollars for a total program investment of \$128.78 million. All of the investment examples quoted on their fact sheet were historic preservation projects. As an example, a new Heritage Area Visitor Center in Seneca Falls spurred a public-private partnership to renovate the historic, fire-gutted Partridge Building as a mixed-use complex. \$700,000 in state funds leveraged \$2 million. The Kingston Visitor Center opened in 1992 as the anchor project in the revitalized Rondout historic waterfront district. The city's commitment with both funding and vision provided the critical link for private development and lease of several nearby properties. This now vibrant part of Seneca Falls leveraged over \$5 million.⁴ Two of New York's state heritage areas are also nationally designated: Erie Canalway and Hudson River Valley Greenway.

The Pennsylvania Heritage Parks Program (PHPP), administered by the Department of Conservation and Natural Resources (DCNR) through the Bureau of Recreation and Conservation under the guidance of an advisory multi-agency advisory group, the State Heritage Park Interagency Task Force, manages eleven designated parks throughout the state. Established in 1989, the Pennsylvania Heritage Parks Program is of vital support to tourism, the states' second leading industry. Heritage tourism is a major component of

⁴ *The New York State Heritage Areas System handout*, (Peebles Island, Waterford, NY: New York State Office of Parks, Recreation and Historic Preservation, Bureau of Historic Sites, February, 2001).

Pennsylvania's program, with long-term economic growth as the key objective. As with all heritage areas, the region's rich history and the role it played in the development of the state and nation is told through its unique sites, people, traditions and events. The program began with an appropriation of \$550,000 in 1989, and concluded 2001 under a \$2,750,000 budget. A portion of this budget funds six types of grants in the eleven areas: feasibility studies, management action plans, special purpose studies, implementation projects, early implementation projects, and management grants.⁵ Between 1989 and 2003, \$57,162,413 was expended on these grants programs. Of this amount, \$8,574,362, or fifteen percent, was spent on historic preservation projects. These numbers were extrapolated from the \$31,179,500 that funded two hundred and fifty-eight projects in six of the eleven heritage areas. Dividing that number by six determines an average heritage area allotment of \$5,196,583. Multiplying this average by eleven gives an extrapolated total grant program figure. This same formula was applied to the \$4,670,110 that represented eighty-four historic preservation projects in the same six heritage areas. Historic preservation projects represented a third of the number of projects, twice the percentage dollars spent.⁶ Five of Pennsylvania's heritage parks are also nationally designated heritage areas: Delaware & Lehigh National Heritage Corridor, Lackawanna Heritage Valley National Heritage Area, Rivers of Steel, Schuylkill River Valley National Heritage Area, and the Southwestern Pennsylvania Industrial Heritage Route (Road), or Path of Progress.

⁵ *Pennsylvania Department of Conservation and Natural Resources Heritage Parks Appropriations History*, [information on-line]; available at: <http://www.dcnr.state.pa.us/brc/heritageparks/appropriations.htm>; Internet; accessed on 8 July 2002.

⁶ Alan Chace, Pennsylvania DCNR Heritage Parks Program, telephone interview with author 4 March 2003.

Maryland began its statewide heritage area program on May 23, 1996, when the Maryland General Assembly enacted the *Heritage Preservation and Tourism Areas Bill*, “designed to promote historic preservation and areas of natural beauty in order to stimulate economic development through tourism.”⁷ The program is overseen by the Maryland Heritage Areas Authority (MHAA), housed in the Maryland Department of Housing and Community Development (DHCD) and staffed by DHCD's Division of Historical and Cultural Programs. Maryland’s heritage areas include both rural and urban places and have undergone a two-step process of designation. First, an area applies for Certified Heritage Area (CHA) status based on existing surveys and information. Once reviewed and approved against specific criteria, matching state funds are provided by the MHAA for a more in-depth feasibility study, called a Heritage Area Management Plan. Similar to national heritage areas, land is expected to remain in private hands, but development is to be guided to attract tourism. Benefits of heritage area status include eligibility for grants, loan assistance for acquisition, development, public interpretation, and programming, and rehabilitation tax incentives for non-designated historic buildings and non-historic buildings in active tourism use. State and local government agencies are required to coordinate their actions within Certified Heritage Areas to assure compatibility with the Management Plan. The City of Baltimore was established as a CHA in 2002 with the acceptance of their management plan, which looks to capital improvement projects as well as a diversification of the city’s tourism strategy. For more than twenty years, the Inner Harbor has been Baltimore’s tourism jewel, but tourists were not exploring the rich history in the rest of the city. The city’s wide selection of heritage

⁷ *Heritage Preservation and Tourism Areas*, [information on-line]; (Crownsville, MD: Maryland Historical Trust, 2003); available from; <http://www.marylandhistoricaltrust.net/>; Internet; accessed on 30 January 2003.

attractions needs to be connected, both thematically and physically. Creative way-finding signage, trolley systems, and satellite information centers throughout the historic neighborhoods are planned to assist tourists to venture outside of the Inner Harbor area. In addition, the plan calls for development of tourist services, such as visitor centers, shops and restaurants near two hundred heritage resources and attractions. Establishing the linkages necessary to tell Baltimore's entire story will not only add value to the visitor experience, but also create opportunities for other types of economic development, raising the quality of life for all residents. While the four-year action plan (2002-2006) relies on a \$45 million project price tag, there is also recognition that the process itself has brought the heritage area halfway there. Non-traditional partnerships have been formed between non-profits, city and state agencies, and private developers. Finding common interests and working together is one of the best reasons for creating this type of partnership.⁸

National Heritage Areas

What is a national heritage area? According to the new National Park Service website:

(I)t is a place designated by the United States Congress where natural, cultural, historic and recreational resources combine to form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography. These patterns make National Heritage Areas representative of the national experience through the physical features that remain and the traditions that evolved in the areas. Continued use of the National Heritage Areas by people whose traditions helped to shape the landscapes enhances their significance.⁹

⁸ Ibid.

⁹ *Heritage Areas: Frequently Asked Questions*, [information on-line]; (Washington, DC: National Park Service, 2003) available from: (www.cr.nps.gov/heritageareas/FAQ/INDEX.HTM); Internet; accessed on 8 March 2003.

There is no national heritage area program with a standardized application or specific criteria. However, there currently is a process in place for the ad hoc establishment of national heritage areas administered by the NPS. A region that wishes to establish itself as a national heritage area must prepare a feasibility study and submit it to the Secretary of the Interior for approval. The NPS provides technical and financial assistance for preparation of this document.¹⁰ As national heritage areas are designated through an act of Congress, Congressional influence is as much a factor as the reports. Strong partnerships with powerful Congressmen, such as Senator Robert Byrd and Representative Alan Monahan in West Virginia, have been instrumental in achieving designations. Once nationally designated, NPS provides technical support such as education and training, limited staffing or funding for such, and serves as the funding flow-through agency. This important partnership legitimizes local efforts and provides the all-important government financial support. A official management entity is defined in the legislation; often it is a federal commission, which may or may not continue on as the long-term management entity after the management plan is approved. Sometimes it is a state agency or a nonprofit. It is this entity's first task to establish a mission, complete the required management plan, and gain approval for it from the Secretary of the Interior. This plan then forms the basis for the ongoing work of finding the required matching funds, building partnerships, and programming to meet the mission.

The Illinois & Michigan Canal was the first nationally designated heritage area. This historic canal running ninety-six miles from Bridgeport to LaSalle was built in 1836 to connect the Great Lakes to the Illinois River, providing a link between the East Coast and

¹⁰ Alan J. Turnbull, "The Heritage Partnership Initiative: National Heritage Areas," *Cultural Resource Management*, 1994 no 1.

the Midwest. It was the last great waterway built during the canal era, and brought both people and prosperity to Chicago and the entire Midwest. It revolutionized the transportation system of Illinois and helped establish Chicago as a passageway for goods and people. However, construction of the Sanitary and Ship Canal in 1900 spelled the demise of the Illinois & Michigan. By 1933 it was closed and almost immediately began use as a recreation corridor. However, by the 1960's the State of Illinois proposed selling portions of the waterway lands in order to generate revenue, and prospects for the Canal's future looked bleak. Local citizens mounted opposition to this plan, which resulted in the creation of the sixty-one mile Illinois & Michigan Canal State Trail, managed by the state. Further citizen action led to federal efforts to formulate a comprehensive plan for the protection and enhancement of the cultural and natural resources of the Canal. To recognize its national significance, it was nationally designated as The Illinois and Michigan Canal National Heritage Corridor, the U.S.'s first national heritage area in 1984. The Corridor's official management entity is a federal commission staffed by the National Park Service. However, the canal and its resources are owned or managed by state or local governments, not the federal government. It is the first example of the newest type of NPS unit, a park where people live and work within the historic landscape.¹¹ While cultural heritage tourism plays a significant role, it is not only tourists who should benefit from the heritage area; the residents of the region should be active in it. The vision of a corridor revitalized for the citizens was lost in the thrust for economic development for tourism. While important, heritage area leadership needs to always keep

¹¹ *History of the Illinois & Michigan Canal*, [information on-line]; (Washington, DC: National Park Service); available from: <http://www.nps.gov/ilmi/canalhistory.html>; Internet; accessed on 8 March 2003.

in mind that the area is there for the residents to live, work, and play, in, not just for visitors.

Five more heritage areas were nationally designated through 1994, bringing the total to six, all with federal commissions as their on-going management entity with the exception of the Quinebaug & Shetucket, who had a well-established nonprofit organization in place at the time of their designation. At this point, it was becoming clear to the historic preservation community that a new partnership model was developing. In October of 1993, the NTHP hosted the American Heritage Areas Workshop in Morgantown, WV, which resulted in the creation of the National Coalition for Heritage Areas (NCHA). Established as a 501 (c) (3), the NCHA became the national network of both designated heritage areas and those interested in becoming designated – a voice and clearinghouse for the heritage area concept. Goals of the NCHA included support for the diverse heritage areas that formed its membership, lobbying efforts for a federal legislative program, and continuing education through conferences and publications. The goal for members was to “seek...better means of protecting cultural landscapes, achieving historic preservation, shaping outdoor recreation opportunities, reinvigorating the environment, celebrating diversity and cultural traditions, telling big stories about our nation’s communities, encouraging public art, and educating Americans about all of these things.”¹² Staffed by Alvin Rosenbaum out of the NTHP Washington, DC office, the NCHA held conferences and distributed a newsletter, *Heritage Links*, serving as an important national connection and communication tool for the fledgling movement. In addition to incubating this important umbrella organization, the NTHP also led the way in

¹² *Heritage Links* (Washington, DC: National Alliance of Heritage Areas, January, 1994): 2.

educating the preservation field with publications about the new movement. In 1994, T. Allan Comp edited *Regional Heritage Areas: Approaches to Sustainable Development*, which was followed in 1997 by Shelley Mastran's *Getting Started in Heritage Areas Development*.

As the coordinating federal oversight agency and the funding flow-through, the NPS realized that these new "partnership parks" were supporting cultural and natural resource recognition and protection without additional units being added to the system.

The partnership approach generates opportunities for creative input on the desired future of a community from a broad range of constituents and their diverse perspectives. Participation in a collaborative exercise of idea sharing and planning fosters a spirit of cooperation capable of uniting the many voices of a community into pursuit of a common cause. The participants are able to continually refresh their own perspective on the sense of place they seek to preserve. This assures the availability of a greater number of tools for meeting the heritage area goals.¹³

A call was sent out for heritage area initiative proposals in 1995. Forty-one applications were received, and eight were chosen and recommended for national designation. In 1996, those eight and three others were nationally designated, bringing the total number to seventeen. 1998 brought one more on board, and saw an NCHA conference in Chicago, IL. At that meeting, it was agreed to dismantle the NCHA and form a new non-profit, the Alliance for National Heritage Areas (ANHA). Still serving the heritage area movement today, but not staffed, the ANHA developed a membership structure and has a website presence. According to their brochure, annual membership levels include Full Member at \$3,500, Associate at \$1,500, Partner at \$500 and individual at \$100. Benefits of membership include voting privileges at ANHA meetings, participation in an annual

¹³ *Heritage Areas: Frequently Asked Questions*, [information on-line]; (Washington, DC: National Park Service, 2003) available from: <http://www.nr.nps.gov/heritageareas/FAQ/INDEX/HTM>; Internet; accessed on 9 March 2003.

Congressional Reception, inclusion in the ANHA annual report, and invitation to participate in all ANHA programs and workshops. The website lists the nationally designated heritage areas with contact information. Serving as the combined voice of the areas as they partner on the federal level with the NPS, the ANHA developed the Heritage Development Institute at the College of Charleston in South Carolina. This strategic initiative was designed to provide the leading comprehensive training opportunities nationally for practitioners in the field of heritage development. The Institute currently provides three resources: heritage development courses, a resource center, and an internship program.¹⁴ Sam Stokes, facilitator at a heritage areas conference in Colorado recorded the suggestion that “(t)he Alliance [of National Heritage Areas] could be particularly helpful on political guidance to communities.”¹⁵

Shortly thereafter, in 1999, The National Park System Advisory Board was asked to develop a report to guide the National Park System for the next quarter century. Producing a report in July 2001 that represented input from organizations concerned about national parks, academics, and NPS employees, the Board believed that the National Park Service had succeeded in its charge to conserve the parks for future generations. Recognizing that it is an institution that must be evaluated at this important turning point, the report was titled *Rethinking the National Parks for the 21st Century: A Report of the National Park System Advisory Board*. One of the five major recommendations was that the NPS “encourage collaboration among park and recreation

¹⁴ *Alliance of National Heritage Areas*, [information on-line]; (Charleston, SC: College of Charleston, 2003); available from: <http://www.cofc.edu/~heritage/>; Internet; accessed 8 March 2003.

¹⁵ *Heritage Area Forum: East Goes West*, [proceedings on-line]; (Denver, Colorado: National Park Service, July 23-24, 2002); available at: <http://www.nps.gov/phso/pdf/eastmeetswest1.pdf>; Internet; accessed on 7 March 2003.

systems at every level - Federal, regional, state, local - in order to help build an outdoor recreation network accessible to all Americans.” The report praised the grassroots efforts of the communities who had already established heritage areas, and suggested that the NPS should welcome more such efforts, indeed, should “establish a formal program to foster them.”¹⁶ Six more national heritage areas were designated during the time of this report, begging the development of a national program that would streamline the process and standardize criteria. Without a national program in place, the movement was shouldering criticism of pork-barrel politics and liberal spending. Other criticism of the heritage areas process came from Senator Craig Thomas (R-WY), who noted that the Park Service rarely rejected heritage area proposals.¹⁷

Encouraged by the successes seen across the movement, grassroots organizations continued to attempt national designation. H.R. 695, the Omnibus National Heritage Act of 2002, would have established eleven new heritage areas including Oil Region, Arabia Mountain, Freedom’s Way, Great Basin, Northern Rio Grande, National Mormon Pioneer, Crossroads of the American Revolution, National Aviation, Champlain Valley, Blue Ridge and Atchafalaya. H.R. 695 passed the Senate on November 20, 2002. It ran out of time to reach the House, and must now begin its journey all over again.¹⁸ While the NPS believes that heritage areas are successful partnerships, there are conflicting funding priorities and federal mandates. As an example, after his election, President

¹⁶ John Hope Franklin, Chair, National Park Service Advisory Board, *Rethinking the National Parks for the 21st Century*, [report on-line]; (Washington, DC: National Park Service, July, 2001); available from: <http://www.nps.gov/policy/futurereport.htm>; Internet; accessed on 8 July 2002.

¹⁷ Christine Dorsey, “Effort to get special status for highway passes one hurdle,” *Las Vegas Review-Journal*, 19 April, 2002.

¹⁸ *Bill Summary & Status for 107th Congress, H.R. 695*, [information on-line]; Internet; available from: <http://thomas.loc.gov/cgi-bin/bdquery/z?d107:HR00695:@@D&summ2=m&>; Internet; accessed on 13 January 2003.

Bush requested that the NPS prioritize the major backlog of maintenance projects in existing parks and historic sites. NPS Heritage Area Coordinator Brenda Barrett testified before the Senate Natural Resources Committee in 2002 that, after a review of progress on the deferred maintenance backlog, resources should stay focused on caring for existing areas. She similarly testified before the subcommittee on National Parks of the Senate Committee on Energy and Natural Resources relative to S. 1925, a bill to establish the Freedom's Way National Heritage Area. She stated:

While the Department recognizes the appropriateness of designating the Freedom's Way National Heritage Area, we recommend that the Committee defer action on S. 1925 during the remainder of the 107th Congress. To meet the President's initiative to eliminate the deferred maintenance backlog, we need to continue to focus our resources on caring for existing areas in the National Park System. While designation of the heritage area will not result in additional acquisition or capital costs, the authorization provides for up to \$1 million per year in grant assistance costs not to exceed \$10 million over the 15 year period after the date of the bill's enactment.¹⁹

These remarks are apparently reflective of all recent NPS testimony on any new individual heritage area program bills. The NPS was, in 2002, officially recommending "deferral" of any new designations.²⁰ As of February 2003, new national heritage area bills include S. 180, National Aviation Heritage Area Act, S. 211, Northern Rio Grande Heritage Area Act, S. 230, Crossroads of the American Revolution National Heritage Area Act of 2003, S. 276, Southern Campaign of the Revolution Heritage Area Study Act, and S.323 Atchafalaya National Heritage Area Act. House resolutions include HR 280, National Aviation Heritage Area Act, HR 505, Northern Rio Grande National

¹⁹ Brenda Barrett, *Statement Before the Subcommittee of National Parks of the Senate Committee on Energy and Natural Resources Concerning S. 1925, a Bill to Establish the Freedom's Way National Heritage Area*, [statement online]; (Devens, MA: Freedom's Way National Heritage Committee); available from: <http://www.freedomsway.org/npstestimony.html>; Internet; accessed on 13 January 2003.

²⁰ *Legislative Effort*, [information on-line]; (Devens, MA: Freedom's Way Heritage Association, 2003); available from: <http://www.freedomsway.org>; Internet; accessed on 13 January 2003.

Heritage Area Act, HR 567, Northern Neck National heritage Area Study Act and HR 744, a study of the suitability and feasibility of establishing the Southern Campaign of the Revolution Heritage Area in South Carolina.

A National Program

The thrust to create national heritage area legislation was begun by the National Coalition of Heritage Areas in conjunction with legislation introduced in 1994 by Senator Paul Sarbanes of Maryland, and by Representative Bruce Vento of Minnesota.²¹ This attempt came after the piecemeal ad-hoc resolutions and bills that established the first four of the current twenty-three nationally designated heritage areas in 1984, 1986, and 1988.

Heritage area proponents believed that a national policy act would establish an organized legislative process with criteria, goals, and benchmarks. As heritage areas were designated, one by one under individual legislation, broad goals of environmental, scenic, and cultural resource protection and enhancement, sustainable development, heritage tourism and other economic opportunities were germane to all. Heritage areas also served as educational tools for residents and visitors regarding the community's history, traditions, and landscape. This fostered community pride and spirit. They provided for recreational activities. Such broad visions, encompassing so many goals, included the following components, which were used as a starting point for national program criteria: Sense of Place and Identity, Regional Scope and Management, Large Scale Natural or Man-made Resources that Unify the Region, Variety of Land Uses, Usually

²¹ *Heritage Links*. (Washington, DC: National Coalition of Heritage Areas, May, 1994).

Predominately in Private Ownership, Local, Regional, State and/or National Significance, and a Common Goal or Vision.²²

Fears were expressed that a grassroots movement such as heritage areas should not be federally orchestrated. Loss of local control, lack of funding, and concern for private property rights were all cited as concerns. A national program did not emerge from that or any future Congresses. A split among newly elected conservative policymakers at that time confused the fundamental objectives of the jointly sponsored national program. Representative Joel Hefley (R-CO), the new parks subcommittee chairman, saw the legislation as a favorable means to regularize and limit federal involvement, but the property rights advocates opposed any national program. Because of this political battle, many advocates were disheartened. Some however, sought successful individual heritage area designations and the number climbed, slowly, to twenty-three. The passage of the Omnibus Parks Bill of 1996 gave the heritage area movement national recognition without creating new federal responsibility for a national system.²³ According to NPS' RTCA Program director Wallace Brittain, however, this type of piecemeal passage created a new dilemma. In essence the national heritage areas were – and still are – designated within a system that doesn't exist. Not only does this pose a problem from an implementation and maintenance viewpoint, but also it leaves out the important question of criteria. Without the passage of a national framework with specified criteria, quality control and consistency throughout heritage areas will be difficult, at best. However, notes Mr. Brittain, this is a problem even within the NPS at its own sites, with its own

²² *Heritage Links*. (Washington, DC: National Coalition of Heritage Areas, January 1994).

²³ *Heritage Links*. (Washington, DC: National Coalition of Heritage Areas, 1996): 2.

criteria having been long established. The establishment of criteria alone will not solve the political agenda issues that complicate management of such resources.

National program legislation continued to be introduced, and defeated, in other Congresses. Most recently, Representative Joel Hefley (R-CO), the House Resources Subcommittee Chairman, reintroduced the National Heritage Policies Act as H. R. 2388, on June 28, 2001, with one cosponsor. This bill, as with the ones preceding it, authorized the Secretary of the Interior to make recommendations on national heritage area designations, and established specific criteria such as the existence of natural, historic, cultural or recreational resources. Requiring feasibility studies and a Secretary of the Interior-approved management plan, the bill made ten-year grants available for reports, studies, interpretive exhibits and programs, historic preservation projects, as well as operating expenses. Private property protection provisions were also included. It was referred to the Subcommittee on National Parks, Recreation, and Public Lands on July 6, 2001. The September 11, 2001 scheduled hearing was postponed to November 11, 2001 due to the airline hijackings and terrorist attacks. Hefley, chairing the November meeting, emphasized that the movement is grassroots-driven and that “those heritage areas with guidelines have done well.”²⁴ While Hefley’s verbal comments seemed to support a national heritage area program, his written statement was not so positive, projecting new spending of over a \$500 million over fifteen years and expressing fears that the areas would end up “masquerading as national parks.”²⁵ National Park Service

²⁴ “Advocate Better Policies,” *Preservation Advocate News*, [article on-line]; (Washington, DC: National Trust for Historic Preservation, Vol 7, no 9 December, 2001); available at:

http://www.nthp.org/advocate_better_policies/pan/20011207.html; Internet; accessed on 13 January 2003.

²⁵ *Ibid.*

staff questioned the complex process established by the bill, as well as unanimous consent from all affected governmental entities. They also expressed interest in being in full partnership with designated areas, rather than as just a federal appropriation pass-through agency. August Carlino, Chairman of the Alliance of National Heritage Areas and President/CEO of Rivers of Steel National Heritage Area, spoke on behalf of a national program that emphasized a balanced funding structure, “true partnership structure, grassroots organizational and management objectives” and full partnership with the National Park Service.²⁶ Citing a top-down approach that requires complete agreement between all affected governments regarding the management plan prior to national designation and an unfair discrimination against the creation of regional, smaller, heritage areas that may not meet a criteria of national significance, Democratic opposition pulled the bill from its scheduled mark-up session in May 2002. A coalition of heritage area organizations including the NTHP, ANHA, NCSHPO, and the NPS are currently working together to draft new bill language to address these concerns.²⁷

During the same Congress, Representative Mark Udall (R-NM), introduced H.R. 1882, the Cultural Heritage Assistance Partnership Program, with eleven cosponsors. This bill created a new Cultural Heritage Assistance Partnership Program within the National Park Service with the corresponding Cultural Heritage Citizens Advisory Committee and Federal Cultural Heritage Coordinating Council. It also established grants for up to fifty

²⁶ Ibid.

²⁷ “Advocate Better Policies,” *Preservation Advocate News*, [article on-line]; (Washington, DC: National Trust for Historic Preservation, Vol 6, no 2, May 10, 2002); available from: http://www.nthp.org/advocate_better_policies/pan/20020510.html; Internet; accessed on 13 January 2003.

percent of the total cost of cultural heritage projects. It died after referral to Hefley's Subcommittee in the fall of 2001.²⁸

Additionally, the Senate Energy Committee's Subcommittee on National Parks, chaired by Senator Thomas (R-WY), held an oversight hearing on heritage areas on March 13, 2003.²⁹ Paul Hoffman, Deputy Assistant Secretary, Fish and Wildlife and Parks, Department of the Interior, testified, saying that:

After almost two decades of experience with the National Heritage Area Program, we support the development of criteria and standards for the establishment and management of these heritage areas. National heritage areas are not units of the National Park System and, ... a proscribed, narrowly defined strategy will not permit the flexibility we need to manage the program. A broad framework that emphasizes the overall goal of resource conservation, that is locally driven and shaped by communities in partnership with Department of Interior agencies such as the National Park Service and the Bureau of Land Management, and that maintains rigorous standards for future national heritage areas should be the goal of any proposed generic heritage area legislation.³⁰

Funding

All but one of the twenty-three nationally designated heritage areas receives federal funds, typically not to exceed \$1 million per year, through the Heritage Partnership Programs (HPP) congressional appropriation. This appropriation must be matched with a minimum one-to-one ratio. The exception, the Southwestern Pennsylvania Path of Progress, is funded through the National Park Service construction budget, and is not

²⁸ "Legislation and Policy from Washington...", [newsletter on-line]; (Washington, DC: American Planning Association, Vol 2, no 16, September 10, 2001); available from: <http://www.planning.org/fromwashington/fromwash107/vol2no16.htm>; Internet; accessed on 13 January 2003.

²⁹ Brenda Barrett, *Heritage Area Bulletin Board February 2003*, [newsletter on-line]; (Washington, DC: National Park Service, February, 2002); available from: <http://www.cr.nps.gov/heritageareas/REP/bulletin0203.pdf>; Internet; accessed 15 March 2003.

³⁰ Paul Hoffman, "Concerning the Oversight of the National Heritage Area Program Testimony," Senate Subcommittee on National Parks of the Committee on Energy and Natural Resources, 13 March 2003.

capped at the \$1 million. NPS Heritage Area Coordinator Brenda Barrett announced the current, FY 2003, national heritage area budget of \$14,374,000, just finalized in February, representing approximately \$1 million in program growth from the FY 2002 year.³¹ The amount appropriated per heritage area is noted in the specific heritage area overview sections in chapter three. Interestingly, President Bush's proposed HPP budget was \$7,735,000; it practically doubled in Congress. Heritage areas managers must continue to protect their federal appropriation with strong Congressional relationships; the Bush administration again proposes the same \$7.7 million for FY 2004.³² These proposed reductions in the HPP have been routine since Bush took office; his proposed FY 2002 HPP budget cut heritage area spending by almost thirty percent. In a year that saw growth of the number of heritage areas increase from eighteen to twenty-three, Bush budgeted \$8.6 million; a \$1.5 million reduction. National Park Service spokeswoman Elaine Sevy said that the cuts were due to a change of priorities which include giving more power and money to the states and a proposed full funding of the Land and Water Conservation Fund. These cuts would have particularly hit the Blackstone River Valley and the Quinebaug & Shetucket River Valleys.³³ Proving the value the Congressional support, however, the final budget did reach \$13,306,000.

³¹ Brenda Barette, *Heritage Area Bulletin Board February 2003*, [newsletter on-line]; (Washington, DC: National Park Service, February, 2002); available from: <http://www.cr.nps.gov/heritageareas/REP/bulletin0203.pdf>; Internet; accessed 15 March 2003.

³² Brenda Barrett, *Heritage Area Bulletin Board February 2003*, [newsletter on-line]; (Washington, DC: National Park Service, February, 2002); available from: <http://www.cr.nps.gov/heritageareas/REP/bulletin0203.pdf>; Internet; accessed 15 March 2003.

³³ "Bush proposes cuts to heritage area budgets Blackstone down 25%, Quinebaug Shetucket, 29%," *Worcester Telegram and Gazette*, 12 April 2001.

From 1994 through 2001, the NPS has allocated \$107 million toward designating, developing, and maintaining the twenty-three national heritage areas. \$929 million, an impressive 1:8.7 match, was leveraged by this amount, per Brenda Barrett.³⁴ (see appendix 2, page 167) In FY 2002, the congressional appropriation was \$12,493,900, matched with \$75,492,414, an equally impressive 1:6 match. (see appendix 3, page 168) Obviously, both of these are considerably higher than the required one-to-one match. This is one of the best aspects of the heritage area program; federal funds invested in these ventures generate heavy returns. Heritage areas raise their federal match in various ways, typically through a combination of state and local funds combined with private investment and corporate partner programs. Illinois & Michigan's Canal Corridor Association has had success in attracting philanthropic and corporate support. "The value of the corridor in terms of quality of life and our work in environmental stewardship, recreation, and community pride make pitching the project to funders less difficult than one might expect,"³⁵ says Gerald Alderman, Executive Director of the Openlands Project. Silos & Smokestacks has had success with regional foundations willing to commit to multi-year grants for general operating expenses, viewing themselves as venture capitalists backing a new process through the formative stages.³⁶ The Augusta Canal Authority raises some of its funds through leases on reopened textiles mills and the production of hydroelectric power via the Canal.³⁷

³⁴ Paul Hoffman, Deputy Assistant Secretary, Fish and Wildlife and Parks, Department of the Interior, *Statement Before The Subcommittee on National Parks of the Committee on Energy and Natural Resources, United States Senate, Concerning the Oversight of the National Heritage Area Program*, (Washington, DC: United States Senate, March 13, 2003): 1.

³⁵ Mary Means, "Happy Trails," *Planning*, (Chicago: American Planning Association, August 1999), 8.

³⁶ *Ibid.*

³⁷ *Augusta Canal National Heritage Area: Background and Summary of Activities*, (Augusta, GA: Augusta Canal Authority, 2002).

While proponents of heritage areas are pleased to see both the number of heritage areas and the corresponding budget grow, some see the entire movement as “pork barrel politics.” A Washington watchdog group, *Citizens Against Government Waste*, listed the Wheeling National Heritage Area on its annual “Pig Book,” as one of fifteen West Virginia pork barrel projects in 2000. Listed along with the conversion of a state hospital into a Civil War Museum at \$750,000 and the construction of a park for \$1 million, the \$3.6 million heritage area appropriation was the largest amount of funding enumerated. The West Virginia projects were listed by the group as the “most egregious and blatant examples of pork.” “No matter how you slice it, pork is always on the menu in Washington,”³⁸ quipped Thomas Schatz, the group’s president. They do not consider quality of life projects to be essential government expenditures, and thus calls them “pork.” West Virginia University political scientist Bob Dilger, however, says that calling the West Virginia expenditures “pork” is an unfair characterization. He explains it as a balancing of the books in a state that does not get much federal spending, particularly in the area of defense. Thus, special earmarked projects such as these have passed the legislative process, proving their merit for funding. Rep. Alan Mollohan (D-WV) says “I’m very proud of every one of my projects.”³⁹

Cultural Heritage Tourism

Cultural heritage tourism, mentioned throughout this thesis as a strong component of heritage area sustainable economic development strategies, is amalgamation of heritage

³⁸ Karin Fisher, “Projects’ Funding Defended: Congressmen dispute findings of watchdog group,” *Charleston Daily Mail*, April 06, 2000.

³⁹ Ibid.

tourism, defined as, “(t)raveling to experience the places and activities that authentically represent the stories and people of the past and present”⁴⁰ and cultural tourism, defined as “(t)he mosaic of places, traditions, art forms, celebrations and experiences that portray this nation and its people, reflecting the diversity and character of the United States.”⁴¹ Used together, cultural heritage tourism is the promotion of places and activities that authentically represent stories and people of the past while maintaining a balance between tourism and the preservation of local culture, environment, history, and the built environment. A growing trend in the tourism industry since the 1980s, as interest in historic sites, the arts, and nature blossomed, the 1995 White House Conference on Travel & Tourism represented a major step in defining a nationwide approach. It, in turn, sparked expanded interest, reflected at the 1996 Virginia state tourism meeting, where it was further explained as the changing character of the U.S. traveler, who seeks a unique experience by combining education and entertainment.⁴² It continues today, as seen in the new *Preserve America* preservation partnership initiative. For two years following the 1995 White House Conference, six regional forums were held across the country; this effort, called *Partners in Tourism: Culture and Commerce* (PIT), identified four major priorities:

1. Creating sustainable and fruitful partnerships among the various stakeholders of cultural tourism.
2. Preserving cultural integrity, remaining true to the authentic story being told, and being faithful to the cultural organization’s mission.

⁴⁰ *History is in our Hands: Heritage Tourism*, [information on-line]; (Denver, Colorado: National Trust for Historic Preservation); available from: http://www.nationaltrust.org/heritage_tourism/; Internet; accessed 11 March 2003.

⁴¹ *Artworks: Cultural Tourism Defined*, (Washington, DC: National Assembly of States Arts Agencies, 2003); available from: <http://www.nasaa-arts.org/artworks/cultour.shtml>; Internet; accessed on 11 March 2003.

⁴² Patti Van Tuyl, “Culture and Tourism Partnerships: They’re HOT!,” prepared for the Outlook for Cultural Heritage Tourism Conference, National Endowment for the Humanities, (Washington, DC: National Endowment for the Humanities; 1997).

3. Involving the community in the cultural tourism development process.
4. Acquiring credible and consistent research demonstrating the social and economic impact of cultural tourism.⁴³

To achieve these goals, participants agreed to proceed while respecting the differences between non-profits with educational missions, and the business sector's desire to profit, by transforming competition and turfs into collaboration. Cultural heritage tourism is a way for cultural non-profits to conduct their mission while earning increased income from an expanded audience of tourists. With increased awareness that the cultural resources are responsible for attracting the tourists, the development and continued support of such resources benefits all. "Within the framework of cultural tourism, both communities (cultural and commercial) work as equals on an enterprise in which each stands to gain, and in which neither sacrifices core values in the effort to wisely exploit their cultural assets."⁴⁴ The final PIT report listed cultural tourism attributes that can be used for all involved:

1. Building partnerships requires patience, flexibility, inclusiveness, and respect for differences as well as a willingness to accept leadership roles. Providing structure for the effort will make everyone feel welcome, their contributions valued and sense that they stand to benefit.
2. Tourism product development must be places and events that reflect authentic cultural resources and experiences. After determining what exists, determine what needs to be added to fill market demand. The product mix should be coherent, exciting, and interpretively sound as well as diverse.
3. Preservation of cultural integrity must not be sacrificed for increased marketability.
4. In order to gain funding and develop resources, sound business practices must be followed. The diverse mixes of tourism product, as well as the economic and social benefits of cultural tourism, are good things about which to educate public officials, the media and the community. Work with existing economic

⁴³ *Building A Common Agenda: Introduction from AAM's publication Partners in Tourism: Culture and Commerce*, (Washington, DC: American Association of Museums, 14 July 2000): 2.

⁴⁴ Donald Garfield, ed., *Partners in Tourism: Culture and Commerce*, (Washington, DC: American Association of Museums, 1997): 6.

development agencies in order to position cultural tourism as a viable part of an overall economic development package.

5. Research must begin with baseline data and standardized, accessible and credible research methods in order to provide accurate and representative data that fulfills the needs of all stakeholders in the cultural tourism enterprise.
6. Ensure that the marketing plan has a mix of efforts, including word of mouth and cooperative efforts. Remember to document return on investment for evaluation and future funding requests.
7. Ensure that current technologies are being used in the most effective manner. Share information amongst the participants.
8. Enhance visitor services and infrastructure without sacrificing citizen needs. “Nothing can interfere more with the exchange of value that tourism implies than an attitude on the part of residents that tourists degrade and compete with their use of roads, services or public facilities. Similarly damaging is the sense on the part of the tourists that their convenience and comfort have not been properly addressed.” Good planning is the key to success here.
9. When natural and cultural tourism products are combined, it makes the package more diverse for the potential tourist, but it also makes the actual visit richer because it is multi-dimensional.⁴⁵

PIT continues today as a coalition of national cultural organizations and agencies, funded by The American Express Company and the National Endowment for the Arts. Their major initiative following the workshops, *Share Your Heritage*, developed how-to cultural heritage tourism curriculum materials, a high-quality publication of cultural heritage tourism success stories, and four pilot workshops for cultural heritage tourism leadership training held in New York, Montana, Arizona and California. New funding for six additional workshops to bring thirty community, regional, and state leaders representing a variety of disciplines together to develop sustainable cultural heritage tourism strategies has been announced in 2003 with additional support from the USDA Rural Development office.⁴⁶

⁴⁵ Ibid, 20-23.

⁴⁶ *History is in our Hands: Heritage Tourism*, [information on-line]; (Denver, Colorado: National Trust for Historic Preservation); available from (www.nationaltrust.org/heritage_tourism/; Internet; accessed on 11 March 2003.

One example of a business and non-profit partnership is Hampton Inn's *Explore the Highway with Hampton, Save-A-Landmark* program, began in 2000. Through early 2003 it has restored eleven highway landmarks, ranging from a Rock City Barn in Tennessee, the 1873 Wash Oak Schoolhouse in Michigan, and the Blue Whale poolside attraction in Oklahoma. In 2002, Hampton decided to focus the program to a specific area, "one of America's most cherished roadways - Route 66."⁴⁷ While they continue to receive landmark restoration suggestions from around the country, they have begun partnering with various Route 66 associations to replace lost signage along the roadway and have designed and produced 66 retro-styled "point of interest" signs at designated attractions along the road. They have already restored four landmarks along this historic "Main Street USA" as part of the overall Save-A-Landmark campaign. They continue to solicit Route 66 landmarks for restoration, and are also supporting current legislation to recognize Route 66 as a National Landmark.⁴⁸ Not only are they supporting this legislation as a corporation, they are soliciting support from travelers and Route 66 enthusiasts via their website which contains a pre-written letter to Congress supporting the National Landmark request.⁴⁹

Hampton has also gathered informative data about heritage tourists and historic sites. In their *Hampton Road Trip Survey* of over eight hundred Americans in May 2002, more

⁴⁷ *Explore the Highway with Hampton*, [information on-line]; (US: Hilton Hospitality, Inc., 2003); available from <http://www.hamptoninn.com/en/hp/promotions/explorehighway>; Internet; accessed on 28 January 2003.

⁴⁸ *Still Getting Our Kicks On Route 66!*, [information on-line]; (US: Hilton Hospitality, Inc., 2003); available from: <http://www.hamptoninn.com/en/hp/promotions/explorehighway/route66.jhtml>; Internet; accessed on 28 January 2003.

⁴⁹ *Sample letter to Congress*, [information on-line]; (US: Hilton Hospitality, Inc., 2003); available from: http://www.hamptoninn.com/en/hp/promotions/explorehighway/route66letter_copy.jhtml; Internet; accessed on 28 January 2003.

than ninety percent believe that it is important to protect America's landmarks. Two fifths of those surveyed believe the country's landmarks could use restoration, and an additional thirteen percent believe landmarks are in desperate need of repair. The survey also categorized landmark popularity, with historical being the most popular at fifty-four percent, cultural came in at thirty-one percent, and fun or wacky at seventeen percent. Thirty six percent of 18-34 year olds are willing to financially support preservation of landmarks, and thirty two percent of 35-54 year-olds would contribute, but only nineteen percent of those 55-years-old and older would do so.⁵⁰

Another Hampton program interconnecting tourism and the business world is *Hampton's Year of 1000 Weekends* website designed to connect travelers with one thousand events happening across America and Canada in 2003. The site can be searched by event category, region or date, and is a one-of-a-kind online travel planner in the hotel industry. More than one thousand hours of research into unique events produced this site, and are reflected by it listings such as "The Great Fruitcake Toss" and "Punkin' Chuckin' Contest."⁵¹

In Georgia, cultural heritage tourism has been the focus of economic studies. "In 1996, visitors to Georgia spent over \$453 million on history-related activities, more than they

⁵⁰ *Summary of Hampton Inn Survey on Landmark Preservation*, [information on-line]; (US: Hilton Hospitality, Inc., 2003); available from: <http://www.hamptoninn.com/en/hp/promotions/explorehighway/landmark.jhtml>; Internet; accessed 28 January 2003.

⁵¹ "Investor Relations: Hampton Launches First-Ever 'Weekends-Only' Travel Web Site Featuring 1,000 Fun, Unusual Events Nationwide," [new release on-line]; (US: Hilton Hospitality, Inc., 15 January 2003); available from: http://www.corporate-ir.net/ireye/ir_site.zhtml?ticker=HLT&script=411&layout=9&item_id=370986; Internet; accessed 28 January 2003.

spent on general sight-seeing activities, evening entertainment or cultural events. Savannah, with \$751 million in tourism spending in 1996, is Georgia's best example of how a city can profit from heritage tourism. In Macon, preservation of in-town and downtown historic structures has been a key to the success of that city's tourism industry. Attractions in Macon include museums, such as the Georgia Trust-owned Hay House, historic residences and a downtown entertainment district that features the Tubman African-American Museum and the newly restored Douglas Theatre. In 1996, the tourism industry in Macon generated an economic impact of \$297 million, creating 7000 jobs. Augusta, Thomasville, Valdosta, Columbus and Atlanta are other cities that have found preservation is key to attracting tourists. In Atlanta, the Martin Luther King, Jr. National Historic Site, administered by the National Park Service, is one of the nation's most prominent attractions."⁵²

As Garrison Keillor, Minnesota's public radio host of *A Prairie Home Companion*, said in address to the 1995 White House Conference on Travel & Tourism, "We need to think about cultural tourism because really there is no other kind of tourism. It's what tourism is...People don't come to America for our airports, people don't come to America for our hotels, or the recreation facilities...They come for our culture: high culture, low culture, middle culture, right, left, real, imagined – they come here to see America."⁵³ Partners in Tourism has pointed out that "(c)ultural tourism can only succeed when the leadership

⁵² *Profiting from the Past: Study Finds Georgia Makes Cents of History*, [news release on-line]; (Atlanta, Georgia: Georgia Trust for Historic Preservation); available from (www.georgiitrust.org/News/economic_benefits.html; Internet; accessed 11 March 2003.

⁵³ *Artworks: Cultural Tourism Defined*, (Washington, DC: National Assembly of States Arts Agencies, 2003); available from: <http://www.nasaa-arts.org/artworks/cultour.shtml>; Internet; accessed on 11 March 2003.

of cultural, commercial, and government entities engage in creative dialogue on critical issues.”⁵⁴ National heritage areas, among other types of partnerships, can provide the administrative structure and interdisciplinary approach required for this success. “The heritage area experience satisfies several core needs underpinning people’s travel requirements, including the desire for authenticity,”⁵⁵ notes Elaine Carmichael, AICP, a planner and economic analyst in Washington, DC, who works on tourism and leisure projects. Moreover, she adds, heritage areas accommodate different travel modes and styles, ranging from intrepid explorers to outdoor recreation enthusiasts to group tour patrons.⁵⁶ Cultural heritage tourism within heritage areas should not just be about spurring economic development, but also about quality of life for residents. “More than being simply an economic development tool, cultural tourism can play a part in reweaving the fabric of national life, giving city and rural dwellers a sense of participation in a global enterprise. Community members should be the first contingent of cultural tourists, finding out about themselves, their neighbors, and cultural assets they may have overlooked in the past. This process of educating a community to value its own places and traditions perfectly matches the mission statement of most nonprofit cultural organizations.”⁵⁷

⁵⁴ *Building A Common Agenda: Introduction from AAM’s publication Partners in Tourism: Culture and Commerce*, (Washington, DC: American Association of Museums, 14 July 2000, 2.

⁵⁵ Means, 7.

⁵⁶ Ibid.

⁵⁷ Donald Garfield, ed., *Partners in Tourism: Culture and Commerce*, (Washington, DC: American Association of Museums, 1997), p 11.

Challenges & Current Trends

This thesis would be remiss to ignore the challenges and current issues facing the heritage area movement. Whenever partnerships are created, there are bound to be some who do not wish to participate, and others who begin, but drop out of the process. They may not feel that their issues are legitimate. The involvement of the federal government through designation and administration causes distress for others. For some, the draw of increased protection for cultural and natural resources through technical assistance and funding is not enough. Even though much of the land surrounding the town and battlefield is already protected by scenic and agricultural preservation programs, officials in Sharpsburg, Maryland, home of the Antietam National Battlefield, opted out of a proposed Civil War Heritage Area because of concern that increased visitation would bring unbridled commercialism along the lines of Gettysburg or Williamsburg. Don Stoops, co-owner of the one small gift shop in Sharpsburg, doesn't understand the reluctance. "The tourists are going to come, no matter what the town does." The numbers support his claim; two hundred and seventy-five thousand visitors in 1998 demonstrated an increase of one hundred thousand, or thirty-six percent, over visitation in 1995. His concept of creating a downtown historic district to encourage shops and restaurants doesn't seem to have taken hold with other members of the community. Four other small towns in the same area opted out, fearing government intrusion and wasteful spending.⁵⁸

⁵⁸ David Dishneau, "Antietam Site Shuns the Lure of Tourism," *The Boston Globe*, 11 April 1999.

Even local business leaders may be confused about and oppose heritage areas. The North Central Massachusetts Chamber of Commerce outlined its objections to the establishment of Freedom's Way Heritage Area in 1999, while legislation was still pending. While Freedom's Way's national designation legislation had not yet passed, the chamber called for the development of a draft management plan to "spell out how such a program is funded, marketed, and governed."⁵⁹ Specific concerns cited were that the heritage area would negatively impact the redevelopment of historic mill buildings, that further protection of Wachusett Mountain would impact plans to expand the ski area there, and that there was no provision for towns to exclude themselves from the project area.⁶⁰

Heritage areas have also raised the ire of conservative think tanks and property-rights organizations. The Property Rights Foundation of America, Inc. (PRFA) whose goals include the following statements: "We stand for private ownership of land and resources. We stand for the constitutionally guaranteed protection of the private property owner's right to use his property unencumbered by unjust regulation,"⁶¹ has a lengthy list of writings on the subject. Dating back to the mid-1990's, PRFA President Carole W. LaGrasse has written papers with such titles as "The American Heritage Areas, The National Park Service National Heritage Corridor Scheme for Federal Control of Zoning," "Government Feeding Itself: Heritage Area Players-Major Federal Agencies Involved," "The American Heritage Areas-A Back Door to Federal Zoning," and

⁵⁹ Peter B. Nugent, "Chamber Protests Heritage-Area Proposal," *Worcester Telegram & Gazette*, 19 February 1999.

⁶⁰ Ibid.

⁶¹ Carole W. LaGrasse, *Property Rights Foundation of America homepage*, [information on-line]; (Stony Creek, NY: PRFA, 2002); available from: <http://www.prfamerica.org>; Internet; accessed 3 July 2002.

“Dangers of Designations.”⁶² In brief, PRFA believes that heritage corridors, areas, and rivers are a front for the beginning of federal zoning of land. It believes that federal control of zoning occurs in nationally designated heritage areas either directly via the required management contract, or indirectly, via the requirements placed on local communities by funders such as preservation agencies.⁶³ Ms. LaGrasse writes that “(t)his is not just another effort to “enhance nature.” Nor is it an intellectual evil. The proponents are criminals ... (t)hey are traitors who are working to further dismantle the Constitution. No matter how you sugar-coat the National Heritage Corridor system, this evil has no place in a just society.”⁶⁴ She believes that the “only remedy for the ferocious environmental programs like the National Heritage Corridors is to reestablish the constitutional rights of Americans in their fullest dimension.”⁶⁵ LaGrasse also contends that economic development through tourism is used to entice communities to participate, at the loss of more traditional industries such as agriculture and forestry. She argues that tourism easily suffers from recessions, which places communities at risk without a diversified, sustainable, economy.⁶⁶ Other property rights groups have solidified against a national heritage area bill, as well. One hundred and ten property rights and business associations formally opposed H.R. 3305, *The Heritage Areas Act*, in 1996. Even though this bill was introduced by Republicans and widely supported by both parties, conservative property rights activists signaled an alarm against “a new national land-zoning bureaucracy.” Alaska’s Congress went so far as to pass a resolution opposing the

⁶² Carole W. LaGrasse, *Heritage Rivers & Areas*, [information on-line]; (Stony Creek, NY: PRFA, 2002); available from: <http://www.prfamerica.org/HeritageRiversAreasIndex.html>; Internet; accessed 3 July 2002.

⁶³ Carole W. LaGrasse, *Dangers of Designations*, [information on-line]; (Stony Creek, NY: PRFA, 2002); available from: <http://www.prfamerica.org/DangersOfDesignations.html>; Internet; accessed 3 July 2002.

⁶⁴ Carole W. LaGrasse, *Land Grab USA*, [information on-line]; (Stony Creek, NY: PRFA, May 1994); available from: <http://www.prfamerica.org/LandGrabUSA.html>; Internet; accessed 3 July 2002.

⁶⁵ Ibid.

⁶⁶ LaGrasse, *Dangers of Designations*, *ibid*.

bill, calling it a “national zoning commission.” That was followed by a similar resolution in Colorado’s lower house, which represented a significant rebuke to the bill’s sponsors, both of Colorado. Myron Ebell, national policy director at the libertarian Frontiers of Freedom, stated that, “(h)opefully, the opposition has snapped these guys in Washington back to reality.”⁶⁷

Opponents’ concerns about regional planning and zoning are not unfounded; it is one goal of most heritage areas that the partnerships discuss regional planning and influence land use. Proponents believe that this is one of the most beneficial aspects of the partnerships. National heritage areas are not regulatory, so they rely, instead, on information sharing, education, and the power of persuasion. Mary Means, president of Mary Means and Associates in Alexandria, Virginia, a heritage development consulting firm, wrote, “(p)lanners know all too much about resistance to land-use planning in rural areas, where use of the ‘z word’ is apt to get you run out of town. In this respect, heritage areas are no different. It can take a while to build the relationships, trust, and awareness necessary to take on land-use and growth management issues.”⁶⁸ She then goes on to cite two examples of how “...the Blackstone River Valley National Heritage Corridor Commission quietly but steadily pushed the towns along the corridor to become more active in planning.”⁶⁹ She also notes that “Connecticut provides another example of back-door planning”⁷⁰ using the scenic roads program. In her conclusion, she states that “Far more important [than congressional issues] is the realization that the creation of

⁶⁷ “Conservatives Mount Opposition to Radical Heritage Areas Plan,” *Human Events*, (US: Human Events, Inc., Vol 52 Issue 19, 17 May 1996): 4.

⁶⁸ Means, p 4.

⁶⁹ Ibid.

⁷⁰ Ibid.

heritage areas has given us a kind of de facto regional planning. Think about it. By designating a heritage corridor and engaging progressive leaders from all walks of life in a web of activist projects, we meet many of the goals of regionalism, including growth management, farmland conservation, and economic revitalization.”⁷¹

Some internal issues are also challenges to the movement. One is the rate of growth within the movement. Generated by the perceived successes in existing heritage areas, last year eleven new ones were almost added to the current twenty-three. One of these, Freedom’s Way in Massachusetts, was thrilled at the progress that their bill made last year, before dying in the U.S. House of Representatives. US Senator John Kerry (D-MA), the bill sponsor, believes that the national designation would be a boost to economic growth through tourism while Richard Canale, president of the Freedom’s Way association, believes that the terrorist attacks on September 11, 2001 only heighten citizens’ desire for this type of project. “People are more interested in staying closer to home, getting back to their roots, and learning more about the real people and places in their heritage. That’s what Freedom’s Way is all about,”⁷² he said. The Association is committed to working with over one hundred partners across thirty six Massachusetts and New Hampshire communities to “weave together and tell stories of the New England landscape, its people, and their ideas that nurtured democracy – and to help preserve the area’s unique character.”⁷³ The group has already created a map, published ten books, and established a Scholars Program encouraging research for theme-related activities. James Pepper, with the NPS’s Northeast Regional Office, expressed his enthusiasm for

⁷¹ Ibid, p 9.

⁷² Alice Hinkle, “Legislators make a big push to designate heritage areas senate bill,” *The Boston Globe* West, 7 February 2002, 12.

⁷³ Ibid.

Freedom's Way and for heritage areas in general. "Instead of someone going in and telling you what to do, heritage programs turn to business and local people, and suddenly the issue becomes: How could we work together on what makes the area distinctive? This phenomenon of people recognizing that more gets done working together than fighting is most astonishing and, the more you work together, the more you trust each other. It's an idea whose time has come,"⁷⁴ he said. However, this enthusiasm, and the number of areas that are applying for national designation, has some questioning when and how many is enough. As has already been stated, the NPS is recommending deferral of any new heritage areas due to funding shortfalls. At the heritage area conference in Colorado in 2002, one question was: "Are NHAs the wave of the future of NPS, or are they going to be poor relatives of the NPS units?"⁷⁵

Conferences are one method of identifying challenges and issues. The National Trust for Historic Preservation, with support from the American Planning Association and the National Council of State Historic Preservation Officers, hosted a one-day conference in November 2001 called *National Heritage Areas: Developing A Research Agenda*. This roundtable discussion of twenty-one attendees intended to prioritize a research agenda to assist researchers and practitioners achieve mutual goals, provide guidance to policymakers, and help establish effective policies. The outcome was five broad areas with many specific goals under each:

1. Develop measures of heritage area health and indicators to measure success
2. Provide a series of written and electronic publications

⁷⁴ Ibid.

⁷⁵ *Heritage Area Forum: East Goes West*, [proceedings on-line]; (Denver, Colorado: National Park Service, July 23-24, 2002); available at: <http://www.nps.gov/phso/pdf/eastmeetswest1.pdf>; Internet; accessed on 7 March 2003.

3. Develop and nourish heritage area partnerships and collaboration
4. Study management models
5. Create training opportunities⁷⁶

The Heritage Area Forum, co-hosted by the NPS, other federal agencies, and existing national heritage areas, in Colorado, July 2002, was helpful for sharing information and encouraging communication due to the interest in expansion of heritage areas in the west. During the 107th Congress, there were several bills introduced for western heritage areas. The Forum was an opportunity for the western states to learn more about the movement and to address questions specific to their region. Karen Wade, Intermountain Regional Director for the National Park Service, expressed hope that the movement takes hold in the west as a conservation methodology. Jim Pepper, also with NPS, believes that heritage areas are spurred by a desire for authenticity and a way to provide the proper strategies, delivery systems, funding vehicles, regional planning, frameworks, agenda setters, and networks. Dan Rice, Executive Director of the Ohio & Erie Canal National Heritage Area, sees heritage areas as facilitative rather than managerial, providing a toolbox of ways to get results working with passionate people. He cited leveraging money, getting results, and having fun as major benefits. Mike Creasey says that Blackstone Valley has accomplished many of its visions after sixteen years, and is now planning with a Committee for Tomorrow. As their federal funding ends in 2006, they are asking what the next twenty years will bring. This will be a continuing question, for all heritage areas, as they reach the end of their legislative term. The goal is self-sufficiency, so that federal funding can be shifted to new areas. The *Forum* had four

⁷⁶ *Developing A Research Agenda: A National Heritage Areas Workshop*, [proceedings on-line]; (Washington, DC: National Trust for Historic Preservation, 20 November 2002); available from: <http://www.cr.nps.gov/heritageareas/REP/heritageresearch.pdf>; Internet; accessed on 10 March 2003.

outcomes: build a clearinghouse of information and expertise and have it accessible on the web; establish dedicated funding source(s) and staff to heritage areas; be prepared to serve potential and new heritage areas; build links within and outside of NPS, both with traditional partners and new ones.⁷⁷

National heritage areas and the National Register of Historic Places are both programs of the National Park Service. The National Register has been the recognition standard of the historic preservation field since its establishment with the passage of the National Preservation Act of 1966. If heritage areas are the next phase in the evolution of preservation, how will the two relate? Brenda Barrett, National Coordinator of Heritage Areas for the National Park Service, addressed this issue in a 2002 issue of *Cultural Resource Management*. Not only does she see that they complement each other, she sees a mutually beneficial relationship between them. As she describes it, the National Register is a vital support mechanism for heritage areas, with heritage areas serving a reciprocal role as a committed partner in building a constituency for the past. First, neither method is regulatory when applied to private property, but inspirational in the overall movement of historic preservation. National Register designation is limited to sites that meet criteria of significance, integrity, and, to a certain extent, public acceptance. Heritage areas, however, can recognize and bring together large, diverse areas rather than smaller, defined National Register properties. This is a benefit for areas that do have historic regional values, but do not have a cohesive story or integrity of place or time. Also, heritage areas bring current events into the equation; there is no 50-

⁷⁷ *Heritage Area Forum: East Goes West*, [proceedings on-line]; (Denver, Colorado: National Park Service, 23-24 July 2002); available at <http://www.nps.gov/phso/pdf/eastmeetswest1.pdf>; Internet; accessed on 7 March 2003.

year “rule.” Barrett points out that many U.S. landscapes are distinctive and valuable, but they only become heritage areas when local leadership brings communities together to recognize its assets and develop a plan for its conservation.

Partnership opportunities exemplify the mutually beneficial relationship. The National Register supports heritage areas by providing standards for various programmatic aspects of regional initiatives. Properties and districts listed in the Register have met uniform standards of integrity and significance. This information is vital to preparation of heritage area management plans and as a baseline for geographic information systems (GIS), used for planning purposes. National Register listing or eligibility is often used as criteria for grants and technical assistance. Secondly, information provided on Register application forms is used to generate brochures, walking tours, interpretive signs and exhibits. This information can be implemented into websites, which disseminate to a worldwide audience what might take years to accomplish with other communication media. Conversely, heritage areas can provide funding and coordination for ongoing National Register survey and nomination work. By having a regional oversight entity, the work can be reviewed to ensure that it meets state and national standards. Additionally, due to their nature as partnership organizations, heritage areas can build public support for National Register listings, often the first step in the protection of historic and cultural resources.⁷⁸

⁷⁸ Brenda Barrett, “The National Register and Heritage Areas,” *Cultural Resource Management*, (Washington, DC: National Parks Service, No 1, 2002): 9.

Naturally, as with the National Register of Historic Places, national recognition, funding, and technical assistance only added to the effectiveness of private heritage area initiatives. This private partnering with state and federal agencies, normally by non-profit organizations, has helped overcome local political and geographical jurisdictional boundaries to achieve widespread success through heritage areas.⁷⁹

⁷⁹ Paul M. Bray, "The Heritage Area Phenomenon: Where is it coming from," *Cultural Resource Management* (Washington, DC: National Park Service, Vol. 17, No. 8, 1994): 3.

CHAPTER THREE: OVERVIEW OF UNITED STATES HERITAGE AREAS

The twenty-three national heritage areas, whose roster can be seen in appendix 4 on page 169, are reviewed in alphabetical order in this chapter. A chart of the chronology of the heritage area movement is found in appendix 5 on page 170. Their mission statements are defined at the beginning of each description as an introduction to each area's unique approach. In order to unite them as a movement, the following categories have been chosen as an analysis methodology:

- Year congressionally designated with Public Law reference
- Name & organizational type of management entity
- Existence of Management Plan
- State
- 2003 Congressional appropriation
- Number of jurisdictions
- Geographical Size
- Theme
- Number and Types of Partners
- Website
- Amount and type of grant program
- Historic preservation percentages of grant program, 2002
- Other historic preservation efforts

A chart in appendix 6, pages 171-173, summarizes the findings presented in here for ease of comparison and reference. This chapter concludes with an analysis of the findings including the areas' impact on historic preservation. Two points of clarification must be made: the types of partners have been self-defined by the heritage areas and this definition and the historic preservation element of the grant programs is defined as any project that preserves, restores or renovates a building that is at least fifty years old, as well as any supporting planning or feasibility studies for such projects; these may include historic structures, landscapes, burial sites, and pre-historic sites. Other preservation efforts will be discussed in the text only.

America's Agricultural Heritage Partnership

Dedicated to recognizing, preserving, promoting and celebrating northeastern Iowa's contributions to world agriculture.

America's Agricultural Heritage Partnership, or Silos & Smokestacks, became a nationally designated heritage area in 1996 with the passage of the Omnibus Parks Bill, Public Law 104-333. Managed by the non-profit 501 (c) (3) America's Agricultural Heritage Partnership, Inc., doing business as Silos & Smokestacks National Heritage Area, they assist sites, attractions, events and communities throughout a thirty-seven county, twenty-thousand square mile area to interpret farm life, agribusiness, and rural communities in Iowa. They use six agricultural themes approved in their management plan: The Fertile Land, Farmers & Families, The Changing Farm, Higher Yields: The Science & Technology of Agriculture, Farm to Factory: Agribusiness in Iowa, Organizing for Agriculture: Policies and Politics. At least forty-seven municipalities are involved and regional heritage tourism as an economic development mechanism is the focus of their efforts. Their 2003 federal appropriation is \$750,000. Working with over seventy-five federal, state, and local public and non-profit agencies, SSNHA has created a multi-level partnership program to best suit individual county and municipality needs: Strategic Investment Area (SIA), Strategic Investment Partner (SIP), Affiliate Site, and Point of Interest. Heritage resource partners are chosen based on one of the above themes.¹

These partnership categories are used in the SSNHA's three-tiered grant program.

Most grants assist projects that are educational, interpretive exhibits or programs, the

¹ *Silos & Smokestacks Website*, [information on-line]; (Waterloo, IA: Silos & Smokestacks NHA, 2002); available from: <http://www.silosandsmokestacks.org>; Internet; accessed 2/17/03.

development of infrastructure, or heritage tourism marketing. Funded projects must provide a one-to-one non-federal match. The 2002 grant recipient listing included a variety of projects that covered historic preservation, history, culture, and natural resource conservation. Of \$400,000 in grant dollars, \$100,000 was divided equally between the two SIAs, Country Heritage Community and Central Iowa River Partnership. These are multi-county regions with a concentration of heritage resources interpreting agricultural stories, demonstrated leadership, and proven collaboration. \$200,000 was distributed among eight SIPs, full service sites and attractions actively interpreting agricultural stories. SIP's have met specific criteria including quality of interpretation, operating hours, and linkage to one of the seven SSNHA themes. The final \$100,000 funded seventeen projects under the general grant program for Affiliate Sites and Points of Interest. These sites, attractions or communities are open less frequently and/or have more limited services than an SIP. Out of twenty-seven projects, only one, four percent, was classified as historic preservation. It was funded at \$9,550, or two percent of the grant funding. With a focus on heritage tourism, not all funding would go to strict historic preservation projects. They would be diversified among other types of tourism products, such as the Grout Museum District, Living History Farms, The History Center, and the Hardin County Farm Museum. While these are not bricks and mortar preservation projects, they support the larger mission of telling America's agricultural story.²

² "Silos & Smokestacks Announces \$400,000 in Grants to NE Iowa Projects," [news release on-line]; (Waterloo, IA: Silos & Smokestacks NHA, 2002); available from: http://www.silosandsmokestacks.org/8media/pr_01.html; Internet; accessed 2/17/03.

Augusta Canal

Revitalize the Canal area with a multi-use mission of Preservation, Conservation, Education, Recreation, and Economic Development.

Established in 1996 with the passage of the Omnibus Park Bill, Public Law 104-33, this heritage area centered on the historic Augusta Canal in Augusta, Georgia, is officially administered by the Augusta Canal Authority, a government entity. For fundraising purposes, the same board has created and administers the Augusta Canal National Heritage Area, Inc., a separate 501 (c) (3) entity. This is the smallest geographical heritage area at three square miles. It is unusual, too, in that the majority of land within it is in public ownership in two counties and one city. The 2003 federal appropriation is \$600,000, over half of the maximum allowable \$1 million. While no specific partners are listed on the website, Dayton Sherrouse, the Authority's Executive Director, believes that they have worked with at least ten partners over the years. There is a strong, ongoing, volunteer program that has assisted with bringing the Canal back to life. There are even plans to formalize it with a Friends of the August Canal group in summer of 2003.

There is currently no grant program in place, although, there has been discussion of establishing a grant outreach program in the future to spark rehabilitation of private historic properties within the area boundaries. The management plan, approved in 2000, instead focuses on internal projects to restore the health of the Canal including its historic head gates and locks, construct a multi-use recreation trail, and restore the historic buildings that line it. There is a significant historic preservation project currently underway: the \$3 million adaptive re-use of the historic Enterprise Mill into The Interpretive Center for the Augusta Canal National Heritage Area, scheduled to open on

April 18, 2003.³ The Center will interpret the history of the canal, water, and Augusta. “In 1845, Augusta built this canal to power the mills of industry. She has repeatedly turned to the Canal and the Savannah River to strengthen and revitalize herself.”⁴

One major way that the Authority works toward preservation is through advocacy for the protection the Canal’s sense of place. The potentiality of a new arena built adjacent to the Canal as well as the expansion of municipal offices into one of the oldest structures in the downtown area could well be delayed by the environmental degradation of the site as well as the Canal Authority’s goals. The project has myriad environmental issues to overcome, including the \$50 million clean up being handled by current owner Atlanta Gas Light Co. and the razing of the existing civic center. “Regardless of whether it’s a new civic center, residential or whatever, our concern is to try to preserve an adequate buffer between the development and the heritage area,” said Authority Chairman Turner Simkins. Any development would be closely scrutinized for its impact on the scenic canal towpath. There is an existing one hundred foot buffer, but Sherrouse would like to see additional protection beyond that.⁵

Automobile

Dedicated to preserving, interpreting, and promoting the region’s rich automotive and labor heritage in ways that are meaningful and relevant to contemporary society. We work in partnership with others to increase tourism, educate citizens about our history, encourage economic development, and improve the quality of life in our region.

³ *Augusta Canal National Heritage Area: Background and Summary of Activities*, (Augusta, GA: Augusta Canal Authority, 2002).

⁴ *The Augusta Canal Interpretive Center at Enterprise Mill*, [information on-line]; (Augusta, GA: The Augusta Canal Authority, 2002); available from: <http://www.augustacanal.com/Interpretive%20Center.html>; Internet; accessed on 12 March 2003.

⁵ Robert Pavey, “Environmental questions arise from arena plan,” *The Augusta Chronicle*, 24 November 2002.

In the early 1990's a two hundred member task force, led by U.S. Congressman John Dingell (D-MI), and representing local government, businesses, cultural and preservation groups, environmental organizations and citizens of Michigan, researched the heritage areas movement and their own situation to determine if a proposed Automobile National Heritage Area was feasible.⁶ To their credit, President Clinton signed P.L. 105-355, the Automobile National Heritage Area Act, into law on November 6, 1998. Citing the legacy of automobiles in the U.S. and Michigan in particular, he stated that "(t)he car ended this isolation and transformed Michigan into an industrial giant and America into a moving, working, modern economy. It is only appropriate that we now recognize and honor the cultural legacy of the automobile...by bringing together a collection of historical facilities and assets and making them available for education, recreation and tourism...(to) create something unique and lasting for both Michigan and America."⁷ "The idea to put together an automotive heritage and preservation program has been discussed for several years, but the new law is the first step in making the plan a reality. The legislation, supported by the domestic automakers, area museums and universities, means selected areas will be promoted and marketed alongside other national parks across the United States. Our main goal isn't just to raise money to preserve old automotive landmarks, it's to form and promote a connective tissue of automotive landmarks, events, museums and research opportunities. We want to build an automotive

⁶ Andrew Pillifant, "National Heritage Areas: Celebrating our culture and landscapes," *Parks & Recreation* 37, no 3 (March 2002): 102-106.

⁷ President William J. Clinton. Proclamation. "Statement on signing the Automobile National Heritage Area Act." *Weekly Compilation of Presidential Documents*, Vol 34, Issue 46 (16 November 1998), p 2277.

awareness with package tours and events highlighting Detroit and southeastern Michigan's automobile history.”⁸

Managed by the non-profit Automobile National Heritage Area Partnership, Inc., established in 1999 with the approval of their management plan, the current federal appropriation is \$500,000. DaimlerChrysler, Ford Motor Company, General Motors, the National Park Service and the United Auto Workers (UAW) are the five founding partners. They appoint representatives to serve on both MotorCities-ANHA's Honorary Leadership Council and Board of Directors. Their financial contributions have provided the support needed to create the heritage area, while their collective histories are the foundations of our automobile and labor stories. Organizational goals include the development of educational and interpretative opportunities about the auto and its history, to encourage revitalization activities centered on the auto, and to increase tourism. Beginning in 2000 and continuing today, a comprehensive survey of resources has been inventoried and housed in a GIS database. The educational programs being developed centers on the personal histories of the people related to the auto industry using five themes - Industry of the Century, Communities of the Region, Torque & Tension, Auto Inspiration and America on Wheels. Lastly, the development of a brand for marketing and identification purposes has begun. The MotorCities brand will be used on all materials, merchandise, and the way-finding signage. Working across over eight thousand square miles with thirteen counties and twenty-six municipalities is a challenge, but MotorCities has developed a program called Stewardship Communities, those who are pursuing a collaborative effort between non-profit organizations, educational

⁸ Tom Trace, "Heritage Preserved," *Auto Week* 49, Issue 318 (January 1999): 24.

institutions, and local or regional governments. Developing visitor links and tours is a priority for the twelve communities who have achieved this status, and who have a wealth of auto related resources. Nine of these have become Hub District Gateway Venues. Existing facilities such as the Detroit Historical Museum, the GM Heritage Center, Henry Ford Museum & Greenfield Village, Michigan History Museum, Nankin Mills Interpretive Center, Sloan Museum, Walker Tower, Walter P. Chrysler Museum, Ypsilanti Automobile Heritage Collection will be used as the new heritage area “front doors.”⁹

MotorCities grant program, an example of leveraged funds through private partners such as Daimler-Chrysler, Ford, and General Motors, began in 2002 with a base of \$60,000 to be distributed as a one-to-one match in amounts of \$2,500 to \$10,000 per recipient for a total impact goal of \$120,000. An additional \$10,000 was available with no match in amounts of \$250 to \$2,500. All applicants must be Stewardship Communities. The final figures of this inaugural year of the grants program were highly impressive; instead of the projected \$60,000, over \$500,000 in leveraged project funding was identified in eight grantee budgets, and an additional \$20,000 was leveraged from nine projects in the \$10,000 mini-grant program, even though matching funds were not necessary. Of the seventeen projects, two, twelve percent, and representing \$17,045, or twenty-four

⁹ *MotorCities Website*, [information on-line]; (Detroit, MI: Automobile National Heritage Area Partnership, Inc, 2002); available from: <http://www.autoheritage.org>; Internet; accessed on 6 March 2003.

percent, were actual historic preservation projects. The others were heritage tourism related such as walking tours and tourism plans.¹⁰

MotorCities has received major media coverage of their efforts, which is an excellent way to promote the partnership concept. “Sustainability Hits the Motor City,” featured in the July 1999 issue of *Landscape Architecture* pushes inter-disciplinary connections by urging landscape architects to get more involved in sustainable development planning, such as through the *National Town Meeting for a Sustainable America* that occurred in May, 1999. Featured in this story about sustainable development – defined by former Vice President Al Gore at that meeting as the interdependency of the environment, the economy and society – was the work toward this end occurring in the Detroit area under the auspices of MotorCities. Even though the article pointed out that landscape architecture professionals were noticeably absent from this national town meeting, the author concludes with examples of Michigan landscape architects that are moving the sustainability agenda forward. It was the work of a landscape architect and the director of the Ford Museum in Detroit who first conceived of the Automobile Heritage Area concept, and who massaged the process along. Its development followed the lines of many other heritage areas: first small projects bring various constituencies together, then political influence is sought, then more public support is garnered through the business and residential communities. Speaking directly to the diversity of heritage area programs is the focus in this article on the restoration of one of several rivers within the designated

¹⁰ *Green Light for MotorCities – Automobile National Heritage Area: Grant Program Leverages \$500,000 for 17 Regional Projects*, [press release on-line]; (Detroit, MI: Automobile National Heritage Area Partnership, Inc, 2002); available from: http://www.autoheritage.org/pdf/gmp_grants_release.pdf; Internet; accessed on 18 February 2003.

area, the Rouge. With the help of landscape architects, it is experiencing a major clean up. This, in turn, has spawned social programs, such as the restoration of historic structures along the Rouge – an old river house and footbridge – into public facilities designed to educate citizens and visitors about the importance of the river.

Schoolchildren now participate in fish releases, increasing their understanding of the interdependence of river cleanliness and the health of other species, while park visitors can once again return to a time-honored tradition of exploring the Rouge. Economic development opportunities are the third piece of this sustainable development trilogy.

The rental of paddleboats, the increased visitation to the area, and the enhanced quality of life all promote various economic development strategies that are continuing to develop today.¹¹

Cache La Poudre River Corridor

Commemorates the role of water development and management in the American West through the interpretation of the unique and significant contributions to our national heritage of cultural and historical lands, waterways and structures within the Corridor.

Cache la Poudre National River Corridor in Colorado is a depressing saga of good intentions derailed by legislative and government bureaucracy. The Corridor was nationally designated in 1996 with the passage of P.L. 106-323. Unfortunately, this law was apparently worded differently than other heritage area enabling legislation, sparking a Justice Department review that culminated with their attorneys denying the constitutionality of this process on the premise that a state Governor cannot recommend to a federal agency. Thus, the Commission has not been approved, and, without the Commission in place, little can be accomplished. To complicate the situation, the

¹¹ Paul Bennett, "Sustainability Hits the Motor City," *Landscape Architecture* (July 1999): 46.

Corridor boundaries are the six thousand, five hundred and ninety-four square miles within the one hundred year flood plain, and Commissioners are required to live within the boundaries. Because it is a flood plain, there is no possibility of that happening, so none of the proposed Commissioners meet the requirements. The solution to this dilemma is to approve new legislation that corrects the process and that alters the Commission requirement for residing within the Corridor boundaries. This solution, however, has been underway since 1997, and has reached a stalemate because it is not a legislative priority.

Any legislative funds, such as this year's \$50,000 congressional appropriation, that are assigned to the Corridor go to the Commission; without it in place they cannot be spent. Therefore, projects have moved forward in this two county, four town, area with a proposed, voluntary, Commission, and the support of two National Park Service staff. Frank Lancaster, Larimer County Manager, praises the NPS staff and attorneys, who have all been very supportive and helpful. With the assistance of graduate students, they have undertaken a historic resource survey and inventory as well as begun an interpretive plan.¹²

Cane River

Cane River National Heritage Area will be the best-preserved and interpreted example of the rich continuum of Louisiana history from frontier exploration through plantation agriculture to present day lifestyles, traditions, and celebrations. Its residents will enjoy a quality of life based on respect for privacy and traditional lifestyles and on a strong, healthy economy compatible with the historical character of the region. Economic benefits of heritage tourism will assist in the long-term preservation and enhancement of heritage resources. All of this will be accomplished through local, regional, state, and federal cooperation and partnerships with businesses, organizations, and residents.

¹² Frank Lancaster, Larimer County Manager, telephone interview with author, 5 March 2003.

Heritage Area landowners and local government will play a key role, as land-use decisions will remain, as they have historically, at the local level.

Established in 1994 with the passage of P.L. 103-449, the Cane River National Heritage Area in Louisiana is one of the first six national designations, and, typical of early heritage areas, its two counties and three municipalities are managed by a federal commission. The nineteen-member commission represents a wide variety of institutions, organizations, and interests, and has the authority to hire people, administer grant programs, develop loan programs, and set priorities. It has no zoning or land-use powers and no power of eminent domain. This year the Commission received \$995,000, almost the maximum amount allowed by law of \$1,000,000, and it is in the process of updating its management plan. Cane River is unique in that it is one of only two national heritage areas that encompass a National Park Service unit, the Cane River Creole National Historic Park, comprised of Oakland Plantation and Magnolia Plantation outbuildings. Other sites of interest include seven National Historic Landmark sites including the city of Natchitoches' National Historic Landmark District; three State Commemorative Areas; and many privately owned historic plantations, homes and churches.¹³

Since 1998, the Commission has awarded thirty five grants totaling \$468,999.50 to partnering organizations for projects that support the heritage area's goals of preserving cultural landscapes, conserving living traditions, and contributing to the development of heritage tourism. Through this program, the Commission has leveraged \$962,000 in additional funds while building partnerships. Through the Grants Program, the Commission leverages its resources while building partnerships. The competitive

¹³ *Cane River Website*, [information on-line]; (Natchitoches, LA: Cane River National Heritage Area Commission, 2002); available from: <http://caneriverheritage.org>; Internet; accessed 12 March 2003.

program offers grants in three categories: historic preservation and restoration; research; and development. In 2002, \$148,999.50 supported seventeen projects, of which eight, forty-seven percent, centered on historic preservation; these eight represented \$79,385.50, or fifty-three percent of the funds. In just this one year, \$496,000 was leveraged; approximately a 3:1 match.¹⁴

Delaware & Lehigh

To preserve and interpret the historic, cultural and natural resources along the Lehigh & Delaware canals, as well as to enhance the quality of life for its residents and visitors through economic revitalization, conservation, and the development of heritage tourism.

The Delaware & Lehigh Canal, nationally designated in 1988 with the passage of P.L. 100-692, is managed by the Delaware & Lehigh Canal Heritage Area Commission, but is working toward a non-profit status. After approval of its management plan in 1993, the Commission has worked with hundreds of partners to accomplish its mission over the five counties with over two hundred communities and a two thousand square mile region. The 160 mile long Delaware & Lehigh Trail is almost complete, and is maintained by the D&L TrainTenders, a two thousand-member volunteer group. Two other innovative partnerships were formed with Crayola Factory in Easton and the Jim Thorpe rail station in Mauch Chunk to develop visitor centers. Historic preservation has played a large role in projects over the years, including restoration and stabilization of the Locktenders House at Lock #23, the stabilization of the Saylor Cement Kilns at Coplay, acquisition of the Greystones at Morrisville, and the Ice House at Bethlehem. Financial and technical

¹⁴ Nancy Morgan, Director, Cane River National Heritage Area, telephone interview with author, August, 2002.

assistance provided to the #9 Mine & Wash Shanty Museum, Huber Breaker, Nain House and Bieber Spring House also resulted in their protection.¹⁵

Similar to Lackawanna, the D&L has a grant program funded through the Pennsylvania Heritage Parks Program and half its federal appropriation is also used for grants. The state-funded grant program is split between implementation and study grants. \$302,000 in 2002 funded ten projects. One-half of those were historic preservation projects, totaling \$136,500, or forty-five percent. Also that year, \$350,000 of a \$700,000 congressional appropriation supported twenty grants in three areas: partner training, regional projects, and corridor-wide projects. Two of six partner training grants, two of seven regional projects, and one of the seven corridor-wide projects were historic preservation-related, for a total of five projects and grants of \$136,356, or thirty-nine percent of funding. In total, the 2002 grant program budgeted \$652,000 for thirty projects, ten of which, thirty-three percent, were preservation, for a total preservation investment of \$272,856, or forty-two percent. As the 2003 appropriation just announced will be \$850,000, next year's federal grant fund will increase to approximately \$425,000.¹⁶

Erie Canalway

To provide for and assist in the preservation and interpretation of the historical, natural, scenic and recreational resources in ways that reflect national significance.

Established in December of 2000 with Public Law 106-554, the Erie Canalway is one of the newest national heritage areas. On June 17th, 2002, the Secretary of the Interior, on

¹⁵ *Delaware & Lehigh National Heritage Corridor Progress Report*, Delaware & Lehigh National Heritage Corridor Commission, no date.

¹⁶ Denise Holub, Delaware & Lehigh Grants Administrator, interview by author 7 March 2003.

behalf of the National Park Service and in partnership with the State of New York, swore in the twenty seven member Erie Canalway National Heritage Corridor Commission, a federal entity, to work with federal, state, and local authorities in creating and implementing a Canalway Plan for the fifteen thousand square mile corridor that fosters the integration of canal-related historical, cultural, recreational, scenic, economic and community development initiatives. Commission members include heads of state agencies, and community leaders recommended by the governor, senators and congressmen for their expertise in such fields as tourism, law, planning, and historic preservation. Their task is to gain as much participation and input from the more than two hundred municipalities in twenty-three counties along five hundred and twenty four miles of four navigable waterways - Erie, Champlain, Oswego and Cayuga-Seneca, and sections of the first Erie Canal – as possible while completing the plan. To cover costs associated with administration and the management plan, their FY 2003 federal appropriation is \$400,000. Until the management plan is approved, there is no grant program in place.¹⁷

Essex

To promote partnership and educational opportunities that enhance, preserve and encourage regional awareness of the historic, cultural and natural resources and traditions of Essex County, Massachusetts.

The Essex National Heritage Area, established in 1996 with the passage of the Omnibus Parks Bill, P. L. 106-333, is administered by the non-profit, Essex National Heritage Commission. Within the five hundred square miles of Essex County, Massachusetts,

¹⁷ *Erie Canalway Website*, [information on-line]; (Waterford, NY: Erie Canalway National Heritage Corridor Commission, 2003); available from: <http://www.nps.gov/dele/erie/>; Internet; accessed 12 March 2003.

thirty-four towns and cities are working together as the Commission to enact their mission. A major component of complying with the Omnibus Bill, the Commission completed their management plan in 2000. Three early settlement themes were chosen to enact its mission – maritime, commerce, and the Industrial Revolution. While the plan guiding the heritage area’s activities is used as a tool to aid in overarching regional issues such as economic development and growth management, it also is a way to increase community pride. It also emphasizes heritage tourism, and ENHA utilizes a passport program to promote its sites. The plan’s finalization enabled Essex to apply for up to \$1 million per year in matching federal grants. Up to this time, the area had received \$3 million for staff and management, plus additional funding to provide partnership grants of almost \$350,000 to one hundred and nineteen communities, non-profits, and government agencies. The FY 2003 appropriation of \$1 million is the maximum amount they could receive. ENHA considers all of the grantees as partners, as well as the sixteen Corporate Grant Partners at three levels. That’s a minimum of one hundred and twenty partners.¹⁸ Through partnering, Essex has been successful at linking communities, allowing those with less of a tourism draw to benefit from more successful destinations. An example is the General Glover Trolley, which shuttles passengers from Salem to Marblehead and back again. Transportation to Marblehead was in need of improvement, and this solution not only provides that in a sustainable way, but also markets the coastal town while doing so.¹⁹

¹⁸ *Essex Heritage Website*, [information on-line]; (Salem, MA: Essex National Heritage Commission, 2002); available from: <http://www.essexheritage.org>; Internet; accessed on 6 March 2003.

¹⁹ Kathy McCabe, “Regional plan seeks to lure more tourists off the beaten path,” *The Boston Globe*, 1 August 1999.

In 1999, Essex awarded twenty-eight organizations \$94,000 in local grants under its Partnership Grants Program, which provides financial assistance to local communities and nonprofits for promotion of awareness of the county's history through education and preservation. \$59,500, or sixty-three percent of this went directly to preservation efforts, while the remaining \$34,500 supported signage and interpretation. In 2001, twenty-eight organizations divided \$202,020, giving the majority of those funds to educational projects that link school and teachers to historic sites. Gloucester Adventure, continuing its pattern of successful grant requests, received funds to develop a hands-on curriculum on the history of the region's fishing industry.²⁰ Seventeen grant projects were funded with \$151,650 in 2002. Of that amount, \$84,000 or fifty-five percent was dedicated to seven, forty-one percent, historic preservation projects; the balance funded educational and interpretive projects.²¹ An example of how preservation projects support educational outreach is the 1999 \$10,000 grant to Yesterday's News, Inc., a documentary filmmaker who will use the funds to document the rehabilitation of the Gloucester Adventure, the city's oldest floating schooner. The film will be used by the Essex Shipbuilding Museum and the Gloucester Adventure as an educational tool.²² "What is unique about Massachusetts and New England is that you have an abundance of really small museums, but in the professional museum community, you're not high on the totem pole,"²³ said Carolyn Singer, executive director of the Haverhill Historical Society. "But small museums can't even get foundations to support them. What I like about the [Essex

²⁰ Kathy McCabe, "North Weekly/Business Notebook," *The Boston Globe*, 4 July 1999 & 17 June 17, 2001.

²¹ Alison Bates, Grants Coordinator, Essex National Heritage Area, telephone interview with author 20 February 2003.

²² Mac Daniel, "Gloucester boats in works," *The Boston Globe*, 27 June 1999.

²³ Kathy McCabe, "Cultivating a county's heritage: Essex's rich past preserved, promoted, through new plan," *The Boston Globe*, 16 July 2000.

National Historic Area] is that it recognizes the contributions of historic societies...it brings recognition that you don't have to be big to be good."²⁴

Hudson River Valley

To encourage conservation and promotion of the historic, natural and recreational resources of the unique Hudson Valley. We envision greater opportunity for resident and tourist access to the scenic Hudson River, complementing local and regional river tourism and supporting local business sectors.

The Hudson River Valley National Heritage Area was established as part of the Omnibus Parks Bill, P.L. 106-333, in 1996. However, this greenway effort has been in existence, administered by the state agency the Hudson River Valley Greenway Communities Council, since 1991, when the New York State Legislature enacted *The Greenway Act*. The goal of the Council is to enhance local land use planning and create a voluntary regional planning compact for this area. The *Act* also established an administrative non-profit partner organization, the Greenway Conservancy for the Hudson River Valley, Inc, to work in tandem with the Council. Its goal is to continue New York's commitment to the preservation, enhancement and development of the world-renowned scenic, natural, historic, cultural and recreational resources of the Hudson River Valley, while continuing to emphasize economic development activities and remaining consistent with the tradition of municipal home rule. This duo of Hudson River Valley Greenway administration agencies has developed over one hundred partners at the federal, regional, state and local levels in both the public and private sectors. They deem partnerships to be so important that there is a partner page on their website that lists them all with

²⁴ Ibid.

hyperlinks to their respective websites.²⁵ They work in ten counties with over two hundred and fifty communities, and have received a federal appropriation of \$600,000 for FY 2003. Together, they have agreed upon three areas of emphasis through the management plan, approved by the National Park Service in 2002: land use planning, trail development, and, since 1996, the National Heritage Area. Themes of Freedom and Dignity, Nature and Culture, and the Corridor of Commerce assist the Council in telling the remarkable stories of this distinctive seven thousand square mile region, its people, places and events, and their pivotal roles in shaping the course of American history.²⁶

The Council has been providing planning grants and technical assistance through the Greenway Communities Grant Program to assist communities with developing a vision for their future and tools to achieve it by balancing economic development and resource protection. The Council also provides grant funding and technical assistance through the Greenway Compact Grant Program, which assists counties in the development of the Greenway Compact, a regional planning strategy for the Hudson River Valley. The Conservancy administers two grant programs, project and trail grants, and provides technical assistance to area municipalities and non-profit organizations. Historic preservation has not been an emphasis of the state-funded Greenway program; this has been the purview of the New York State Office of Parks, Recreation, and Historic Preservation (PRHP), with whom the Council works very closely. However, as within most heritage areas, projects usually have elements of preservation, conservation, and

²⁵ *Hudson River Valley Website*, [information on-line]; (Albany, NY: Hudson River Valley Greenway, 2002); available from <http://www.hudsonvalleyheritagearea.com>; Internet; accessed on 7 March 2003.

²⁶ Rich Harris, Senior Planner, Hudson River Valley National Heritage Area, telephone interview with author 7 March 2003.

economic development. There have been historic preservation elements of planning and trail grants. The 2002 grant cycle provided \$391,926 to forty three projects, of which two, or five percent, had a historic preservation element. These two projects were granted \$51,250, or thirteen percent of the total fund.²⁷

An unusual funding source strictly for historic preservation did appear in the Valley within the last few years. The new Athens Generating Plant to be built to serve Greene and Columbia Counties was located in the Olana viewshed. Olana is the historic home of Hudson River Valley painter Frederick Church; there are other historic homes in this area as well, including that of painter Thomas Cole. As part of their agreement with the PRHP, \$1 million of a \$1.25 million payment was set aside for a competitive historic preservation grant program, to be administered under the Regional and Community Historic Preservation Benefit Plan. Two representatives of the Greenway Conservancy sat on the seven-member Board of the Benefit Plan, and forty awards are just now being announced. While this project was not funded or administered by the Council, it proves that preservation is a large part of an overall emphasis within the Valley, and that the Council and its partners are working toward holistic solutions. Internally, the National Heritage Area Management Committee is determining the best use of the federal funds that come with national designation. Their preference is a pilot project grant program; a final decision will be made this year.²⁸

²⁷ Ibid.

²⁸ Ibid.

While not a major historic preservation funding source, the Clean Water/Clean Air Bond Act funded by the state allots grants, and in 2002 the Hudson River Valley Greenway approved six grants totaling \$639,500. Of this, \$129,500, or twenty percent, went to two historic preservation projects. Stuyvesant's historic railway station will be restored with \$29,500, becoming a combination information/interpretive center and have leased commercial space. Amenia will develop a downtown revitalization plan, which includes the development of a façade preservation/improvement program.²⁹

Illinois & Michigan

To retain, enhance and interpret, for the benefit and inspiration of present and future generations, the cultural, historical, natural, recreational, and economic resources of the corridor, where feasible, consistent with industrial and economic growth.

In 1982, business and industry leaders in the Chicago area founded the non-profit Canal Corridor Association to help revitalize the Illinois & Michigan Canal area in Illinois. They ended up creating a national model for regional partnership, conservation and renewal – what we now call heritage areas. The Illinois & Michigan was the first nationally designated heritage area, with the passage of P.L. 93-398 in 1984. While many of the newer heritage areas are managed by the grassroots non-profit that initiated the national designation process, the Illinois & Michigan is managed by the National Park Service staffed government agency, Illinois & Michigan Canal National Heritage Corridor Commission. Their 2003 federal appropriation is \$750,000, and their management plan has even been through updates. The Commission is supported by more than twenty-eight partners, including the founding Association, whose goal it is to preserve and revitalize the historic sites and unique landscapes within the thirty-six

²⁹ Ibid.

hundred square mile Corridor. Another key partner is the Heritage Corridor Convention & Visitor's Bureau, whose mission is to stimulate the regional economy of the area's counties by promoting the region as a destination, building community awareness of the area's assets, and informing the public about the facilities and activities available. The Commission partially funds these partners through workshops, signage, tourism marketing, and brochures.³⁰

The Commission has a Partnership Project Fund, a matching fund program that makes grants in the range of \$5,000 to \$10,000 available to non-profit groups active in the Corridor. In 2002, \$58,772 was granted to nine projects. \$200,000 was provided in the matching funds, more than double the required amount. Two historic preservation projects were funded at \$15,010, representing twenty-five percent of the funds, but only twenty-two percent of the number of projects.³¹ A Revolving Loan Fund (RLF), capitalized with an Economic Development Administration Grant in 1985, is designed to leverage traditional business funding by providing loans to companies seeking to expand or start a business within the corridor. Loans are available up to \$100,000, must leverage at least \$2 for each \$1 loaned, and the project must create or retain one job for every \$10,000 loaned. The main thrust of this program is to create jobs, not accomplish historic preservation, although the Commission does prefer to work in historic downtowns, as long as there is an economic development component. However, out of

³⁰ *Illinois & Michigan National Heritage Corridor, Partners, Agencies, and Organizations Active in the Corridor*, [information on-line]; (Lockport, IL: Illinois & Michigan Canal National Heritage Corridor Commission, 2003); available from: <http://www.nps.gov/ilmi/partners.html>; Internet; accessed on 7 March 2003.

³¹ *Illinois & Michigan Canal National Heritage Corridor, Partnership Project Fund*, [information on-line]; (Lockport, IL: Illinois & Michigan Canal National Heritage Corridor Commission, 2003); available from: <http://www.nps.gov/ilmi/PPF.html>; Internet; accessed on 3 March 2003.

nine projects funded through this program since its inception, only one was a historic preservation project. The Norton Building, constructed in 1855 as a grain warehouse, was purchased in 1995 with \$100,000 of RLF dollars and rehabilitated as commercial and retail space; the owners also took advantage of the tax credit program, and thus the renovation followed the *Secretary of the Interior's* Standards for the Treatment of Historic Properties. Today it houses the Commission and the Association as well as the Illinois State Museum Lockport Gallery.³² A partner organization, the Canal Corridor Association, manages the Gaylord Building, a National Trust Historic Site, in Lockport, Illinois. One of the oldest industrial buildings in the I&M Canal National Heritage Corridor, the Gaylord Building is a model of adaptive reuse, featuring the Public Landing restaurant, canal exhibits and more.³³

John H. Chafee Blackstone River Valley

Preserving and interpreting for the educational and inspirational benefit of present and future generations the unique and significant contributions to our national heritage of certain historic and cultural lands, waterways and structures within the Blackstone Valley” in order to “provide a management framework to assist the states...and their units of local government in the development and implementation of integrated cultural, historical, and land resource management programs in order to retain, enhance, and interpret the significant values of the lands, waters and structures of the Corridor.

John H. Chafee Blackstone River Valley National Heritage Corridor covers almost two thousand square miles in two counties and twenty-four municipalities, and was one of the first nationally designated heritage areas in 1986 with the passage of P.L. 99-647. To reach the goals set out in this legislation, the federal agency Blackstone River Valley

³² *The Illinois and Michigan Canal National Heritage Corridor, Revolving Loan Fund*, [information on-line]; (Lockport, IL: Illinois & Michigan Canal National Heritage Corridor Commission, 2003); available from: <http://www.nps.gov/ilmi/RLF.html>; Internet; accessed on 3 March 2003.

³³ *About the Canal Corridor Association*, [information on-line]; (Lockport, IL: I&M Canal Corridor Association, 2003); available from: <http://www.canalcor.org/about.html>; accessed 3 March 2003.

Commission and their National Park Service staff developed a management plan that has supported over five hundred partnerships and directed a variety of tasks, from creating a system of visitor centers and interpretive sites, to working with local communities on restoring Main Streets and protecting open space. To assist with long-term planning, a Natural Resources Inventory and Assessment was conducted in 1997. This inventory led to a successful strategy of preserving the natural resources in the Valley by educating local decision-makers and citizens. Grafton, Massachusetts residents understanding of the importance of preserving one hundred and twenty four acres of mixed landscape for the protection of critical resources and wildlife habitat led to a popular vote and approval of a \$1.5 million purchase of the land. A compromise is the allowance of a small, clustered development on a portion of the property, which will also offset costs.³⁴

Currently, a focal program is Project Zap, a restoration initiative for the heavily industrialized and abused Blackstone River to return the water to a safe level for swimming and fishing by the year 2010. Like most national heritage areas, the Commission cannot own, manage land, or regulate activities, so all of this has been done with voluntary partnerships. In 1996, after ten years of successes, Congress extended the Commission's authority for another ten years. To prepare for this second decade, the Commission developed a set of Core Commitments to guide its work:

1. Tell the story of the American Industrial Revolution to a national audience and shape a visitor experience that makes this story accessible to large numbers of people;
2. Promote preservation and new life for the Valley's older village centers, mills, and other historic resources;
3. Assist local communities in balancing conservation and growth;

³⁴ Nancy Brittain, "Blackstone River Protects Nature in a Changing Cultural Landscape," *Natural Resource Year in Review* (Washington, DC: National Park Service, June 1999): 5.

4. Reaffirm an active commitment to preserving the health of the river system.

To accomplish these four goals, the Commission plans to emphasize heritage infrastructure, heritage programming, strategic design and planning assistance, the Blackstone Valley Institute, preservation and enhancement programs, and river recovery and recreational development. The Institute, sponsored by the Commission and its partners, is a virtual organization created in 1996 as a means to accomplish the increasing growth in the area. While the Commission had been committed to specific project planning and funding, it became obvious that local communities needed assistance in planning. The Institute was developed to do so, offering workshops, one-to-one consulting, local seminars, and technical assistance. Through these methods as well as a website presence, the Institute promotes information sharing between communities in the Corridor. According to the Institute's website, historic preservation has proven to be a particularly effective means towards fulfilling several objectives, including downtown revitalization, riverfront renewal, open space preservation, community planning, housing, economic development and natural resource protection. Reuse of the Valley's historic resources forms the backbone of their smart growth efforts.³⁵

As one of the oldest national heritage areas, Blackstone garners nearly its full \$1 million congressional allotment each year; the FY 2003 appropriation is \$800,000. The Commission distributes a portion of these funds to partners via cooperative agreements. Most of the projects combine historic preservation with natural resource conservation,

³⁵ *Blackstone Valley Website*, [information on-line]; (Woonsocket, RI: Blackstone Valley River Commission, 2002); available from: <http://www.nps.gov/blac/home.htm>; Internet; accessed what date 11 March 2003.

tourism product development, interpretation, or recreation. The 2002 budget of \$1,000,000 supported twenty-eight projects, including \$180,000 for ongoing development such as tourism marketing and Commission communications. For Strategic Development Programs and Community Projects, the remaining \$820,000 funded twenty-four projects, of which seven, twenty-nine percent, encompassed historic preservation for a total investment of \$157,500, or nineteen percent.³⁶

Lackawanna Heritage Valley

A partnership of government, business and civic organizations dedicated to the development of the Valley's historic, cultural, natural and economic resources through preservation, education, and promotion of our heritage. To this end, LHVA creates and facilitates the work of partnerships in community development programs.

Lackawanna Heritage Valley's national heritage area was created with P.L. 106-278 in 2000. It began with a strong sense of regional pride. The National Park Service added to planning efforts with a study for a cultural coal park in 1972. This work and other interest in heritage protection led to the development of the Pennsylvania Heritage Parks Program, discussed in chapter two, in 1984. The Lackawanna movement grew when, in 1986, the Delaware, Lackawanna and Western rail yard and its collection of steam locomotives became the Steamtown National Heritage Site, making it a unit of the NPS and strengthening that government agency's presence in the Valley. But it was congressional leadership that formed the steering committee and four hundred-member task force of leaders and citizens in 1989. Their vision and action plan for the regional heritage resources, formed in conjunction with NPS, led to the creation of a set of principles that would guide the planning process. A revision of their management plan,

³⁶ Liz McConnell, Chief of Administration, Blackstone Valley River Commission, interview by author, 11 March 2003; email communication same date.

formerly completed for statewide heritage area status, has been a priority for the management entity, Lackawanna Heritage Valley Authority (LHVA), a municipal authority since national designation. LHVA's mission is partnership-based, and over forty have been employed to fulfill it. A partnership page on their website hyperlinks from brochure graphics to the respective eight major partnering organizations: Lackawanna River Corridor Association, Scranton Tomorrow, Electric City Trolley, Steamtown National Historic Site, Everhart Museum, Northeast Pennsylvania CVB, Lackawanna Coal Mine, and Pennsylvania Anthracite Heritage Museum. Programs begun as a statewide heritage area continue under the new, national, status; a \$650,000 federal appropriation funds their work in 2003. The focus remains on capital projects that support heritage tourism as economic development, leaving marketing to the area convention and visitor's bureau. In addition to a regional way-finding signage program in this four county area, town centers and key tourism attractions such as the Electric City Trolley Station and Museum were developed. Cultural, folk life and natural resource studies have been conducted across the three thousand square miles to aid in planning. On the educational front, the establishment of the Young People's Heritage Festival involves young people of all ages, in a range of activities from old-time radio shows, train excursions, to traveling educational exhibits.³⁷ .

A portion of the budget is used to fund partnership projects. According to Jessie Ergot, Grants Administer for the LHVA, there are two funding methods. The Community Challenge Grant is for any request for funding under \$10,000; this program is designed to

³⁷ *Lackawanna Heritage Valley Website*, [information on-line]; (Mayfield, PA: Lackawanna Heritage Valley Authority, 2002); available from: <http://www.lhva.org>; Internet; accessed on 11 March 2003.

leverage dollars for larger projects, not to be the main source of funding. There is no grant cycle; requests are reviewed as they are received. The Major Partner Request program is for any request over \$10,000. These requests must be received at least one year in advance, and, if approved, are folded into the LHVA's request for both state and federal funding. In 2002 the two grant programs supplied \$491,000 for fifteen projects, of which four, twenty-seven percent, were historic preservation. These four represented approximately \$150,000, or thirty percent of the funding.³⁸ Since its inception in 1991, through 2002, the LHVA has invested and leveraged almost \$39 million throughout the project area. Fourteen percent of this has supported heritage-based tourism, including such projects as Steamtown USA and the Electric City Trolley Station and Museum. Twenty percent has funded revitalization investment in key communities such as Olyphant, Carbondale, Jessup, Blakely and Scranton. LHVA's funding is from four categories: federal at 43%, state at 29%, local at 17%, and private at 11%.³⁹

The Lackawanna Valley Heritage areas often encompass brown fields, strip-mined lands, and other vestiges of our industrial past. Properly cleaned up, reforested, or developed, sometimes with hiking and biking trails, these lands regain value and add to regional competitiveness. Interviewed recently about the Lackawanna Heritage Valley, Pennsylvania state senator Robert Mellow, a longtime regional leader, expressed a direct connection between quality of life and economic value. "You would never have had a developer laying out a subdivision and selling \$25,000 lots on former culm banks (mine

³⁸ Jessie Ergot, Grants Administrator, Lackawanna Heritage Valley National Heritage Area, with author 11 March 2003.

³⁹ Lackawanna Heritage Valley Report to the Community, 2002.

tailings) in Jessup, PA, without the adjacent Lackawanna Heritage Valley Trail and riverside park,” said Mellow.⁴⁰

National Coal

The National Coal Heritage Area (NCHA) preserves, protects and interprets historic, cultural and natural resources associated with West Virginia’s coal mining heritage to help stimulate tourism and economic development, thereby improving the quality of life for the region’s residents.

The National Coal Heritage Area was nationally designated in 1996 with the passage of the Omnibus Parks Bill 106-333. An initiative of Congressman Nick Joe Rahall II (R-WV), the idea of the NCHA began in the early 1990's when the National Park Service was directed to complete a study to evaluate significant "historic, cultural, natural and recreational resources" to determine the "feasibility of protecting coal mining and related resources in southern West Virginia."⁴¹ Currently under direction of the National Coal Heritage Area Steering Committee, this fifty two hundred square mile area is in a start up phase and has received three federal appropriations of \$250,000 each through the National Park Service; the 2003 allocation was \$210,000. These funds are allowing the NCHA to prepare the required management plan and environmental impact statement as well as a few start-up projects throughout the eleven counties. Once these components have been approved and projects have been identified for funding, up to \$1 million per year in federal matching funds could be appropriated each year, for a total of \$10 million.

The management plan as currently drafted encompasses four goals:

1. To inventory the existing coal mining related sites, structures, and artifacts

⁴⁰ Means, 8.

⁴¹ *Welcome to the National Coal Heritage Area!*, [information on-line]; (Charleston, WV: National Coal Heritage Area Steering Committee, May 3, 2002); available from: <http://www.coalheritage.org/moreabout.html>; Internet; accessed on 10 March 2003.

2. To build partnerships between interested local governments, organizations, individuals, and others
3. To identify future implementation projects and prioritize them based on resource risk and community capacity
4. To establish an organizational structure for best managing the National Coal Heritage Area so that it can be an effective focus for change in the communities and the region

Early initiatives include planning for long-term stability by the creation of a more formalized administrative organization to replace the Steering Committee. Educational outreach programming is occurring within a new partnership with the Division of Culture and History to create a series of traveling displays that tell the varied stories of the southern coalfields. The first, entitled *Black Diamonds* portrays a typical day in the life of a miner and, through the use of several hands-on activities, raises awareness of the many disciplines a miner must master. Another early project has been the renovation of the former non-denominational church into the Nellis Archives, a repository for the archival material of the county's first historic district. Partnerships are also key; some have already been established, while developing additional ones is a goal in the management plan. Currently the West Virginia Division of Tourism, Southern West Virginia Convention & Visitors Bureau, Coal Heritage Trail Association, National Coal Miners Memorial, Beckley Exhibition Coal Mine, Coalfields Expressway Authority have hyperlinks on the National Coal website.⁴²

Ohio & Erie Canal

To preserve and interpret for the educational and inspirational benefit of present and future generations the unique and significant contributions to our national heritage of certain historic and cultural land, waterways, and structures within the 100-mile Ohio & Erie Canal Corridor.

⁴² Ibid.

The Ohio & Erie Canal National Heritage Corridor, more recently known as CanalWay Ohio, was nationally designated in 1996 with the passage of the Omnibus Parks Bill P.L. 106-33. Many years of advocacy within the Cuyahoga River Valley, beginning as far back as 1917 with the establishment of a Metropolitan Park District in Cleveland and one in Summit County in 1921, led to this designation. Both of these parks acquired land, while a four-mile area around Independence was designated a National Historic Landmark in 1966. Later, a 19-mile section became the spine of the Cuyahoga Valley National Recreation Area, a National Park Service unit at the core of the heritage area. The official management entity is the non-profit Ohio & Erie Canal Association (OECA), who works with many partners to enact their mission. The Association benefits from the support of two primary partner organizations: the Ohio & Erie Canal Corridor Coalition and the Ohio Canal Corridor. In addition to these two non-profit partners, there are over forty-two other parks, museums and sites that are considered partners in this two thousand square mile area. These two non-profits evolved simultaneously at separate ends of the Cuyahoga River Valley to protect the resources of their specific geographic areas. Today they, along with Cuyahoga Valley National Park staff planner, provide technical assistance to OECA; they also each have five members on the OECA Board of Directors. The board and staff are currently implementing the first six-year phase of the management plan for this four county region through committees for Grants, Interpretation, Development, and Linkages and Venues; its current, FY 2003, federal appropriation is \$1,000,000. CanalWay Ohio is accessible by three modes of transit: the Ohio & Erie Towpath Trail, the CanalWay Ohio National Scenic Byway, and the Cuyahoga Valley Scenic Railroad. Developed into a multi-purpose trail for recreational,

sixty miles of what was once the towpath for mules to haul barges is now used by runners, hikers and families enjoying their history firsthand. Eventually it will connect Cleveland's lakefront to Dover and New Philadelphia. For automobile travelers, the Scenic Byway is the asphalt spine for CanalWay Ohio, connecting the many diverse natural, cultural, and recreational attractions found along the route. Offering a wide array of landscapes and settings that trace the stories of regional growth and development, travelers will find easy access to the Towpath trailheads and the Scenic Railroad passenger stations. The Cuyahoga Valley Scenic Railroad provides excursion rail service, for a fee, in an authentic climate controlled coach built circa 1940, through the Cuyahoga Valley National Park from Independence to Akron.⁴³

The OECA administers the Ohio & Erie Canal Matching Grant Program to assist with the development, renovation, and restoration of facilities and features within its boundaries that help visitors understand and appreciate important natural and cultural aspects of the corridor. According to Grants Administrator Jeff Winstel, the 2002 grants funded thirteen projects at \$707,000, and raised a significant match of \$1.7 million. Of this grant total, \$202,500, fifty-four percent, was expended on seven historic preservation projects, or twenty-nine percent. Other historic preservation successes include a partnership between the heritage area and the largest city within it, Cleveland. With mayoral support, a neighborhood preservation program has been funded with the Matching Grant Program. This program, combined with Community Development Block Grant (CDBG) funds, has been successful at identifying and gaining low-interest restoration loans for residents within the city's many historic districts. Winstel believes this has been an

⁴³ *Ohio & Erie Canal Website*, [information on-line]; (Akron, OH: Ohio & Erie Canal Association, 2003); available from: <http://www.canalwayohio.com>; Internet; accessed on 3 March 2003.

extremely effective program for restoring historic buildings, and is hoping to extend the program to Akron, the other major city within the heritage area. Akron's leadership has not expressed an interest in doing so, and only has four historic districts.⁴⁴

Quinebaug & Shetucket Rivers Valley

To assist in the development and implementation of integrated cultural, historical, and recreational land resource management programs that will retain, enhance and interpret these significant features.

Created in 1994 with the passage of P.L. 104-449, the Quinebaug & Shetucket Rivers Valley National Heritage corridor is working to preserve special qualities of the one thousand square mile river area, called the "last green valley" by many, while encouraging economic development. The corridor is managed by the non-profit Quinebaug & Shetucket Heritage Corridor, Inc., who has been administering such projects as adaptive use for mills, preservation of farmlands and scenic views, restoration of historic buildings, creation of regional greenways and trails, and the improvement of visitor facilities. While other national heritage areas managed by non-profits welcome donations, Quinebaug & Shetucket is unique in that it is membership based with management committees. Originally nationally designated as a Connecticut-based initiative with twenty-five communities, the corridor has been so successful that it was enlarged and expanded to include towns in Massachusetts in 1999. "An important step forward" is what U.S. Rep. Sam Gejdenson (D-CT) called the expansion proposal of nine

⁴⁴ Jeff Winstel, Grants Coordinator, Ohio & Erie Canal Association, telephone interview with author 3 March 2003.

Massachusetts communities and one Connecticut town, Union.⁴⁵ The inter-state partnership is very real, and became an economic reality recently, when a new \$4 million two-state visitor center was being planned for Thompson, Massachusetts just off of Interstate 395. Funding is based on \$2 million in federal dollars with the other \$2 million divided equally between Connecticut and Massachusetts. As of April, 2002, the funding was secured by both state legislatures, as evidenced by the down payment of \$5,000 made on a land purchase. “The fact that we have Massachusetts at the table to help fund a welcome center that isn’t even in their state, that is in itself a phenomenal thing,”⁴⁶ Connecticut Representative Shawn Johnston (D-Thompson) stated. Use of external partnerships brings outside expertise and acknowledgement of the importance of a heritage area’s assets. The Connecticut Chapter of the Nature Conservancy designated a 34,000-acre block of forests and watersheds within the Quinebaug-Shetucket corridor as one of forty-three most ecologically important areas from Maine to Maryland. Obviously proud of this designation, Quinebaug Highlands Project Director Bill Toomey said, “The conservancy is working to protect land in the Sacramento River Valley, the Palmyr Atoll in the Pacific, and China. And here.”⁴⁷ Charlene Cutler added, “I think that reinforces what a resource this area is, but it also gives us more resources to protect the land.”⁴⁸ While the Quinebaug Highlands Project has been purchasing land for preservation, (two hundred eighty five acres is currently owned or in the process of transfer), it is not their intention to buy all land in the area. They are educating landowners about other ways to

⁴⁵ John Dignam, “Corridor completes 1st hurdle Nine Mass towns may join heritage area,” *Worcester Telegram & Gazette*, 16 July 1999.

⁴⁶ Vito J. Leo, “Visitors center gets down payment; Connecticut towns commit to \$5,000 for 14 acres,” *Worcester Telegram & Gazette*, 5 April 2002.

⁴⁷ John Dignam, “Nature Conservancy adds its voice,” *Worcester Telegram & Gazette*, 18 August 2002.

⁴⁸ *Ibid.*

protect private property, offering towns the tools needed to protect land and to develop sensibly. Utilizing the National Trust for Historic Preservation, Quinebaug-Shetucket hopes that nominating the last green valley to the Trust's list of the *Eleven Most Endangered Historic Places in America* will alert people to the threats to the area. With more than one hundred applications for the designations each year, the Valley may have a difficult time being placed on this list, designed to bring attention to endangered historic resources throughout the nation. Although listing does not provide protection or funding, it has been a powerful publicity tool for generating other resources. Cutler listed the threats to the valley as pressure from unrestricted subdivisions, low land prices, potential casino development, and farm economic issues. "Putting this area into the national context is very important to us. When we call this region the 'last green valley' we surely do not want to be referring to it in the past tense."⁴⁹

In one attempt to deal with the issue of unrestricted subdivision development, the Select People of Thompson, Massachusetts unanimously supported an ordinance that restricts the sale of town-owned real estate. With hundreds of subdivision lots already approved, concern about growth control has caused this action. "With this new ordinance, we're saying the town is not really interested at this point in selling its land. At least the town has control of these parcels where development is concerned," stated First Selectman Douglas Williams.⁵⁰ Cutler says that the last green valley's blessing of undeveloped, inexpensive land is also its curse. Out of area buyers value the quality of life in the valley, and see housing prices as nominal compared to other, more developed parts of

⁴⁹ Peter Marteka, "Being on a mission to protect 'The Last Green Valley,'" *The Hartford Courant*, 29 January 2003.

⁵⁰ Vito J. Leo, "Plan aims to slow growth," *Worcester Telegram & Gazette*, 6 September 2002.

New England. The increasing pressure of development is making the Corridor's mission harder each day. John Filchak, Executive Director of the Northeast Connecticut Council of Governments, is not sure that the balance of development and preservation of resources is something that towns can afford. Quoting social issues such as high teen pregnancy and unemployment rates, he feels that the rural feel of the valley is just one piece of the story. Due to economic development not being created equal – some towns get the jobs, others might get the tax expenses such as schools and roads – towns need to work together to address regional growth. “We’re entering an era where it’s no longer town government in its traditional sense. If we’re going to survive, we’ve got to start looking at partnerships with our neighbors, and there are all sorts of possibilities,” Cutler said.⁵¹ Tackling threat number three, the Heritage Corridor, Inc. recently went on record opposing the development of casinos in the one thousand square mile area after taking an unofficial vote of top officials in each of the corridor's communities and finding that thirty-one, or eighty-nine percent, were opposed to casinos due to adverse impacts and resource depletion seen in neighboring towns where casinos developed. Farmland issues are also being addressed by Quinebaug & Shetucket. Aimed at preserving the agricultural landscape by helping farmers stay in the business, the Heritage Corridor, Inc. is working with farmers in the corridor to promote local products through a labeling and distribution system. Spurred by the new farm bill that sets the payment rate for raw milk incredibly low, the group is also working with their legislative leaders to seek alterations to the farm bill as well as federal subsidies. Farmers are too busy to tell their story; they are grateful for the assistance of advocates like the Heritage Corridor who has established

⁵¹ John Dignam , “Pressures crowding the ‘Last Green Valley’,” *Worcester Telegram & Gazette*, 18 August 2002.

a new subcommittee on agricultural issues in response to this growing problem.⁵²

Like Blackstone River Valley, the Quinebaug & Shetucket has established an institute to help Valley communities sustain their environment and quality of life while growing their economies. The Green Valley Institute (GVI) was created through a formal partnership with the University of Connecticut, College of Agriculture & Natural Resources as well as the University of Massachusetts Extension Service; many others have assisted. The GVI is a non-regulatory organization dedicated to improving the knowledge base from which land use and natural resource decisions are made, and building local capacity to protect and manage natural resources as the region grows. By targeting audiences who most influence land use in the Valley, including private landowners, municipal boards and commissions, land trusts and local builders/contractors, it attempts to insure they have the information, knowledge and resources they need to make good land use decisions as they plan for the future. This last green valley is attempting to assist all of the towns in the corridor by completing a study of each of the towns in the corridor in an on-going relationship with graduate students at the University of Massachusetts at Amherst. In 2002, the towns of Holland and Charlton, Massachusetts were chosen for studies; they each had a town landscape plan developed for them. An important part of the process was a series of town meetings and community input on history, housing, and water.⁵³

⁵² Jean Laquidara Hill, "Farmers set goals," *Worcester Telegram & Gazette*, 21 November 2002.

⁵³ Patty Lawrence-Perry, "Holland meeting at 7," *Worcester Telegram & Gazette*, 22 April 2002.

Partnerships in the Quinebaug & Shetucket Valley became more formalized in 2002, when a compact was signed by representatives of all thirty five communities, cementing their commitment to the national heritage corridor designation and elevating the status of this last green valley to other New England natural treasures such as the Berkshires, the Maine Coast, and Cape Cod. Massachusetts State Representative Paul Kujawski (D-Webster) described the occasion as “real unity at its best. We’re gathered here ... to preserve these lands for future generations.”⁵⁴

As with most heritage areas, cultural heritage tourism is a major program of the Quinebaug & Shetucket. Over seventy-nine valley walks have been designed and are promoted by the Heritage Corridor as part of their heritage tourism program. Ranging from developing a wildlife garden, watching buffalo roam, hunting for wild edibles and touring a vineyard, the walks are designed for a wide variety of tastes and accessibility. (Gift to town celebrate Polish American heritage by Karen Warinsky Worcester Telegram & Gazette October 9, 2002)

The 2002 Partnership Program grants of the Quinebaug & Shetucket was funded at \$100,000, which brought in \$500,000, or a 5:1 match ratio, to complete seventeen projects. Three, eighteen percent, of these were historic preservation projects, which amounted to \$22,000 or twenty-two percent of the funding. The grant program will

⁵⁴ Vito J. Leo, “‘Last Green Valley’ to be shielded; 35 towns sign historic agreement,” *Worcester Telegram & Gazette*, 15 February 2003.

receive the same level of funding in FY 2003, with an additional \$200,000 especially for historic preservation projects throughout the area.⁵⁵

Heritage areas have changed administratively, organizationally, and financially over the last twenty years, as well. The Quinebaug & Shetucket began in 1997 with a director (Cutler) and a \$100,000 budget in a shared office with two chairs and a borrowed rotary telephone. Now, six short years later, the office is located in a 2,000 square-foot historic mill with five employees and over one hundred volunteers. The group has developed hundreds of public and private partnerships including affiliations with universities, implemented programs dealing with land use, resources, and tourism, and has an annual budget over \$1 million. In 2001, the corridor more than matched its \$515,000 federal appropriation with \$14 million in matches and services. As Cutler says, "...many people think we are just about historic preservation and creating trails. What we do is much more complicated than that."⁵⁶

Rivers of Steel National Heritage Area

Committed to preserving, interpreting, and managing the historic, cultural and natural resources related to Big Steel and its related industries.

The Rivers of Steel National Heritage Area was formed in 1996 with the passage of the Omnibus Parks Bill, P.L. 104-333. It is one of the five Pennsylvania heritage areas that are both state and nationally designated. Administered by the non-profit Steel Industry Heritage Corporation, its strength can be shown in its FY 2003 federal appropriation of \$1,000,000, the maximum amount allowed. Reaching across seven counties, multiple

⁵⁵ Charlene Cutler, Executive Director, Quinebaug & Shetucket Heritage Corridor, Inc., email correspondence with author, 3 March 2003.

⁵⁶ John Dignam, "Agency changes to meet mission," *Worcester Telegram & Gazette*, 18 August 2002.

municipalities, and almost three thousand square miles, the Rivers of Steel management plan is formed around the telling of the story of the heritage of steel, iron, and glass in Pennsylvania. Executive Director Randy Cooley is also the voluntary chair of the Alliance of National Heritage Areas. This heritage area really began making headway in 1999 as strong partnerships were solidified with developers and officials in towns throughout the region. Private investment in the area as a spin off of the Corporation's efforts included upscale housing along rivers and restoration of historic buildings for everything from artist studios to office space.⁵⁷

From 1996 to 2002 Rivers of Steel has funded \$40 million for one hundred and twenty community projects throughout its region. Its largest preservation project to date is the restoration of the Bost Building in Homestead. This National Historic Landmark underwent a \$4.5 million restoration and now serves as the area's visitor's center, including an exhibit space dedicated to the American Worker, as well as offices for Rivers of Steel. This project was funded through a combination of federal, state, and local government funds as well as through local foundations. A buy-a-brick fundraiser was used more for promotional purposes than real funding purposes. Rivers of Steel's impressive grant program continues to be funded by the Pennsylvania Heritage Parks Program (PHPP), rather than through the federal legislation. In 2002, \$410,000 grant dollars funded nineteen projects; \$130,000, forty-two percent, went to six, or thirty-two percent, historic preservation projects.⁵⁸ Over the years 1996 through 2002, this program has funded \$40 million for one hundred and twenty projects throughout the region.

⁵⁷ "Steel Phantoms A 'living museum' will recall our industrial heritage," *Pittsburgh Post-Gazette*, 26 May 1999.

⁵⁸ Jeff Leber, Rivers of Steel Grants Administrator, telephone interview with author and email correspondence, 7 March 2003.

Representative preservation projects include the Flatiron Building in Brownsville, the B.F. Jones Library in Aliquippa, and the Carnegie Libraries in Braddock and Homestead.⁵⁹

A significant preservation project is being planned through the designation of the historic Homestead Mill Works, circa 1879, including the Carrie Furnace, Pump House and Water Tower (thirty eight acres in all) as a National Historic Site. Plans for the site include visitor walkways around the Carrie Furnaces. The 1892 Battle of Homestead waged between strikers and guards will be told through The Pump House. The nearby Bost Building, a National Historic Landmark, played a role in the strike and will house an exhibit on the union movement.⁶⁰ As of February of 2003, legislation had been introduced in the House, HR 521, to establish the Steel Industry National Historic Site.⁶¹

Schuylkill River Valley

Conserve, interpret and develop the historical, cultural, natural and recreational resources related to the industrial and cultural heritage of the Schuylkill River Valley of Southeastern Pennsylvania.

The Schuylkill River Valley National Heritage Area began its journey to national designation in 1987, when the River was designated Pennsylvania's first scenic river. In 1995 the corridor became part of the Pennsylvania State Heritage Park system, and from that point through 2001, \$1.8 million in state funds leveraged \$3.25 million in matching

⁵⁹ "Rivers of Steel received \$410,000," *The Valley Mirror*; [article on-line]; available from: <http://riversofsteel.com/articles/valleymirror15.asp>; access 4 March 2003.

⁶⁰ *Welcome to the Rivers of Steel National Heritage Area*, [information on-line]; (Homestead, PA: Steel Industry Heritage Corporation, 2003); available from: <http://www.riversofsteel.com>; Internet; accessed on 12 March 2003.

⁶¹ Brenda Barrett, *Heritage Area Bulletin Board February 2003*, [newsletter on-line]; (Washington, DC: National Park Service, February, 2002); available from: <http://www.cr.nps.gov/heritageareas/REP/bulletin0203.pdf>; Internet; accessed 15 March 2003.

funds for projects throughout a four county region through the Pennsylvania Heritage Parks Program (PHPP). In 2000, with the passage of P.L. 106-278, the focus area grew larger as it encompassed the entire watershed, over three thousand square miles, in a five county region, encompassing one hundred and fifty boroughs including Philadelphia. The larger area will allow the non-profit Schuylkill River Greenway Association, the recognized management entity for the area, to address larger watershed issues and to include more partners from the larger area who have expressed interest in the Association. As a newly designated national heritage area, they are currently preparing the required management plan and environmental impact statement, due in October, supported by a \$500,000 FY 2003 federal appropriation. They have held numerous public meetings and forums to gain insights from multiple stakeholders as to the evolution from a state heritage park to the new national heritage area.

At this time there is no national grant program in place, but in its seven-year history of funding projects as a state heritage park through the PHPP, their track record on preservation is excellent, accounting for about one-half of the grant funding. Over sixty projects have been funded to grant partners. Continuing the state-funded grant program while the national management plan is developed, \$401,000 was received from the Pennsylvania Parks Program in 2002, which funded \$301,000 in matching grants; the remaining \$100,000 was used for administrative expenses. Divided between Purpose & Study and Implementation grants, there were nineteen projects funded. Of these, eight were historic preservation planning grants and four were historic preservation bricks and mortar projects. Together these twelve preservation projects, sixty-three percent of the

total number of projects, totaled \$162,820, or fifty-four percent of the total grant budget.⁶² According to Executive Director Dixie F. Swenson, Purpose and Study grants not only lay the planning groundwork for the implementation projects, but also provide a solid foundation with the local partner, including grassroots support. Once the management plan is approved and federal funding is available, it may or may not be used for this grant program. Swenson envisions its use for overarching projects that use the Schuylkill River theme to tie the various elements of the heritage area together.⁶³

Shenandoah River Valley Battlefields

To preserve, conserve and interpret the Valley's Civil War legacy – the places, the events, and the people (soldier and civilian) before, during and after the War.

The Shenandoah River Valley Battlefields National Historic District, established in 1996 with the passage of the Omnibus Parks Bill, P.L. 104-333, is comprised of eight counties and four cities as well as, more significantly, ten battlefields and a number of historically important transportation routes in Virginia. Following years of planning and public input, the Shenandoah Valley Battlefields Foundation, Inc. was formed in 2000 as the recognized administrative non-profit to foster partnerships and create incentives for communities to collaborate on preservation-related opportunities. A Cluster Plan was adopted as a management strategy in the management plan, which structures the four thousand square mile District in geographic clusters consisting of battlefields, nearby towns, and other visitor sites. Five main centers focus the visitor orientation services while moving them between the historic clusters. The Foundation now works in three

⁶² David Downs, Heritage Coordinator, Schuylkill River Greenway Association, telephone interview with author 3 March 2003.

⁶³ Dixie Swenson, Executive Director, Schuylkill River Greenway Association, telephone interview with author 3 March 2003.

areas: battlefield and resource protection, interpretation and education, and visitor services and tourism supported by a 2003 federal appropriation of \$500,000.

Battlefield and resource protection through land and easement acquisition is focused on the ten battlefields identified in the legislation. Twenty-one thousand acres of core battlefield land retain historic integrity, but less than ten percent is protected from development. Only key lands that best support visitation, interpretation and commemoration are targeted for protection by the Foundation. Protection efforts are ranked by priorities: Level One is core battlefield land; Level Two are study areas related to core fighting areas; and Level Three are resources related to the battlefields.⁶⁴ Thus far, the Foundation has protected through purchase sixty-eight acres at three battlefields. They have also supported local efforts to purchase historic buildings such as the Mansion House and Fort Collier. They have helped raise \$550,000 of local government funding and \$3.5 million in state funding to provide the federal funds match. Private funds leveraged have also been considerable. The total leveraged amount has been eight to one.⁶⁵ Due to the large number of acres to be preserved and the limited amount of funding to do so, the Foundation is committed to not just purchasing endangered parcels, but is also planning to employ a variety of preservation techniques that will maintain private property benefits such as tax programs and while accurately reflecting the Valley's character. Ranging from the use of easements, land leases, and

⁶⁴ *Executive Summary of the Shenandoah Valley Battlefields National Historic District Management Plan*, [information on-line]; (New Market, VA: Shenandoah Valley Battlefields Foundation, 2003); available from: <http://www.shenandoahatwar.com>; Internet; accessed on 2 February 2003.

⁶⁵ *Resource Protection*, [information on-line]; (New Market, VA: Shenandoah Valley Battlefields Foundation, 2003); available at: http://www.shenandoahatwar.com/frame_rpro.html; accessed 2 February 2003.

various types of regulatory measures such as zoning and overlay designations, they have a seven-year program of work outlined for implementation. The second area of work, interpretation, is where the Foundation, again working with various partners, will develop and implement an interpretive plan including visitor education. Built upon three themes, The Valley, The Campaigns, and The Battles, interpretative programs will include living-history demonstrations, battlefield reenactments, a unified way-finding system, and a shared marketing campaign. The Cluster Plan is most obviously related to the visitor services portion of the Foundation's work. Five clusters will be developed in relation to one or more of the ten District battlefields. Each cluster will feature a Civil War orientation center that will serve as an interpretive focal point. The centers will direct visitors to the battlefields themselves as well as related sites and resources nearby. The way-finding system will build upon the existing Virginia Civil War Trails program to guide visitors to, between, and within each cluster.⁶⁶ In addition to battlefield purchases, \$119,643 was funded to eighteen grant projects in 2002. Of those, eight, forty-four percent, were historic preservation-related, representing \$69,883, or fifty-eight percent of the grant total.⁶⁷

South Carolina

The South Carolina National Heritage Corridor (SCNHC) is a grassroots initiative designed to use natural, cultural, and historic resources to provide economic development through tourism.

⁶⁶ *Executive Summary of the Shenandoah Valley Battlefields National Historic District Management Plan*, [records on-line]; (New Market, VA: Shenandoah Valley Battlefields Foundation, 2003); available from: <http://www.shenandoahatwar.com>; Internet; accessed on 2 February 2003.

⁶⁷ John Hutchinson, Program Manager for Resource Protection, Shenandoah Valley Battlefields Foundation, telephone interview with author and email communication 3 March 2003.

The South Carolina National Heritage Corridor (SCNHC) was nationally designated in 1996 with the passage of the Omnibus Parks Bill, P.L. 104-333. The designated area, running from the northwestern foothills of Oconee County, along the Savannah River, through the Edisto River Basin, to Charleston, covers fourteen counties and almost ten thousand square miles. The corridor is administered by a statewide partnership board with representatives from each county, regional boards, and staffed through the Heritage Tourism Development Office in the South Carolina Department of Parks, Recreation and Tourism; its main goal is to increase tourism. The FY 2003 federal appropriation is \$1,000,000. The management plan provided for its division into four regions and two tourism routes, Discovery and Nature, which provide a cross-section of the landscape, history, and culture of the area. Partnerships are not necessarily formalized, but eighty-six hyperlinks for sites, events, cities, tourism agencies and throughout the corridor are listed on the website.⁶⁸

Most projects since the formation of the SCNHC have been marketing related, including eleven tourism brochures promoting specific towns as well as general heritage along the route. The brochures range from African-American heritage to mountains, mills and memories. A discovery system is undergoing development to assist travelers with information at various points along the corridor. Four Discovery Centers are considered tourist jumping-off points, located in a variety of types of buildings and featuring interactive displays. In the northwest corner of the corridor, on Clemson's campus, a showcase home built by *Southern Living* has become the first of these Centers,

⁶⁸ *About the Heritage Corridor, Join Us On A Heritage Adventure*, [information on-line]; (Columbia, SC: Heritage Tourism Development Office in the South Carolina Department of Parks, Recreation and Tourism, 2003); available from: <http://www.sc-heritage.org>; Internet; accessed on 12 March 2003.

showcasing the region's natural beauty, history, and places of interest. The second is planned for a historic house in Edgefield this year. The third will be located outside of Blackville in a Clemson farm education building, and the last will be in Charleston, at the other end of the corridor, near the existing Welcome Center and the train sheds.

Discovery Stops will be staffed information areas along the corridor, such as museums, while Discovery Sites are places of interest along the corridor that agree to carry general corridor information but are not necessarily staffed. These could include such locations as a restaurant or farm.⁶⁹ The 2002 grant program awarded \$303,438 to twenty projects, fourteen, seventy percent, of which encompassed historic preservation. These projects garnered \$243,013, or eighty percent of the funding.⁷⁰

Southwestern Pennsylvania

Preservation and interpretation of the region's resources to promote regional tourism and stimulate economic development in the area.

The Southwestern Pennsylvania Heritage Preservation Commission (SPHPC) is a federal agency that administers one of the earliest national heritage areas, the Southwestern Pennsylvania National Heritage Area (SWPNHA), through their non-profit spin-off organization, Westsylvania Heritage Corporation (WHC). The SPHPC and the WHC are two separate entities with a common mission and vision. Budgeted through the National Park Service construction budget instead of the Heritage Partnership congressional allocation, the FY 2003 appropriation is \$2,500,000. Initially nationally designated as the

⁶⁹ Mark Wagon, Program Coordinator, Marketing Development, Heritage Tourism Development Office in the South Carolina Department of Parks, Recreation and Tourism, tour and interview with author 20 May 2002.

⁷⁰ Devon Harris, Grants Program intern, Heritage Tourism Development Office in the South Carolina Department of Parks, Recreation and Tourism Program, telephone interview with author 4 March 2003; and *South Carolina National Heritage Corridor Approved Grants by Region & County*, Heritage Tourism Development Office in the South Carolina Department of Parks, Recreation and Tourism, 17 December 2002.

American Industrial Heritage Project (AIHP) in 1984 with the passage of P.L. 98-473, the SPHPC came about with the passage of P.L. 100-698 in 1988, but the work continued in the same vein. The 1987 action plan for the AIHP identified key projects to preserve dozens of nationally significant resources related to iron and steel, coal, and transportation in the southwestern Pennsylvania area and, in 1988, the SPHPC was charged with a mission to recognize, preserve, promote, interpret and make available to the public the cultural heritage of the nine county region. With NPS assistance, and utilizing Historic American Building Survey and the Historic American Engineering Record, over 2,700 resources were documented. Use of a traditional historic preservation tool increased; as of 2000, the number of National Register properties and districts doubled, from 148 to 282. During this assessment, it was determined that cultural and natural resources were interlinked and often inseparable; thus, the working definition of heritage includes both.⁷¹

Although many resources existed, it was apparent that, as a basis for heritage tourism, new facilities and upgrades to existing facilities would have to occur. From 1990 through 1997, a major construction program at more than twelve sites resulted in expanded missions for more than sixty-five partnering preservation, conservation, and community organizations. According to Jack York, Communications/Program Specialist with the WHC, thousands of partnerships over the years have been created, some official, and some no more than conversations and common interests.⁷² Currently, four formalized

⁷¹ *The Art of the Possible: The Work of the Southwestern Pennsylvania Heritage Preservation Commission 1988-2000*, The Southwestern Pennsylvania Heritage Preservation Commission, 2001.

⁷² Jack York, Communications/Program Specialist, Westsylvania Heritage Corporation, telephone interview with author 7 March 2003.

partnerships support the efforts of the SPHPC and WHC: American Countryside Tourism Strategies, Environmental Information Services, The Progress Fund, and Destination Culture, Inc.

Working together on these construction projects created partnerships to fund projects. By 1994, consistent funding was coming from a more diverse set of sources and was being distributed to more organizations, particularly smaller groups who had never received large grants or federal funds. At the same time, working together generated interest in regional promotion, and the Path of Progress, a five hundred-mile tourism route, was opened. More than six hundred signs marked this route, generating interest in the area for both citizens and travelers alike. In 1998, the Commission undertook a survey of visitors to the heritage sites within the Path of Progress, a nine county region containing twenty historical sites that were renovated at a cost of \$88.2 million. According to a report produced by Pennsylvania State University, a comparison of the operations over this time span demonstrated an average annual net gain of \$11 million per year in direct impacts from non-resident expenditures. Based on yearly increases, this impact is expected to continue climbing upward.⁷³

While the SWPNHA does not currently have a loan program similar to other national heritage areas, it did until 1996 when it created a separate non-profit, *The Progress Fund*, to continue the Commission's previous loan program that had provided funds for over twenty businesses and organizations. The Commission had found that, while providing

⁷³ Charles H. Strauss & Bruce E. Lord, "Economic Impacts of a Heritage Tourism System," Pennsylvania State University, 2001.

grants in their early years was successful, they needed to alter their methodology and provide seed money for economic development, always keeping preservation in the picture. Providing seed money rather than grants has allowed the Fund to leverage more traditional forms of economic development financing. While not a strict historic preservation fund, this typical historic preservation tool – a revolving loan fund – emphasizes economic development based on heritage tourism, and fifty-four percent of its projects have saved historically significant structures. Since 1997, the *Fund* has made ninety-nine loans totaling \$9 million, of which fifty-four were historic preservation projects. Projects have ranged from Bottle Works Ethnic Arts Center to Just for Kids Daycare to the West Penn Railways Trolley Station.⁷⁴

While difficult to quantify in the same way as other national heritage areas because of the organizational structure, historic preservation is a large part of what the SPNHA does and supports. About one-half of the 2002 \$3 million budget supported historic preservation in some way; it also leveraged between \$25 and \$30 million. York thought this figure might even be an underestimation; that's a lot of funding for historic preservation in almost twenty thousand square miles of southwestern Pennsylvania.⁷⁵

As it enters its third decade, the SPNHA is looking forward to new challenges with its twenty-seven counties and almost one thousand municipalities. It has identified six key areas of concentration: continued and better public involvement; a strong regional

⁷⁴ *The Progress Fund*, [information on-line]; (Hollidaysburg, PA: The Progress Fund, 1999-2003); available from: <http://www.progressfund.org>; Internet; accessed on 4 March 2003.

⁷⁵ Jack York, Communications/Program Specialist, Westsylvania Heritage Corporation, telephone interview with author 7 March 2003.

marketing plan to promote outside of Westsylvania; better integration of economic development and heritage development activities through diversity; creation of Virtual Westsylvania via an online network; development of a regional interpretive plan based on stories of the region; and the development of additional key sites that are essential to telling the whole Path of Progress story.⁷⁶

Tennessee Civil War

To preserve and interpret the stories, effects, and legacy of the Civil War and Reconstruction-era history of every Tennessee county through research, tourism, and public programs.

Created by the passage of the Omnibus Parks Bill, P.L. 104-333 in 1996, the National Heritage Area on the Civil War in Tennessee (NHACWTN) has the distinction of being the only national heritage area administered through a university. The Center for Historic Preservation (CHP) at Middle Tennessee State University (MTSU) submitted a proposal to the National Park Service for a heritage area based on the legacy of the civil war throughout the entire state of Tennessee. It was one of eight national heritage areas selected of the forty-one submitted during the 1995 call for proposals. While MTSU serves as the Executive Agency and a clearinghouse, two major state partners already on board are the Tennessee Historical Commission and Tennessee Department of Tourism Development. The legislatively required management plan was approved in 2002, and the management plan has been submitted to the NPS and is pending approval sometime this year. It includes an interpretive plan that identifies eight corridors and five sub-themes, War Clouds on the Horizon, Battles & Leaders, Occupation & Homefront,

⁷⁶ *Path of Progress*, [information on-line]; (Hollidaysburg, PA: The Southwestern Pennsylvania Historic Preservation Commission, 2003); available from: <http://www.sphpc.org>; Internet; accessed on 4 March 2003.

Reconstruction, and Legacies, throughout this forty one thousand square mile area, the largest nationally designated thus far. Covering the entire state of Tennessee, there are hundreds of counties and municipalities, requiring multiple partnerships. The 2003 federal appropriation is \$210,000.⁷⁷

One of the newest national heritage area, the NHACWTN began their grant program, called the Consulting Partnership Initiative, in 2002 with \$22,000 in federal seed dollars out of a \$210,000 total federal appropriation. This funded three projects, none of which are bricks and mortar preservation, but which support heritage tourism: development of a Civil War driving tour, and two historical museum exhibits. The federal match is estimated to be 1:18; approximately \$396,000 was leveraged.⁷⁸

Wheeling

To preserve and recreate the vibrant urban experience of Downtown through assisting public and private investments in projects and programs that support the “Plan for the Wheeling National Heritage Area.”

The Wheeling National Heritage Area’s first attempt at heritage area national designation, in 1994 and sponsored by Rep. Alan B. Mollohan (D-WVA), H.R. 2843 failed by fifteen votes of the two-thirds majority vote needed. A 1992 estimate of the proposed management plan implementation was \$28 million. Rep. Wayne Allard (R-CO), reasoned his opposition to the heritage area with his concerns that the federal government could not afford to support such new projects when the National Park Service is already experiencing difficulty with current property maintenance and daily

⁷⁷ *The National Heritage Area on the Civil War in Tennessee Compact and Master Plan*, Center for Historic Preservation, Middle Tennessee State University, December 2001.

⁷⁸ Antoinette G. vanZelm, Interpretive Specialist, National Heritage Area on the Civil War in Tennessee, telephone interview with author 27 February 2003.

park operations.⁷⁹ While national designation was pending, Senator Robert Byrd (D-WVA) was instrumental in garnering special federal appropriations to support the early economic development efforts of this partnership effort. The Wheeling National Heritage Area was nationally designated in 2000 with the passage of P.L. 106-291, but it has been operating like a heritage area since 1995. The area incorporates one county and one city, Wheeling, West Virginia, and eleven square miles. The official administrative agency is the non-profit Wheeling National Heritage Area Corporation, who is currently updating their second decade management plan; the first as a nationally designated heritage area. Their FY 2003 federal appropriation is \$580,000. Executive Director Hydie Friend estimates that they have worked with over twenty-five partners since beginning their efforts.

Wheeling National Heritage Area has had a grant program in place, off and on, since 1995. It originally funded interpretation and conservation, but now only funds interpretation. The current grant budget is \$200,000; the total number of projects is not yet determined because a second round of applications is pending. Of those awarded, two were historic preservation, totaling \$30,000, or fifteen percent of the grant budget.⁸⁰ There are other historic preservation efforts organized and funded by the Corporation. First, the Wheeling Artisan Center was envisioned and developed from a dilapidated historic building in downtown Wheeling. This \$5 million federally-funded renovation of a mixed-use development with retail, dining, office, and exhibition space is owned by the

⁷⁹ “Wheeling Historical Area Fails In House,” *Congressional Quarterly Weekly Report* Vol 52, no 15, (16 April 1994): 885.

⁸⁰ Hydie Friend, Executive Director, Wheeling National Heritage Area, telephone interview and email correspondence with author March 2003.

City of Wheeling and rented by the Corporation for \$1.00 per year; it spurred \$1 million in private funds for the renovation for the dining and retail spaces. Friend is particularly proud of another preservation project, which she says is the perfect heritage area example of economic development through preservation and partnerships. The Corporation was the catalyst agency for the Wheeling Stamping Building project. This four-story historic industrial building was a significant eyesore in the heart of downtown Wheeling. A \$1.8 million exterior stabilization, financed by the Corporation, spurred an interior renovation funded at \$8.2 million with a mix of state, local and local non-profit funding to complete the renovation of office space. Now leased to a law firm that has generated one hundred jobs, (and intends to climb to two hundred and fifty), the building was restored according to the *Secretary of the Interior's* Standards for the Treatment of Historic Properties and is taking advantage of the investment tax credits.⁸¹

The Wheeling National Heritage Area made the re-development of their historic downtown into a Victorian outlet center a top priority project in October of 2001. Designed to revitalize the downtown giving old and empty buildings new life, proponents believed that the influx of high-end retail outlet stores in would provide job opportunities, tax revenue, and attract approximately 3.5 million shoppers annually. “The idea is to fundamentally remake our downtown,”⁸² stated Wheeling National Heritage Area Corporation chair Bill Wilmoth. While the WNHAC has been the catalyst for a new downtown waterfront, renovation of the suspension bridge, and the conversion of a downtown building into a brew pub and artisan center, there is general agreement that

⁸¹ Ibid.

⁸² Chris Stirewalt, “Wheeling shopping center proposal may revive downtown,” *Charleston Daily Mail*, 15 January 2002.

downtown Wheeling is in need of a bold solution for the decaying downtown. The proposed plan is bold in two ways: it's a financially large project at \$160 million, and it requires ninety percent of the downtown property to be purchased. Proposed financing of the Wheeling Victorian Outlet Center (WVOC) is through a public-private partnership. A tax increment finance district would be created to cut taxes for the development. A requested \$80 million bond would be repaid via sales taxes generated within the WVOC. The balance of \$80 million would come from private investment. A property company would control ownership of the entire project area. As the city cleared the way for eminent domain to be utilized, current property owners within the proposed outlet mall area were initially concerned about their property rights. There are a handful of businesses currently located within the target area, and they are concerned about being bought out. Not being part of the planning has caused a major problem with some property owners who have invested in the downtown with their own finances. Building and business owner Ty Blice said, "It's like they're saying, "Thanks for keeping the bench warm but you can leave now. We purchased this as an investment for our retirement and our children's future. We're not going to give that up."⁸³ However, Wheeling Mayor Nick Sparachane and many Wheeling residents welcome the outlet mall. A petition signed by over twenty-five hundred Wheeling residents was presented to West Virginia Governor Bob Wise in February of 2002. Wise had previously endorsed the project during his State of The State address, and the West Virginia Development Office recently issued a strong endorsement for the project.⁸⁴ Mayor Sparachane says that he and the entire city council are responding to the concerns of Wheeling citizens to

⁸³ George Hohmann, "Some Wheeling business owners feeling threatened by outlet project," *Charleston Daily Mail*, February 21, 2002)

⁸⁴ George Hohmann, "Racetrack funds sought," *Charleston Daily Mail*, February 26, 2002.

get the downtown back to a vital center core for the city. There have been some disagreements, but most have died down. The use of eminent domain is to be used as a means of last resort for acquiring property. But some members of the Wheeling Renaissance group, formed to question the project, won't be satisfied. Even if the (outlet mall) promoters are successful, "there will never be another day when entrepreneurs can come into downtown Wheeling because it will be all owned by a group that can fit into a phone booth."⁸⁵ Reasoning behind the group ownership is that the only way to make the project succeed is for the center to appear to the public and to its retail tenants "as a well-managed, single-owner project with an appropriate tenant mix for a project of this type. Building owners or tenants who do not abide by that principle likely jeopardize the entire project, to the detriment of all."⁸⁶ This type of language seems to support the claim of Wheeling Renaissance member Ron Bence, downtown property owner, who said people have not been fully informed and that the developers have "come in with threats, intimidation, extortion, rudeness."⁸⁷ As another example, a request for redevelopment proposals wasn't published until November and provided for only ten days for Wheeling Renaissance or others to submit a plan. Although they did, the city council voted to accept the Wheeling National Heritage Area Corporation plan for the outlet mall. One positive outcome has been increased communication between current property and business owners in Wheeling's downtown and the potential developers.⁸⁸

⁸⁵ George Hohmann, "Some Wheeling business owners feeling threatened by outlet project," *Charleston Daily Mail*, February 21, 2002.

⁸⁶ George Hohmann, "Wheeling giving up control," *Charleston Daily Mail*, 4 March 2002.

⁸⁷ George Hohmann, "Some Wheeling business owners feeling threatened by outlet project," *Charleston Daily Mail*, February 21, 2002.

⁸⁸ *Ibid.*

The proposed outlet mall has been a major, mostly negative, newspaper story since its announcement. The WNHAC added to the negative publicity by refusing to release documents related to the outlet center during a *Charleston Daily Mail* Freedom of Information Act request in early 2002. The Corporation's attorney stated that "Since the Wheeling National Heritage Area Corp. is neither an agency as defined by the federal statute or a public body as defined by the state statute, the Wheeling National Heritage Area Corp. respectfully declines to provide the information sought in your letter of Feb. 13, 2002."⁸⁹ The *Charleston Daily Mail* ran numerous editorials with concerns over the proposed outlet mall, specifically citing concerns about spending state tax dollars when limited amounts of private funds were forthcoming. They also questioned the use of eminent domain and the imposition of a tax increment-financing plan that seems to benefit one project and its developers over others. "In other words, there is every indication that the federal government (NPS) has questions about how its funds have been handled (by the WNHAC). Yet the highest figures in state government are stubbornly looking the other way."⁹⁰

By March of 2002, most of West Virginia's legislature and statewide staff were supportive of the project. State Senators Brooks McCabe and Jeffrey Kessler both supported the project. "We think projects like this – public-private, with a high impact – are the kinds of things we need to start looking at in the future. At the same time, we've got to figure out how to do public disclosure in a way that everyone involved can feel

⁸⁹ George Hohmann, "Wheeling group mum on funding for project," *Charleston Daily Mail*, 19 February 2002.

⁹⁰ "Our views: Wheeling Legislators must protect the public from a bum's rush on public funds," *Charleston Daily Mail* editorial, 6 March 2002.

comfortable.”⁹¹ Due to their role as a partnership-based organization, WNHAC chair Bill Wilmoth said “Now its time for the Wheeling Victorian Outlet Center to move into its next phase, and WNHAC, having acted as the catalyst for the public-private partnership, will be less active in the work.”⁹² The WNHAC spent a total of \$1.2 million on the preliminary planning and preparatory work for the outlet mall. Unfortunately, expenditure of these funds apparently occurred without a duly executed contract with the planning firm, and some were federal funds earmarked for other projects. By summer of 2002, the WNHAC had located the outlet mall-planning contract and had provided it to the National Park Service, satisfying that requirement. They had also revised their budget and financial records to correct improper expenditures. The final corrective action was to update the heritage area plan, including plans for the outlet mall, for National Park Service approval. That was underway as of July of 2002.⁹³

From newspaper reports, it appears that the WNHAC and its primary outlet mall developer, Century Equities, should have been more inclusive and communicative with existing property and business owners. By March of 2002, even the most stalwart opponents, the Schneider’s, were beginning to feel more comfortable with the redevelopment plan. More partnership-oriented language in letters from Aderholt to the Schneiders, owners of a c. 1885 downtown building that won a state historic preservation award several years ago, won respect and support from the photographers. “Your photography business can remain in its current location as long as you desire. You will

⁹¹ George Hohmann, “McCabe says Wheeling outlet project forges new ground,” *Charleston Daily Mail*, 7 March 2002.

⁹² George Hohmann, “Funds stoppage not stopping organization,” *Charleston Daily Mail*, 7 March 2002.

⁹³ George Hohmann, “Park Service wants new plan,” *Charleston Daily Mail*, 3 July 2002.

retain complete control over your property and your photography business. You will retain complete ownership of your property and your photography business. The hours of operation of your photography business are and will be at your discretion.”⁹⁴ Schneider replied, “All we have been doing is protecting our rights as citizens and property owners. If, early on, you came to us with an offer similar to this, you would have had this group (Wheeling Renaissance) strongly supporting you in your efforts to develop the downtown.”⁹⁵ Schneider also offered to have a member of Wheeling Renaissance sit on the Wheeling Victorian Outlet Mall board, stating “Let’s work together and make our society a better one.”⁹⁶

The Washington-DC based Institute for Justice questioned the use of eminent domain in downtown Wheeling related to property acquisition for the Victorian outlet mall. Meeting with the few opponents of the projects, the Institute contacted the NPS about the potential abuse of the power to purchase property. Responding for the National Park Service, Associate Solicitor Charles Raynor responded that “It is our view that the authorizing legislation for the Heritage Area does not permit the use of federal funds to acquire property through condemnation.”⁹⁷ WNHAC has never intended to use the power, Executive Director Hydie Friend stated, because “Wheeling Heritage never contemplated or intended the use of eminent domain because it thoroughly understands that it does not have the authority to use eminent domain.”⁹⁸ WNHAC was not involved in the project itself, only the planning. A continuation of Raynor’s response raises

⁹⁴ George Hohmann, “Property owner’s concerns addressed,” *Charleston Daily Mail*, 16 March 2002.

⁹⁵ *Ibid.*

⁹⁶ *Ibid.*

⁹⁷ Sam Trantum, “Wheeling buyouts contested,” *Charleston Daily Mail*, 17 May 2002.

⁹⁸ *Ibid.*

questions about the use of eminent domain within a heritage area at all: “The Department and the National Park Service consider that any reading of the law that considers eminent domain to be a necessary tool to carry out the mission of the Heritage Area to be a misreading of the spirit and the intent of the law in establishing the heritage area.”⁹⁹

In August of 2002 officials met with West Virginia lawmakers to further explain the outlet center plan. Some concerns were voiced, however, about how many actual properties were going to be included in the outlet mall; one hundred and twelve had been initially cited, but now only fifty-three existing buildings and seventeen new ones are being discussed. In addition, there doesn’t seem to be a dedication to preservation as part of the outlet mall plan, as once had been discussed. Indeed, it looks to be going in the opposite direction, as West Virginia Senate Finance Chairman Oshel Craigo (D-Putnam), stated his concern that developers might want to retain “...certain old buildings in order to qualify for federal historic preservation tax credits when it might make more sense to replace those buildings.”¹⁰⁰ The requirement to line up \$49.9 million in non-state financing by January 15, 2003 in order to receive the \$70 million in state funds didn’t happen. According to outlet mall developer Danny Aderholt of Century Properties, not only are tenants typically slow to sign up for a project still on the books, the lawsuit brought by the West Virginia Citizen Action Group in 2002 caused additional delays and concerns among prospective tenants, forcing him to request an extension of the January 15 deadline. As of March 2003, his extension request was still pending. Judge Charlie King upheld the Grant Committee’s procedures as constitutional and refused to block the

⁹⁹ Ibid.

¹⁰⁰ Jim Wallace, “Reaction mixed to presentation on outlet mall,” *Charleston Daily Mail*, 21 August 2002.

state from selling the bonds it needs to administer the \$215 million in grants determined in November of 2002. However, King has demanded that the \$70 million promised to the Wheeling Victorian Outlet Mall in May 2001 be rescinded due to its allocation happening outside the established grant procedure parameters. It may, however, be reconsidered compared to other applications. If it meets the criteria against other applicants, the funds can still be awarded to the project.¹⁰¹ Only a week after King's decision, the WVCAG determined to appeal the decision to the state supreme court, citing political largess and improper procedures. The appeal will continue to delay the state's distribution of the economic development funds, including the Wheeling Victorian Outlet mall, should it be re-funded.¹⁰²

Yuma Crossing

No mission statement known

The passage of P.L. 106-319 in 2000 created the Yuma Crossing National Heritage Area in Arizona, one of the few west of the Mississippi. The National Park Service has just recently approved their management plan, which establishes the non-profit Yuma Crossing National Heritage Area Corporation as the official administrative entity. Still in its infancy as one of the newest national heritage areas, their FY 2003 congressional appropriation is \$210,000. Yuma Crossing has enjoyed much grassroots support, especially from the central city within its boundaries, Yuma. There are already plans in the works to increase the size and scope of the area in the new management plan. One of the few western national heritage areas, in Arizona, and one of the smaller areas at

¹⁰¹ Toby Coleman, "Ruling blocks outlet mall funding," *Charleston Daily Mail*, 21 January 2003.

¹⁰² Toby Coleman, "Grant challenge to go to high court," *Charleston Daily Mail*, 28 January 2003.

twenty-two square miles and encompassing only one county and one city, Yuma, Executive Director Charles Flynn says that there are other, surrounding, areas that are now anxious to come on board. Yuma Crossing is still putting partnerships into place, however, over forty are already recognized, including Yuma Convention & Visitors Bureau, Yuma Chamber of Commerce, Yuma Economic Development Corporation, US Bureau of Reclamation, U.S. Bureau of Land Management, Fish & Wildlife Service, and the Arizona Department of Fish & Game, listed as “other links” on their website. To complete the Riverfront Redevelopment Partnership, the City of Yuma and Clark-Lankford LLC are forming a public-private partnership to revitalize twenty-two acres of Yuma's North End and Colorado Riverfront by enhancing its natural and historic resources. Funding to this point has been for administrative costs and for planning assistance through NPS. However, there is a \$30,000 inaugural year grant program that will divide those funds equally between recreation, eco-tourism, and historic preservation. Once the 2003 budget is approved, those funds will be announced and grant applications accepted.¹⁰³

Conclusions

This overview of the twenty-three national heritage areas demonstrates their differences and unique experiences. From these, however, certain conclusions may be drawn relative to management, location and Congressional support, budget, jurisdictions, size, theme, partnerships, websites, mission, grant programs, and their effect on a tripartite mission of preservation, conservation, and economic development. Of the five earliest heritage

¹⁰³ Charles Flynn, Executive Director, Yuma Crossing National Heritage Area, telephone interview with author 28 February 2003.

areas, those nationally designated prior to the Omnibus Parks Bill in 1996, all are managed, with the exception of Quinebaug & Shetucket, by federal agencies staffed by the National Park Service; that is four of five, or eighty percent. Quinebaug & Shetucket is managed by the non-profit that began their efforts and applied for national designation. For those eighteen areas designated in 1996 and later, eleven have completed their management plan and chosen a management entity. Two have chosen a federal commission or other government agency, seven have established non-profit entities, and two have chosen a combination of a government agency working through a non-profit organization. For the remaining seven with no management plan, or one pending, the Tennessee Civil War has chosen a government entity, albeit a unique one: a University Department; two have chosen non-profit organizations, and four are undecided but have indicated that they are leaning toward non-profit management. It would appear, then, that the trend in heritage area management is away from federal commissions staffed by NPS, and toward independent non-profits. With two exceptions, Automobile and Quinebaug & Shetucket, these are not membership-based, but most do solicit tax-deductible donations. Even for those who continue to be managed by a federal commission, such as the Southwestern Pennsylvania Heritage Preservation Commission, non-profits have been created to do implement certain programming. It doesn't have to be an either-or situation. (see appendix 6, page 171)

National heritage areas are designated as "...a recognition of a community's efforts to identify its natural and cultural resources which define its sense of place, and its stories. Designation recognizes nationally distinctive landscapes, and the role of these distinctive

landscapes in defining the collective American cultural landscape. ... (It) also provides important recognition of local community-based efforts to preserve this distinctive character.”¹⁰⁴ Heritage areas can be found in seventeen states, mostly on the eastern seaboard (see appendix 7, page 174); some states have more than one. Strong organization and congressional support are factors that strengthen an applicant’s chances to become a national heritage area. Pennsylvania’s statewide heritage area program laid a strong foundation for their five national heritage areas, all of which had been working as a statewide heritage area before application. The same is true of New York’s two; their previous work as cohesive partnerships with plans and programs in place assisted with the national application process. As stated previously, West Virginia benefited from strong Congressional leadership in Senator Robert Byrd (D-WV). This political leadership cannot be underestimated when applying for national designation or during budget appropriations. This is exemplified by the national heritage areas federal appropriation through the Heritage Partnership Program congressional allocation. In FY 2002, President Bush’s budgeted amount for heritage areas was only \$8.5 million; by the time Congress had supplemented it, it was over \$13 million. The same held true in FY 2003, with a proposed administration budget of \$7.735 and an actual appropriation of over \$14 million. Opponents would term this type of Congressional support would be called “pork barrel politics.” Proponents, however, consider it prudent financial support of programs in place; without Congressional support, the heritage areas would be yet another federally mandated program without funding.

¹⁰⁴ *Heritage Areas: Frequently Asked Questions*, [information on-line]; (Washington, DC: National Park Service, 2003) available from: <http://www.cr.nps.gov/heritageareas/FAQ/INDEX.HTM>; Internet; accessed on 11 March 2003.

All of the national heritage areas are multi-jurisdictional. Even those with only one city, such as Augusta Canal, Wheeling, and Yuma Crossing, are dealing with a minimum of a city and one county government, usually more. They are also in the minority compared with the rest of the heritage areas. Tennessee has the largest number of counties at ninety-five, while Southwestern Pennsylvania has the largest number of municipalities at almost one thousand. Tennessee is also the largest geographically, at over forty-two thousand square miles; America's Agricultural is second at just over twenty-one thousand square miles, and Southwestern Pennsylvania is the third largest in size at just under twenty thousand. The bulk of heritage areas are in the two to seven thousand square mile range, with the smallest ones being Yuma Crossing at twenty-two, Wheeling at eleven, and Augusta Canal at three. These multi-jurisdictional, geographically large, areas have themes with which they unite their efforts. A common theme among fourteen, more than one-half, of the areas, is a river or canal. The focus is not just on the waterway, but on the historic patterns of settlement surrounding it and how they interpret their unique aspect of the U.S. experience. The other nine have history as a theme; two are unified by the civil war, two by industrial history, one by agriculture, one by the automobile, and three by regional history.

All of the national heritage areas define partners differently. Some count only formal partnerships such as with the NPS and corporate funders, most count the multiple political jurisdictions within the area, and many count the recipients of their grant programs. Others include anyone or organization with whom they have had interaction. Within this liberal definition, all have multiple partners, ranging in number from the tens

to the thousands. It is this partnership style of management that enables the movement to succeed. Without it, multiple jurisdictions, inter-disciplinary input, and leveraged funding would not occur. A telling example is the name of the federal source of funding, the Heritage Partnership Program. Most of the heritage areas discuss the importance of their partners and list them with hyperlinks on their websites. All but one heritage area, Cache La Poudre, have informative websites. There is minimal uniformity across the sites, which, in a positive sense, is indicative of their individuality. However, from a negative perspective, those managed as NPS units are usually listed on the NPS site and have a degree of uniformity; others, typically those under non-profit management, do not appear there. Some have depth of information on their history and programming, while others have not been updated in months. This is an area that could use attention, and perhaps some attempt at consistency, to add to the movement's cohesiveness. It could also assist in the realm of cultural heritage tourism, as many heritage tourists plan their vacations on the Internet. When searching for national heritage areas on the certain Internet search engines, private-property rights organizations often came up before any of the actual heritage area sites. Staying current on a diverse set of search engine registrations will assist with keeping the movement in a positive light. The Google search engine, however, brings up the new NPS heritage area website (www.cr.nps.gov/heritageareas/), and the Alliance for National Heritage Area site (www.cofc.edu/~heritage/), both of which are excellent and informative sites and can hyperlink the user to all twenty-three national heritage area websites. (see appendix 6, section 2, page 172)

Mission statements reveal the reason that the national heritage area exists, and should reflect the goals of the legislatively required management plans. Of the twenty-two that have a mission statement, eleven include the preservation of cultural or historic and natural resources; an additional nine include the term economic development. Eleven specifically mention tourism or heritage tourism as an economic development mechanism. Four mention recreation. Two, both of which have developed Institutes to accomplish this, mention land management. Only one, Tennessee, administered through a University, mentions research. While there are many ways that these missions are accomplished, one way is through the matching fund grant programs that support studies, interpretation, or bricks and mortar projects for historic preservation, natural resource conservation, recreation, or economic development, usually through tourism. Of the twenty-three areas, seventeen, seventy-four percent, have such a grant program. Of the remaining six, Augusta Canal funds its programming internally, because it operates on land owned by the combined city-county government. Southwestern Pennsylvania supports its mission both internally and externally through a variety of funding means explored earlier in the text. The remaining four, Cache La Poudre, Erie Canalway, National Coal, and Yuma Crossing, either do not have their management plans in place, or it has only been recently approved, and are thus not able to begin a grant program. Based on the ninety one percent of areas that list the preservation of history, culture, and nature, these seventeen programs should fund each of these goals on an equitable basis. As this thesis is centered on historic preservation, FY 2002 grant programs have been used to measure the effect of heritage areas on historic preservation funding. However, because of the nature of heritage areas, it is often difficult to determine exactly how much

has been spent on various aspects of the mission. As Liz McConnell with the Blackstone River Valley so accurately phrased it “...we are entrusted with preserving the history of a living landscape. Almost every project that focuses on the land, a building, or a feature (such as the canal or a park that is being developed at a former mill site that contains remnants) is considered to have a historic preservation element.”¹⁰⁵ While this is promising for historic preservation, it makes it difficult to definitively analyze the number and amount of historic preservation projects funded through these programs. This analysis, then, is a look at the grant programs as a whole, and at the historic preservation element therein, defined as any project that preserves, restores or renovates a building that is at least fifty years old, as well as any supporting planning or feasibility studies for such projects; they may include historic structures, landscapes, burial sites, and pre-historic sites. This analysis may best be reviewed by viewing appendix 6, section 3 on page 173, as the text is read.

Of the seventeen programs, twelve are funded with federal funds and their respective matches. Three are ongoing programs from statewide heritage area programs and are funded solely with state dollars; two are funded with a combination of federal and state dollars. In 2002, the seventeen programs provided over \$3 million in funds to three hundred and eight projects. The largest pool of grant dollars, \$820,000, is available through one of the oldest heritage areas, Blackstone River Valley. The next largest, \$707,000 funds the Ohio & Erie program, while \$652,000 is available at the Delaware & Lehigh Canal. With a combination of federal and state dollars, \$491,000 is available in

¹⁰⁵ Liz McConnell, Chief of Administration, Blackstone Valley River Commission, email communication, 11 March 2003.

the Lackawanna Valley. Silos and Smokestacks came next at \$400,000. Rivers of Steel supports grants with \$310,000, closely followed by South Carolina at \$303,438. These programs funded an average of eighteen projects each, with an average expenditure of \$10,000 per project. The Hudson River funded the most at forty-three; Delaware & Lehigh funded the next at thirty. Silos and Smokestacks supported twenty-seven, Blackstone twenty-four, South Carolina twenty, and Rivers of Steel and Schuylkill nineteen each. Since these grant programs are matching grants, they have leveraged at least the \$3 million again in state, local, and private funds. However, we know that much more was leveraged, given Ohio & Erie's \$1.7 million to \$707,000, or Tennessee's impressive \$396,000 to \$22,000 match.

When comparing programs for impact on historic preservation, a caveat must be re-stated; these are figures for FY 2002 only and other years may vary. The top areas in terms of number and percentage of historic preservation projects were South Carolina, fourteen or 70%; Schuylkill, twelve or 63%; Delaware & Lehigh, ten or 33%; Cane and Shenandoah Rivers at eight, approximately 45%; and Essex, Blackstone, and Ohio & Erie each at seven, an average of 41%. Out of a total of three hundred and eight projects, ninety-five or 29% were historic preservation, just under the third expected. The top six areas in terms of number of historic preservation dollars granted were Delaware & Lehigh at \$272,856, 42%; South Carolina \$243,013, 80%; \$202,500 Ohio & Erie, 29%; Schuylkill \$162,820, 54%; Blackstone \$157,500, 19%; Lackawanna \$150,000, 305. The total amount granted to historic preservation projects in 2002 was \$1,696,813, with an average of just under \$100,000 per program. Since the grant programs, like the heritage

areas, are not all the same age nor amount, it is, perhaps, a more equitable comparison to show the largest percentage of grant dollars that supported historic preservation, rather than the dollars themselves. Significantly, eight of the seventeen programs, forty seven percent, spent at least a third of their grant budget on historic preservation projects. South Carolina topped the list at 80%, Shenandoah Valley was second at 58%, Essex came in third at 55%, Schuylkill at 54%, and Cane River at 53%.

These figures and percentages support the thesis that national heritage areas have a direct positive financial impact on historic preservation. The grant programs are also being apportioned equitably between their tripartite missions of preservation, conservation and economic development, with roughly one third going to strictly historic preservation projects. Given Liz McConnell's caveat about mixed resource projects, and this percentage could be considered the minimum amount spent on historic preservation. Heritage areas that do not have a grant program believe they are supporting historic preservation just as much, if not more, than those with grant programs. Southwestern Pennsylvania estimated that it supports historic preservation with approximately one-half of its budget through internal and external programs, to the tune of \$1.5 million in FY 2002.

CHAPTER FOUR: US 441 HERITAGE HIGHWAY CASE STUDY

“Prior to the advent of the Interstate Highway system, US 441 served as a major north-south transportation corridor through Georgia. The highway traversed three hundred and sixty-seven miles through every type of indigenous terrain found in the state. Like many other transportation corridors of the time, including Route 66 and US 17, the highway served as the economic engine fueling the small towns found along its path. In Georgia these towns include: Clayton, Athens, Milledgeville, Dublin and Douglas. Many of these towns are steeped in cultural heritage and historical resources.”¹

This historic transportation corridor has been undergoing change, including the four-laning of the roadway from the North Carolina line to Florida. While an admirable effort to stimulate economic development in these small towns, the sense of place created by historic towns and structures, natural features, and scenic vistas is at risk of destruction through the road widening process itself, or the growth that follows. A group of concerned community leaders from along Georgia’s 441 came together in 1997, spurred by the creation of an Arts Center at Tallulah Falls, and the same year as the international community began the cultural routes committee mentioned in chapter one. A great deal of interest was shown in working together to promote and protect this historic ribbon of connectivity. Thus, US 441 Heritage Highway, Inc. was formed, whose mission is: The US 441 Heritage Highway Corporation is dedicated to the preservation, development and promotion of tourism of Georgia’s US 441 Heritage Corridor. This corridor has similarities to other regional protection and promotion efforts that have been reviewed in this thesis. The US 441 Heritage Highway was chosen as a case study in order to

¹ The University of Georgia College of Environment and Design, *Highway 441 Planning Report*, 2002: 5.

showcase the national heritage area application process as well as to assist the US 441 Heritage Highway with a national designation process evaluation.

The National Park Service requires that a feasibility and planning study be prepared as part of the national designation process. While a complete feasibility study is not within the scope of this thesis because more complete research is needed before that is possible, the planning effort has begun. The US 441 Heritage Highway Corporation contracted with the University of Georgia's College of Environment and Design's studio team in the Summer of 2001 to develop an inventory and master plan for the corridor. This case study uses much of the material gathered during that studio to answer the typical feasibility study questions, found in the *Arabia Mountain National Heritage Area Feasibility Study*, prepared by ICON Architecture, Inc., as a methodology of beginning the process of evaluating Georgia's US 441 as a potential national heritage area. ICON Architecture, Inc. (who prepared Arabia's *Study*), President Jonathan Lane confirmed this methodology, stating "(t)he NPS typically poses these questions to potential heritage areas. Senior NPS staff, since there is no matter of law or formal procedure, have found these questions to be useful in Congressional testimony related to national heritage areas."² Corroboratively, in testimony to the Senate Committee on Energy and Natural Resources, Subcommittee on National Parks on March 13, 2003, Paul Hoffman listed these same questions as the most helpful components of a suitability and feasibility study. He indicated that "(o)ur experience has also shown the importance of completing the suitability and feasibility study before a heritage area is designated."³ This authors'

² Jonathan Lane, President, ICON Architecture, telephone interview with author 12 March 2003.

³ Hoffman, 3.

experience as an officer with the US 441 Heritage Highway Corporation and connections between chapter three's analysis of the current national heritage areas and US 441 are also used. While not comparable in terms of geographical scale or, certainly, international importance, US 441 can also be compared to the international cultural routes program, whose perspective is that they are a:

...potential means for reencountering a history and geography whose content has been weakened, a way to recover the time and spaces characteristic to each culture. They also provide the opportunity of sharing a common cultural space and linking the territory with an intangible heritage dear to the traditional life of the communities along its route.⁴

US 441 National Heritage Area Feasibility Study Questions

- 1. An area has an assemblage of natural, historic, or cultural resources that together represent distinct aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed as such an assemblage through partnership among public and private entities, and by combining diverse and sometimes noncontiguous resources and active communities.***

Georgia's section of US 441 traverses north to south through the eastern part of the state, representing a cross-section of the state with both historic development patterns and modern-day life. This region is one of the few parts of Georgia that proudly showcases its historic and cultural heritage and natural features while continuing to cultivate economic development. Together, this three hundred and sixty-seven mile ribbon of road

⁴ *International Congress of the ICOMOS CIIC, Pamplona Conclusions*, [proceedings on-line]; (ICOMOS); available from: <http://www.icomos.org/ciic/14.html.en>; Internet; accessed on 16 April 2003.

through mountains, piedmont and the coastal plains showcases the story of the rural south, particularly settlement patterns and agriculture. While fourteen, more than half, of the twenty-three national heritage areas have a river or canal as their central spine, the US 441 highway is just as valid of a historic transportation corridor that connects these themes. These spine-type corridors measure their size in lineal miles, and US 441 would rank among the longest; the current ones range from thirty miles to two hundred and forty miles. From the sparsely populated mountain villages, to the larger towns of the piedmont, to the agricultural towns of the plains and the U.S.'s largest swamp, 441 tells the story of the south's settlement pattern from north to south, east to west. The independent mountain traditions of southern Appalachia are still seen, although time has moved on and new southerners now enjoy the beauty of these large hills in their second homes and vacation cabins. The history of King Cotton and its effect on the development of the south can be seen in the historic districts of Commerce, Athens, Madison, Eatonton, Milledgeville and many other towns of the piedmont. The flat coastal plains of southern Georgia are perfect for what they've always been used for, agriculture. While turpentine may no longer be made here, cotton is still grown and pine trees for pulpwood are now king.

2. Reflects traditions, customs, beliefs, and folk-life that are a valuable part of the national story.

The national story along Georgia's US 441 is similar to many others across the rural U.S. The story of small communities maintaining their sense of place and local customs while balancing economic development resonates within most citizens, and is what is lost as the U.S. becomes a more homogenized country. Using the potential theme of rural

southern settlement and agriculture, US 441 can provide that sense of place, for citizens and visitors alike, in historic and beautiful natural places, with southern hospitality, regional food, music, and crafts. The towns along US 441 have not yet been completely eclipsed by national chains and global economy. There are still locally owned, friendly, businesses focusing on maintaining quality of life. Mountain folk art, a reflection of the remote Appalachian way of life, is showcased in historic shops fronting Clayton's main street. Everyone can still enjoy Wilson's Soul Food, a resident business in "Hot Corner", Athens' traditional African-American business center. A variety of locally grown agricultural delights can be found in roadside and vegetable stands all the way to Florida.

3. Provides outstanding opportunities to conserve natural, cultural, historic, and/or scenic features.

Six national forests, refuges, and preserves and eleven state parks protect many of the natural resources along Georgia's US 441. The Chattahoochee and Oconee National Forests border the corridor in the mountains and piedmont, respectively preserving 750,000 acres and 113,000 acres. The Piedmont National Wildlife Refuge covers 35,000 acres, while the Okefenokee National Wildlife Refuge covers 396,000 acres of this 438,000-acre famous swamp. The 702-acre Ocmulgee National Monument preserves pre-historic temple burial grounds, while the Broxton Rocks National Conservation Preserve protects 778 acres of southern Georgia's fragile ecosystems. Each of the eleven state parks along the corridor protects varying aspects of the region's natural beauty and provides for recreational opportunities. The Rock Eagle effigy near Eatonton is a 15,000-acre park administered by the University of Georgia as a Four-H Center.

Cultural preservation can be found along the corridor in many ways; listed here are just a few examples. The Foxfire Museum & Center in the mountain region preserves Appalachian history and culture through the Museum of artifacts and documentation of local history, all done by schoolchildren, and through the Center, a collection of over twenty buildings, mostly historic log cabins and some replications of traditional log construction designs, dating as far back as the early 1800s. The piedmont region is known for its Antebellum Trail, one of Georgia's regional tourism initiatives that promote antebellum architecture and history. A new such regional tourism trail within the US 441 corridor is the "Heartland of the Confederacy: Leaders, Life, Legacy." Initiated by community leaders and tourism professionals in Athens, Gainesville, Madison, Washington and Watkinsville, this trail is coordinated through the Athens Convention & Visitors Bureau and has just recently produced a full-color brochure. The brochure is a guide to sites, extant and destroyed, that tell the story of Georgia's confederacy. In southern Georgia, cultural opportunities surrounding agricultural practices abound, including Georgia's Farm Show in Alma, Douglas' Chautauqua, and the Pioneer Skills Day at Coffee State Park. In addition to these permanent cultural opportunities, over thirty-nine fairs, festivals, and competitions have been documented along the corridor. General descriptors such as History & Nostalgia, Arts & Culture, Food, and Competitions indicate the diversity of activity that can be found through these events.

Individually many of the sixteen major anchor towns along the highway have made an effort to identify, evaluate, recognize and, sometimes, preserve, their historic resources.

While this is not a complete listing all such facts, all of these towns have at least begun the process of identifying their historic resources through survey work. As an example, Athens-Clarke County has one National Historic Landmark, thirty-one National Register historic properties and fourteen National Register districts, and eight locally designated historic districts. Recognized preservation and planning programs are currently in place in most of the major towns along the corridor, assisting with these efforts. Athens-Clarke County, Madison, Milledgeville, and Douglas are all Certified Local Governments (CLGs). Eatonton and Dublin have preservation ordinances, but are not CLGs. Commerce, Athens-Clarke County, Madison, Milledgeville, Dublin and Douglas are all Main Street Towns, and Cornelia, Eatonton, and Homerville participate in the Better Home Town Program.

The scenic values of US 441 are varied, including mountain views and vistas, pastoral landscapes, rural townships, and historic town squares and neighborhoods. While some historic towns and neighborhoods are protected through local historic preservation ordinances, most of the natural resources not located within national or state parks are not protected. The new Georgia Scenic Byway program is working on developing a Byway that crosses US 441 in Putnam County. While most of US 441 would not be considered eligible for Scenic Byway status due to its historic and current development patterns, a series of east-west byways would allow for some protection of scenic vistas just off the main highway.

Even with these protective measures in place, development pressures and the road itself threaten the character found along the highway. Cultural, historic, natural and scenic

resources are endangered by road widening as well as new commercial and residential development. Because there is no zoning in some counties, and little regional planning in place, the positive character of the entire highway is slipping away. The road itself has been altered in many places, degrading downtowns or destroying open space and farmland. Bypasses of traditional retail centers have drained their economic potential, forcing closures and loss of care to historic buildings. Establishment as a national heritage area would, first and foremost, bring communities together in a new way to plan for a different future. It would also bring needed expertise from new partners as well as provide the federal seed funding for much needed studies, projects, and heritage tourism product development.

4. Provides outstanding recreational and educational opportunities.

Multiple opportunities for recreational and educational opportunities exist from the northern mountains through the piedmont to the southern swamp. Both inside and outside of the national forests, refuges, and state parks described earlier, recreational opportunities such as mountain climbing, whitewater rafting, hiking, bird watching, golfing, camping, abound all along the corridor. Along US 441's route, there are opportunities to re-use historic railroad beds as recreational paths, much like Rails-to-Trails or the canal towpaths of Augusta or the Ohio & Erie. Traditional educational opportunities are available through Georgia's university system units along the corridor, including the The University of Georgia in Athens or the former Georgia College, now Georgia College and State University in Milledgeville, South Georgia College in Douglas, and Waycross College in Waycross. Some alternative educational opportunities include Clayton's world-renowned folk-life Foxfire Museum & Center, the Georgia

Museum of Art in Athens, and Coffee State Park's Heritage Farm just outside of Douglas, known for its interpretation of agricultural history. Numerous small city and historic house museums throughout the corridor's towns play a significant educational role for local citizens and heritage tourists. Almost every town has one, interspersed by major historic tourist attractions such as the Dillard House in Clayton, the Madison-Morgan Cultural Center in Madison, the Governors Mansion in Milledgeville, or the Uncle Remus Museum in Eatonton.

5. The resources important to the identified theme or themes of the area retain a degree of integrity capable of supporting interpretation.

An identified theme or themes has not yet been established; although this author has suggested settlement patterns and agriculture. The National Park Service should be contacted to facilitate a discussion of this or other appropriate national themes for the US 441 Heritage Highway. As a starting point for that discussion, there is a tradition of the US 441 Heritage Highway assigning itself marketing themes such as the historical "Uncle Remus Highway" and the more recent "Return to Your Senses." "A Slice of Georgia," developed by the University of Georgia's US 441 Studio in the summer of 2002, is a general theme that could be further explored and developed with public input and proper facilitation. These general themes have worked, according to US 441 Heritage Highway founder E.H. Culpepper, because they coalesced the diversity of the corridor. He believes that it is a cohesive corridor because of the differences. Five resource sub-themes within "A Slice of Georgia" have already been identified: agricultural, cultural, historical, natural and recreational. Identification and evaluation of these five diverse attributes has begun with the work of the UGA US 441 Studio in the summer of 2002.

The current inventory of agricultural attractions, cultural facilities, historic sites, and natural and recreational opportunities indicates that there is sufficient number and integrity of resources to support these five themes. The inventory has been input into a Geographic Imaging System (GIS) that should be maintained and updated. It can be used in a variety of ways including the development of themed tourism and educational itineraries, for identification of concentrations of resources, and, conversely, areas where resource and tourism product development should occur due to its dearth.

6. Residents, business interests, non-profit organizations, and governments within the proposed area are involved in the planning, have developed a conceptual financial plan that outlines the roles for all participants including the federal government, and have demonstrated support for designation of the area.

The US 441 Heritage Highway Corporation began in 1997 by inviting a diverse group of community representatives to organizational meetings in the three geographic regions of the corridor: mountains, piedmont and coastal plains. A complete history of the evolution of the organization is listed in appendix 7, page 171-172. The current membership lists over one hundred and sixty people representing the eighteen core counties, sixteen major towns and representatives of state agencies such as the Department of Natural Resources, the State Historic Preservation Office, the Forest Service and the Department of Industry, Trade and Tourism. Recreational and conservation organizations, chambers of commerce, preservation and historical societies, individuals and businesses are listed alongside elected officials and tourism professionals. Geographical diversity has also been evident, with leadership and membership representative of the three regions, mountains, piedmont and coastal plains. Holding

meetings in various towns along the corridor has garnered more diverse participation from those areas, which is particularly important in the more rural sections.

While initial participation was diverse in terms of these represented constituencies, professionals and businesses involved in the tourism industry have remained the most active, assuming most of the leadership roles. By attempting to have early, concrete, successes, and due to this tourism-related leadership, initial projects have centered on tourism marketing such as brochures and a website. While these are legitimate projects with obvious results, a more inclusive, diverse involvement needs to be gained from other community sectors. This should be accomplished by adding more varied agenda items and projects as well as personal invitations to known leaders in their fields. They should be asked to serve in leadership roles in these areas. This will lead to demonstration of support for the broader corridor, and possibly for a nationally recognized heritage area.

Since its inception, the US 441 Heritage Highway Corporation sought financial support via dues from only the core counties in the amount of \$1000 each. In 2002, the US 441 Heritage Highway Corporation received financial support from sixteen of the eighteen core counties, or eighty nine percent. The year previous, 2001, shows only ten of eighteen counties financially contributing, or fifty six percent. This increase is an indication of the continued and increased interest as well as leadership outreach in 2002. Some state agencies such as the Department of Natural Resources Departments of Transportation and Industry, Trade and Tourism have made ad hoc contributions to certain projects, such as printing, signage, or the planning grant administered through the

University of Georgia. In 2002, this dues system was deemed inequitable due to county size and income. The Corporation is currently in the process of defining membership categories and a new dues structure. One alternative is to base them on county tourism expenditures. Other membership categories such as individual, business, municipality, or state agency should be defined to serve a dual purpose of actively recruiting a broad base of support as well as more fairly distributing the cost of the organization.

Membership dues are just one facet of an overall financial plan. With part-time staff through the Office of Public Service and Outreach at the University of Georgia's College of Environment and Design now in place, specific grants will be sought to enact some of the organizational and marketing goals. These include printing the new brochure developed by the US 441 studio team, contracting with a professional website development and maintenance firm for an ongoing web presence, and the continued presence of staff. A finance and development committee has been established to considering various types of fundraisers to assist toward these efforts, as well. If the Corporation decides to move toward national heritage area status, federal funding will become one of many sources of income in 441's diverse budget.

7. The proposed management entity and units of government supporting the designation are willing to commit to working in partnership to develop the heritage area.

US 441 Heritage Highway, Inc. is willing to continue to serve as the central spoke of a partnership effort. There has been highway-wide participation from all but a couple of the smaller of the eighteen core counties. There have been requests to participate from some of the twenty-six contiguous counties, as well. Effective leadership from the larger

municipalities of Clayton, Athens-Clarke County, Madison, and Douglas has brought forth most of 441's officers. As part of the membership and dues restructure, a new membership committee has been established to recruit more participation from both core and contiguous counties. Based on long-standing relationships, such as the Antebellum Trail, and fueled partly by staffed tourism agencies, there is a definite partnership effort between some of the communities along the corridor. However, this does not exist between all, and it is often the rural, under funded and understaffed counties that are not included. Finding leadership within each of the corridor's communities to understand the benefits of coming together as a cohesive whole is vital before moving forward as a team to the national level.

8. The proposal is consistent with continued economic activity in the area.

As US 441 cuts vertically through Georgia it is crossed horizontally at almost evenly spaced intervals by three interstates and a major state road. The intersections of US 441 with I-85, GA316, I-20 and I-16 all occur at major cities along the corridor: Cornelia/Commerce, Athens, Madison, and Dublin, respectively. While development is concentrated in these areas for obvious reasons, the four-laning effort by the US 441 Economic Development Council has brought increased development to other towns as well. A double-edged sword, this development will continue regardless of heritage highway or national heritage area designation. The US 441 Heritage Highway Corporation's focus on heritage tourism is one way to promote economic activity consistent with the heritage of the corridor. The inventory of agricultural, cultural, historical and natural sites as well as recreational opportunities showcases the diverse

unique attributes of the corridor that can be used to pursue this type of economic activity. This can be done most effectively with the development of a corridor-long regional plan, as is required for all national heritage areas; the US 441 Heritage Highway needs such a plan.

The state heritage highway designation gained in 2001 does not require a regional plan for the corridor; it is truly honorific, with a provision for new road signs. The Corporation took the next step toward regional planning in 2002 by hiring the University of Georgia's College of Environment and Design to evaluate the corridor. The product of the US 441 Studio Team included a planning report, a GIS incorporating the corridor's assets, a power point presentation, a new tourism brochure, and a website design. The planning report is a springboard for future research opportunities, planning initiatives, and programming. It can also be used as a starting point for the required national heritage area regional management plan. If the Corporation hosted a public participation process for input into the heritage corridor, it would build community support for the concept and encourage leaders to better plan for development, and for their future. There are some who wish for growth at any cost; most leaders recognize that the loss of heritage associated with that type of growth may bring economic ruin rather than boom. The national designation would assist with promoting this process.

9. A conceptual boundary map is supported by the public.

The US 441 Heritage Highway Corporation has identified eighteen core counties through which US 441 runs, and twenty-six contiguous counties, as the current heritage highway boundaries. Since the organization has not yet begun the national heritage area

designation process, the current heritage highway boundaries would be an excellent starting point for that discussion. These boundaries would be inclusive rather than exclusive, and would allow for more public input and dialogue about the national heritage area concept. Even if the boundaries were altered and some counties were not included, they would be aware of and feel connected to the initiative.

10. The management entity proposed to plan and implement the project is described.

There are two entities that have begun regional initiatives incorporating the entire highway. The US 441 Economic Development Council, Inc. (EDC) based in Douglas and the US 441 Heritage Highway Corporation, Inc. based in Madison and at the University of Georgia in Athens-Clarke County. The EDC's focus is economic development. Its primary goal has been to four-lane the highway to allow for increased accessibility for business and industry. It has been largely successful, with most of the US 441 corridor highway four-laned through the Governors Road Improvement Program (GRIP) and plans for complete four-laning along the rest of Georgia's US 441 in the next few years. EDC leadership welcomed the founding of the Heritage Highway, as they believe that the two are mutually beneficial for the overall health of the corridor. They have worked closely together, even attending each other's meetings.

The US 441 Heritage Highway Corporation is a non-profit 501 (c) (6) organization, which fits the trend in national heritage area management style. The eighteen core counties would be considered partners; the addition of the twenty-six contiguous counties could bring that number to forty-two. This also meets the trend of multiple partners for

heritage area administration. As the focus of the Corporation is heritage tourism, the main source of funding has been from tourism-related agencies such as Convention & Visitor's Bureaus, causing tourism to be defined in the mission statement: The US 441 Heritage Highway Corporation is dedicated to the preservation, development and promotion of tourism of Georgia's US 441 Heritage Corridor. This may be better stated as: The US 441 Heritage Highway Corporation is dedicated to the preservation, development and promotion of Georgia's US 441 Heritage Corridor through heritage tourism. As it has been the theme underlying every meeting of the Heritage Highway Corporation since its inception, it should be named as such in the mission.

As previously stated, promotion of heritage tourism through development of brochures, websites, media kits and familiarization tours has been the focus of this organization. This focus must broaden if this organization intends to broach national designation. Nationally designated heritage have diverse leadership. Their boards include business people, university representatives, community activists, preservationists, planners, conservationists and recreation enthusiasts. Expanding leadership and membership beyond traditional tourism entities will engage members of the all of these communities that support heritage tourism. Many of these constituency groups were represented at the inception of this initiative. Since tourism has become the focus, they have not been participatory, remaining in name only. The roster of attendees at US 441 Heritage Highway meetings has dropped in number, and also in diversity of interdisciplinary representation. While this is enough to sustain a regional tourism marketing effort, it will not be enough to sustain a national heritage area. US 441 Heritage Highway, Inc.

leadership must recognize this trend and correct it by opening the agenda to underlying heritage tourism issues such as preservation, conservation, planning, land use, and site interpretation. By reaching out to potential heritage area proponents and inviting them to participate, the US 441 Heritage Highway Corporation will be ready to serve as the heritage area management entity.

CHAPTER FIVE: SUMMARY & CONCLUSIONS

This thesis was undertaken to prove that, regardless of current historic preservation recognition and regulatory methods, the establishment of nationally designated heritage areas is a major step forward in the understanding, recognition, appreciation, and protection of the United States' heritage through partnerships. This thesis has described the heritage area movement as a grassroots based, nationally administered effort demonstrative of the unfolding partnership-based paradigm of modern day preservation. Heritage areas are an indication of the melding of the preservation and conservation fields and imitative of international efforts as the World Heritage Sites program through ICOMOS and UNESCO. They are a natural outgrowth of the National Park Service's dual role in historic preservation and natural resource conservation. As a recognition methodology and organizational structure, they have served as a catalyst for sustainable economic development. In short, they may be the future of holistic community planning.

As National Park Service Heritage Area Coordinator Brenda Barrett reminded this author, national heritage areas are not a category; they are a mindset, a way of working together to accomplish a better quality of life for resident and visitors alike. Leveraging federal funding at the rate of almost nine to one, they are an excellent investment of federal dollars. National heritage areas are just now, as they enter their third decade of development, on the brink of establishing themselves as a viable movement with national legislation and criteria, effective measuring tools, and real partners in both the private and

public realms. They are, too, proven historic preservation organizations, folding that field into a more holistic approach while giving preservation efforts a lead role in promotions, programming and funding. Better research, documentation, and analysis will need to be done to best quantify these efforts, but this thesis has proven that it would be well worth the effort. External challenges for national heritage areas will continue to be those citizens and communities fearful of broaching new horizons; those with fear of the federal government, or those who refuse to recognize that regional efforts, and planning, are the only way that our combined resources will survive the twenty first century. Internally, national heritage areas must continue to prove their worth, not just in dollars, but in increased quality of life and pride of place. While these attributes will be more difficult to quantify than the economic benefits, they will ensure that national heritage areas do not become just another economic engine, but one based in authentic places and experiences that adds to the overall national character. They are, in effect, coming into their own.

The US 441 Heritage Highway case study in chapter four highlighted the qualifications that national heritage areas must possess. While Georgia's US 441 does possess many of those qualities, from the quality and breadth of resources, the identified geographical area, the multiple partners, and the established management entity, it does not meet the national model in other ways. There is currently no federal involvement in the US 441 effort, either administratively through the NPS outreach programs such as RCTA, or legislatively. While there has been legislative support within Georgia with the state recognition of the corridor as a heritage highway, a much more concerted effort to bring

its attention to both state and federal congressmen must be made. This effort is underway, but more and diverse leadership from along the highway must be garnered to ensure its success. National heritage areas are not designated or funded without powerful congressional support. Perhaps most importantly, a nationally recognized theme along the 441 corridor must be established and proven viable. This thesis has suggested that it could be the settlement and agricultural patterns of the south, but, with more research and well-orchestrated public input, other, more important, themes may emerge. Whether or not the final theme is successful in garnering a national designation will be dependent upon those two things. The final challenge for national heritage area designation will be the ability of the US 441 Heritage Highway Corporation to become a more inclusive and holistic entity. This entails diversifying both the leadership and programming to those people and issues that underlie heritage tourism, rather than serving as a regional marketing organization. The path to national heritage area designation is not easy or simple; if it were, there would be many more than the current twenty-three. To ensure quality and consistency within the movement, there must be adherence to the parameters noted herein.

APPENDICES

1: THE NEW PRESERVATION NETWORK

National/Federal Level

Public Sector

National Park Service, NPS
National Register of Historic Places President's Advisory Council
Historic American Building Survey, HABS
Historic American Engineering Record, HALS

Private Sector

Preservation Action
National Trust for Historic Preservation Alliance for National Heritage Areas

Regional Level

Public Sector

Regional Offices of NPS
Heritage Areas

Private Sector

Regional Offices, NTHP
Heritage Areas

State Level

Public Sector

State Historic Preservation Offices
Regional Preservation Planner
Certified Local Government Program
Dept of Community Affairs

Private Sector

Statewide Non-profit Organizations
Preservation Action Coordinators
NTHP Advisors
Main Street Program
Better Home Town

Local Level

Public Sector

Local Preservation Commissions
City Preservation Planners

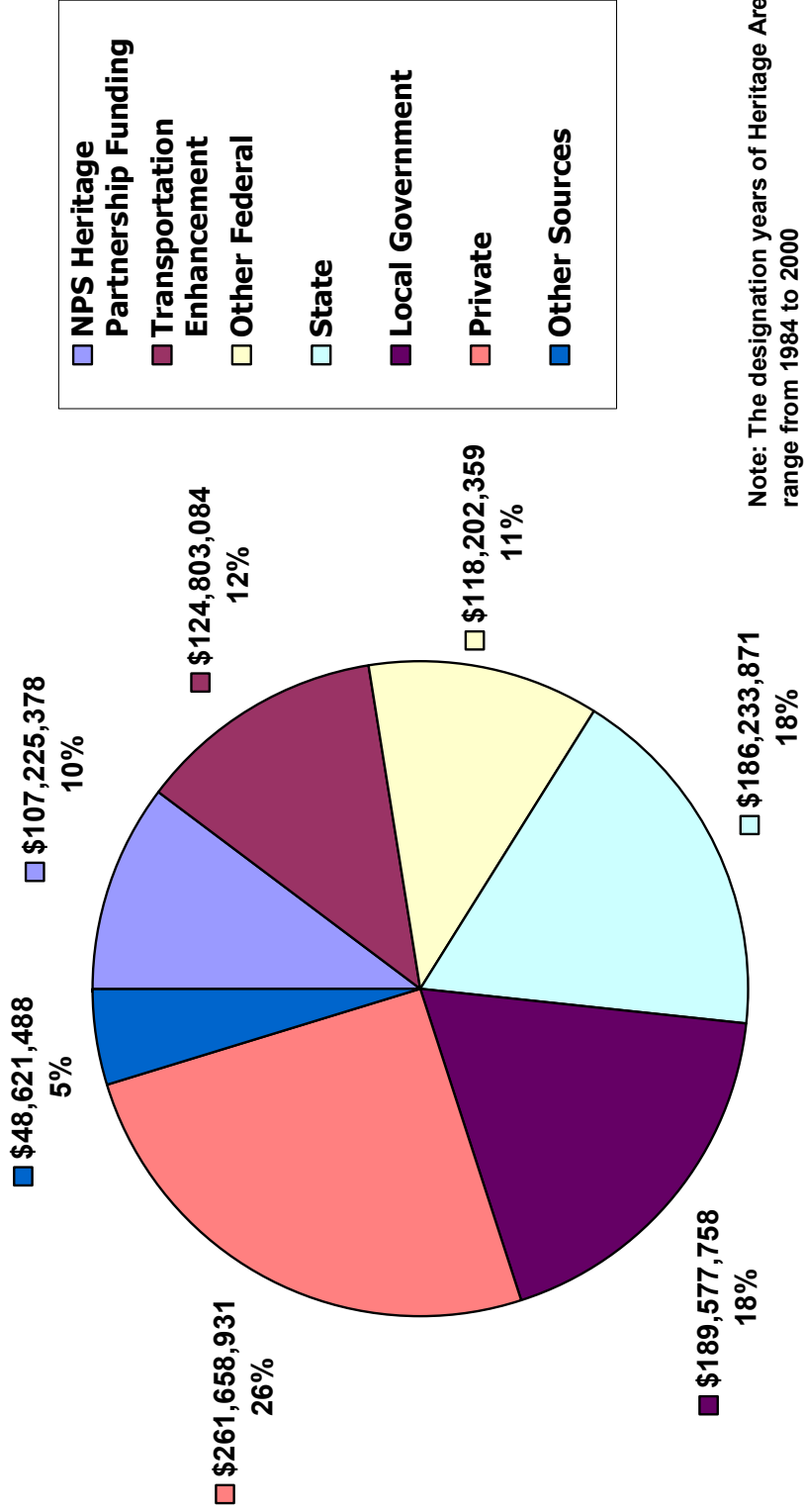
Private Sector

Community Non-profit Organizations
Main Street Programs & Managers

2: NATIONAL HERITAGE AREA LEVERAGING, TOTAL

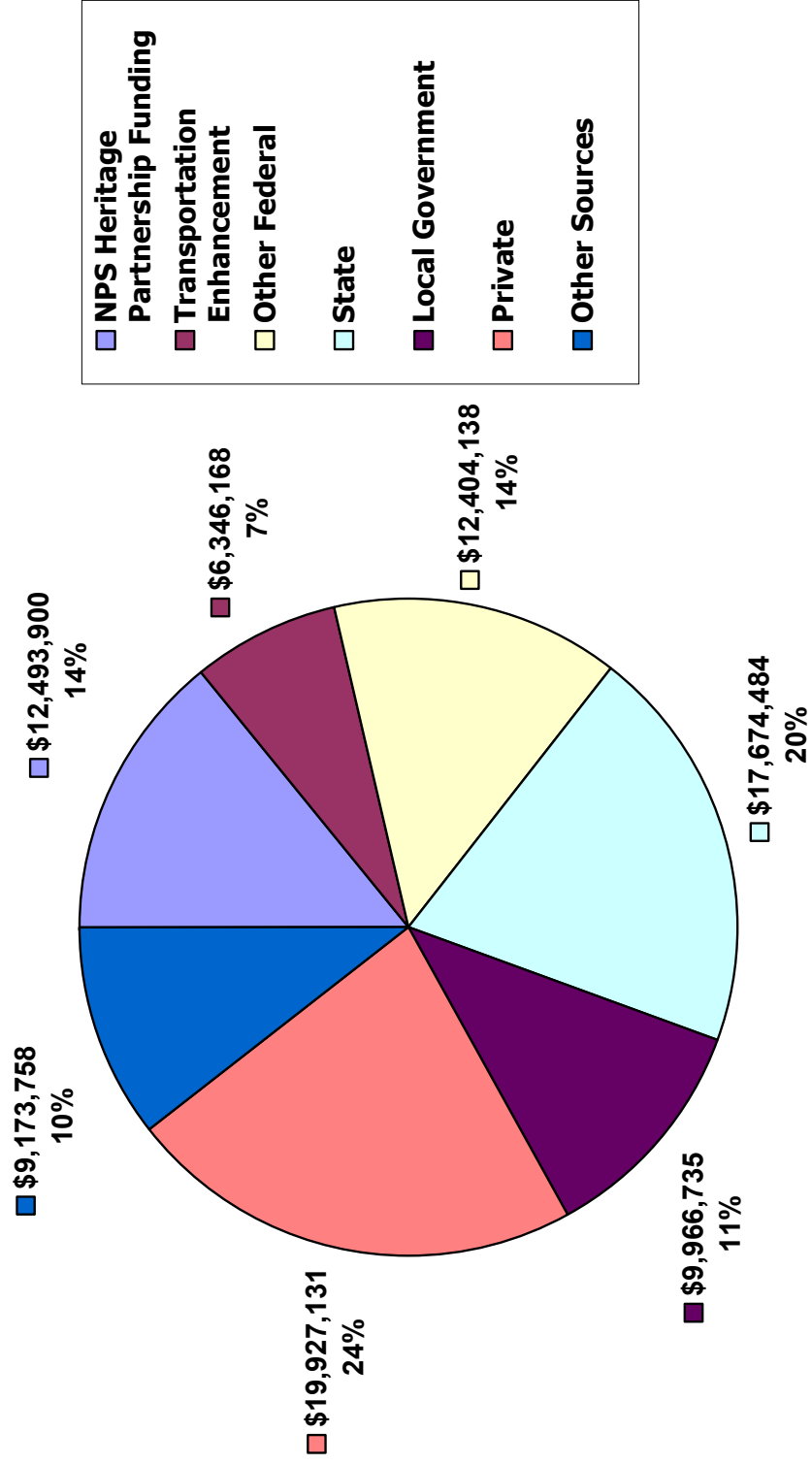
Total National Heritage Areas Leveraging

(Since NPS funding began)



3: NATIONAL HERITAGE AREA LEVERAGING, FY 2002

National Heritage Areas Leveraging (FY2002)



4: ROSTER OF NATIONAL HERITAGE AREAS

	A	B	C	D	E	F	G
	HERITAGE AREA	ADDRESS	CITY	ST	ZIP	PHONE	EMAIL
1	America's Agricultural	PO Box 2845	Waterloo	IA	50704	319-234-4567	dshort@silosandsmokestacks.org
2	Augusta	PO Box 2367	Augusta	GA	30903	706-823-0440	shrouse@augustacanal.com
3	Automobile-MotorCities	300 River Place, Ste. 1600	Detroit	MI	48207	313-259-3425	cbodurow@autoheritage.org
4	Cache la Poudre	1242 W. Mountain Ave	Ft. Collins	CO	80521	970-484-0810	cbwanner@poudreriver.org
5	Cane River	PO Box 1201	Natchitoches	LA	71458	318-356-5555	nmorgan@caneiverheritage.org
6	Delaware & Lehigh	1 South Third Street	Easton	PA	18042	610-923-3584	dele.alyssa@verizon.net
7	Erie Canalway	PO Box 219	Waterford	NY	12188	518-237-8643	frank_dean@nps.gov
8	Essex	140 Washington Street	Salem	MA	01970	978-740-0444	info@essexheritage.org
9	Hudson River	Capital Bldg, 254	Albany	NY	12224	518-473-3835	hrvq@hudsongreenway.state.ny.us
10	Illinois & Michigan	25 E. Wash. Street, Ste. 1650	Chicago	IL	60602	312-427-3688	akoval@canalcor.org
11	John H. Chafee Blackstone	1 Depot Street	Woonsocket	RI	02895	401-762-0250	michael_creasey@nps.gov
12	Lackawanna Valley	1300 Old Plank Road	Mayfield	PA	18433	570-876-6188	icogrove@lhva.org
13	National Coal	1900 Kanawha Blvd, E	Charleston	WV	24305	304-558-0220	coalheritage@wvculture.org
14	Ohio & Erie	520 S. Main St, Ste. 2541-F	Akron	OH	44311	330-434-5657	oecco@raex.com
15	Quinebaug & Shetucket	107 Providence Street	Putnam	CT	06260	860-963-7226	cpcutler@snet.net
16	Rivers of Steel	Bost Bldg, 623 E 8th Ave	Homestead	PA	15120	412-464-4020	acarilino@riversofsteel.com
17	Schuykill	140 College Drive	Pottsville	PA	19464	484-945-0200	dswenson@schuykillriver.org
18	Shenandoah River Valley	PO Box 897	New Market	VA	22844	540-740-4543	hkittle@shentel.net
19	South Carolina	1205 Pendleton Street	Columbia	SC	29201	803-734-1217	ccottle@prt.state.sc.us
20	SW Pennsylvania/AIHP	105 Zee Plaza, PO Box 565	Holidaysburg	PA	16648	814-696-9380	rcooley@sphpc.org
21	Tennessee Civil War	Box 80	Murfreesboro	TN	37132	615-898-2947	cwest@mitsu.edu
22	Wheeling	1400 Main Street	Wheeling	WV	26003	304-232-3087	hfriend@wheelingheritage.org
23	Yuma Crossing	200 W First Street	Yuma	AZ	85364	928-343-8744	charles.flynn@ci.yuma.az.us
24							
25							
26							
27							

5: NATIONAL HERITAGE AREA MOVEMENT TIMELINE

	A	B	C	D
	DATE	NAME	EVENT	OUTCOME
1	1984	Illinois & Michigan Canal	P.L. 98-398	National Designation
2	1984	America's Industrial Heritage Project (AIHP)	P.L. 98-473	National Designation
3	1986	John H. Chafee Blackstone River Valley	P.L. 99-647	National Designation
4	1988	Delaware & Lehigh Canal	P.L. 100-692	National Designation
5	1988	Southwestern PA Heritage (Path of Progress)	P.L. 100-698	AIHP to SWPAHPC
6	1991	NTHP	Heritage Area Conf	150 Attendees
7	1993	NTHP	Heritage Area Conf	60 Attendees NCHA formed
8	1994	NCHA	Heritage Area Conf	400 Attendees
9	1994	U.S. Congress	National Heritage Area legisl proposed	failed
10	1994	Cane River	P.L. 103-449	National Designation
11	1994	Quinebaug & Shetucket Rivers Valley	P.L. 103-449	National Designation
12	1996	US House of Reps	H.R. 3305 failed	No National program est
13	1996	Cache La Poudre	P.L. 104-323	National Designation
14	1996	America's Agricultural Parntership	P.L. 104-333, Div II, Title VII	National Designation
15	1996	Augusta Canal	", Div II, Title III	National Designation
16		Essex	", Div II, Title V	National Designation
17		Hudson River Valley	", Div II, Title IX	National Designation
18		National Coal	", Div II, Title I	National Designation
19		Ohio & Erie Canal	", Div II, Title XIII	National Designation
20		Rivers of Steel	", Div II, Title IV	National Designation
21		Shenandoah Valley Battlefields	", Div I, Title VI, Sec 606	National Designation
22		South Carolina	", Div II, Title VI	National Designation
23		Tennessee Civil War	", Div II, Title II	National Designation
24	1998	NCHA	Conference	NCHA to ANHA
25	1998	MotorCities-Automobile	P.L. 105-355, Title I	National Designation
26	2000	Erie Canalway	P.L. 106-554, Title VIII, Sec 108	National Designation
27	2000	Lackawanna Valley	P.L. 106-278	National Designation
28	2000	Schuylkill River Valley	P.L. 106-278	National Designation
29	2000	Wheeling	P.L. 106-291	National Designation
30	2000	Yuma Crossing	P.L. 106-319	National Designation
31	2001-2002	National Heritage Area legisl proposed	H.R. 2388, 1882	Died in subcommittees
32	2002	11 new heritage areas	H.R. 695	Passed Senate, died in House

6: NATIONAL HERITAGE AREAS ANALYSIS CHART, section 1

	A	B	C	D	E	F
	Heritage Area	Passed	Law	Mgt Entity	Type	Plan
1	America's Agricultural	1996	104-333	America's Agricultural Heritage Partnershp, Inc. D/B/A Silos & Smokestacks	non profit	yes
2	Augusta	1996	104-333	Augusta Canal Authority/Augusta Canal National Heritage Area, Inc.	Govt/non profit	yes
3	Automobile	1998	105-355	Automobile NHA Partnershp, Inc.	non profit	yes
4	Cache la Poudre	1996	104-323	Cache la Poudre Heritage Area Commission (not active)	Govt agency	no
5	Cane River	1994	103-449	Cane River Heritage Area Commission	Govt agency	yes
6	Delaware & Lehigh	1988	100-692	Delaware & Lehigh Navigation Canal Corridor Commission	Govt agency	yes
7	Erie Canalway	2000	106-554	Erie Canalway National Heritage Corridor Commission	Govt agency	pending
8	Essex	1996	104-333	Essex National Heritage Commission, Inc.	non profit	yes
9	Hudson River	1996	104-333	HRV Greenway Communities Council/Greenway Conservancy for HRV, Inc.	Govt/non profit	yes
10	Illinois & Michigan	1984	98-398	I&M Canal National Heritage Corridor Commission	Govt agency	yes
11	John H. Chafee Blackstone	1986	99-647	Blackstone River Valley Commission	Govt agency	yes
12	Lackawanna Valley	2000	106-278	Lackawanna Valley Heritage Authority	Govt agency	pending
13	National Coal	1996	104-333	National Coal Heritage Area Steering Committee	Govt agency	pending
14	Ohio & Erie	1996	104-333	Ohio & Erie Canal Association	non profit	yes
15	Quinebaugh & Shetucket	1994	103-449	Quinebaugh & Shetucket Heritage Corridor, Inc.	non profit	yes
16	Rivers of Steel	1996	104-333	Steel Industry Heritage Corporation	non profit	yes
17	Schuykill	2000	106-278	Schuykill River Greenway Association	non profit	pending
18	Shenandoah River Valley	1996	104-333	Shenandoah Valley Battlefields Fdn	non profit	yes
19	South Carolina	1996	104-333	State of SC, Heritage Tourism Dvlpmt Off, Dept of Parks, Recreation, & Tourism	Govt agency	yes
20	SW Pennsylvania/AIHP	1984	98-473	SWPA Heritage Preservation Commission/Westsylvania Heritage Corporation	Govt/non profit	yes
21	Tennessee Civil War	1996	104-333	Center for Historic Preservation, Middle TN State University	University	pending
22	Wheeling	2000	106-291	Wheeling National Heritage Area Corporation	non profit	pending
23	Yuma Crossing	2000	106-319	Yuma Crossing National Heritage Area Corporation	non profit	yes
24						
25						
26						
27						

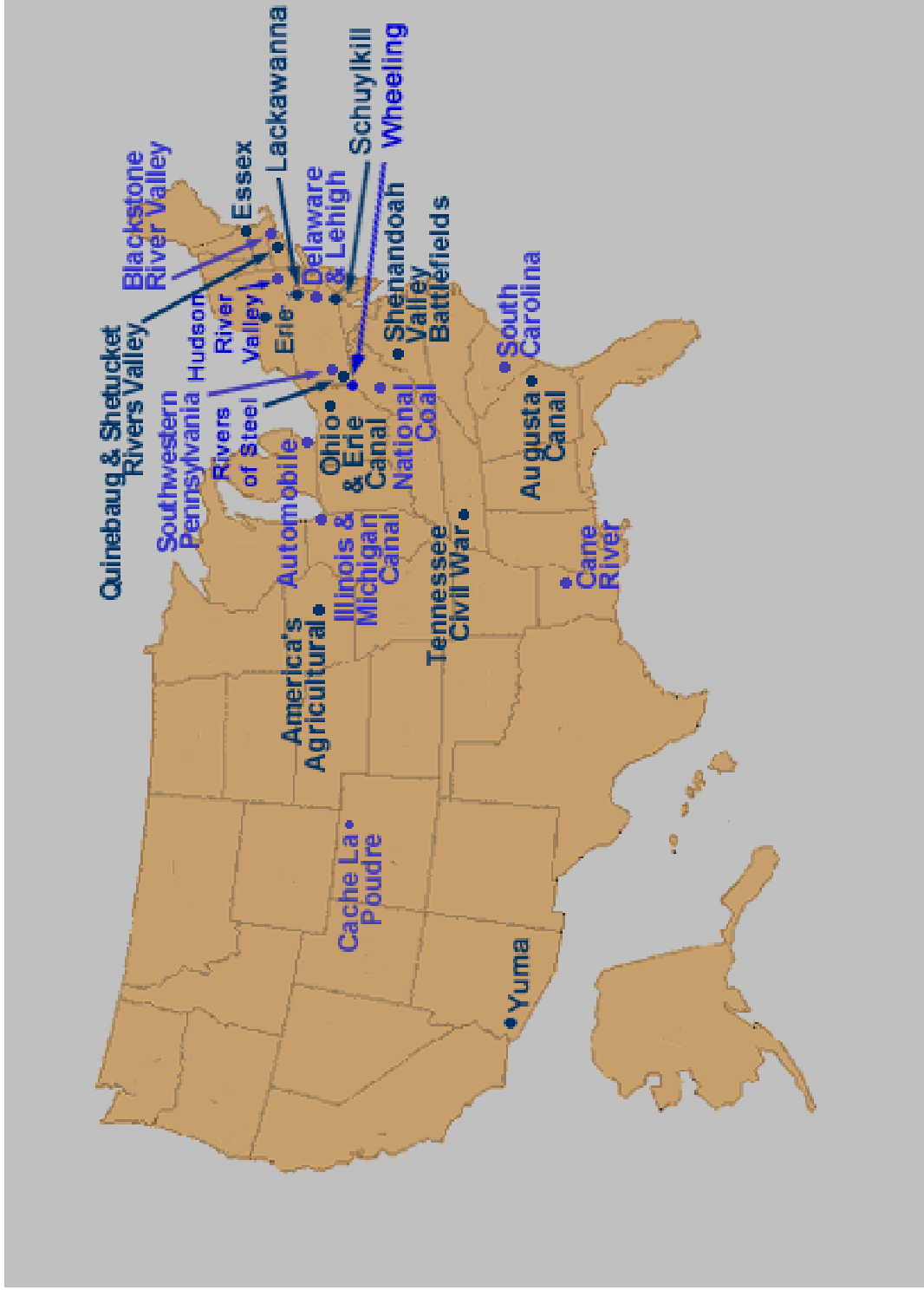
6: NATIONAL HERITAGE AREAS ANALYSIS CHART, section 2

State	2003 approp*	# Jurisdictions	Sq miles	Theme	# Partners	Website
IA	\$750,000.00	37 counties, 47 municipalities	21,812	ag history	75+	silos&smokestacks.org
GA	\$600,000.00	2 counties, 1 city	3	river/canal	10+	augustacanal.com
MI	\$500,000.00	13 counties, 26 municipalities	8139	auto history	5+	autoheritage.org
CO	\$50,000.00	2 counties, 4 municipalities	6594	river	N/A	N/A
LA	\$995,000.00	1 county, 3 municipalities	1256	river	35+	canriverheritage.org
PA	\$850,000.00	5 counties, 200 municipalities	2602	river	800+	nps.gov/dele
NY	\$400,000.00	23 counties, 205 municipalities	15,348	river	230+	nps.gov/erie/index
MA	\$1,000,000.00	1 county, 34 municipalities	501	history	120+	essexheritage.org
NY	\$600,000.00	10 counties, 250 communities	7063	river	100+	hudsonvalleyheritagearea.com
IL	\$750,000.00	5 counties, 48 municipalities	3672	river/canal	28+	nps.gov/ilmi (or) canalcor.org
MA, RI	\$800,000.00	2 counties, 24 municipalities	1926	river	500+	nps.gov/blac
PA	\$650,000.00	4 counties,	2902	river	8	lhva.org
WV	\$210,000.00	11 counties	5259	ind history	6+	coalheritage.org
OH	\$1,000,000.00	4 counties,	2015	river/canal	44+	canalwayohio.com
CT, MA	\$850,000.00	35 municipalities in CT & MA	1086	river	37+	thelastgreenvalley.org
PA	\$1,000,000.00	7 counties, multiple cities	2700	ind history		riversofsteel.com
PA	\$500,000.00	5 counties, 150 municipalities	3026	river	60+	schuyllkillriver.org
VA	\$500,000.00	8 counties, 4 municipalities	3928	civil war		valleybattlefields.org
SC	\$1,000,000.00	14 counties	9336	river	86+	sc-heritagecorridor.org
PA	\$2,500,000 **	27 counties, 965 municipalities	19,612	ind history	6/1000+	sphpc.org or westsylvania.org
TN	\$210,000.00	95 counties, 55+ municipalities	41,219	civil war		chp.mtsu.edu/tncivilwar/
WV	\$580,000.00	1 city, 1 county	11	history	25+	artisancenter.com
AZ	\$210,000.00	1 county, 1 city	22	river	40+	yumaheritage.com
	* Congressional appropriation through the "Heritage Partnership Programs"					
	** SW PA appropriation is funded through the NPS construction budvget					

6: NATIONAL HERITAGE AREAS ANALYSIS CHART, section 3

Heritage Area	2002 Approp	2002 grants	# Projects	#HP	# HP%	HP \$	HP \$ %
America's Agricultural	\$700,000	\$400,000	27	1	4%	\$9,550	2%
Augusta	\$492,000	\$0	0	0	0%	\$0	0%
Automobile	\$500,000	\$70,000	17	2	12%	\$17,045	24%
Cache la Poudre	\$50,000	\$0	0	0	0%	\$0	0%
Cane River	\$650,000	\$149,000	17	8	47%	\$79,386	53%
Delaware & Lehigh	\$700,000	\$652,000 *	30	10	33%	\$272,856	42%
Erie Canalway	\$210,000	\$0	0	0	0%	\$0	0%
Essex	\$1,000,000	\$151,650	17	7	41%	\$84,000	55%
Hudson River	\$900,000	\$391,925**	43	2	5%	\$51,250	13%
Illinois & Michigan	\$500,000	\$58,772	9	2	22%	\$15,010	25%
John H. Chafee Blackstone	\$800,000	\$820,000	24	7	29%	\$157,500	19%
Lackawanna Valley	\$500,000	\$491,000*	15	4	27%	\$150,000	30%
National Coal	\$210,000	\$0	0	0	0%	\$0	0%
Ohio & Erie	\$1,000,000	\$707,000	13	7	54%	\$202,500	29%
Quinebaugh & Shetucket	\$750,000	\$100,000	17	3	18%	\$22,000	22%
Rivers of Steel	\$1,000,000	\$310,000 **	19	6	32%	\$130,000	42%
Schuykill	\$210,000	\$301,000 **	19	12	63%	\$162,820	54%
Shenandoah River Valley	\$500,000	\$119,643	18	8	44%	\$69,883	58%
South Carolina	\$1,000,000	\$303,438	20	14	70%	\$243,013	80%
SW Pennsylvania/AIHP	N/A	\$0	0	N/A	0%	\$0	0%
Tennessee Civil War	\$210,000	\$22,000	3	0	0%	\$0	0%
Wheeling	\$1,000,000	\$200,000	N/A	2	N/A	\$30,000	15%
Yuma Crossing	\$210,000	\$0	0	0	0%	\$0	0%
Totals & Averages	\$13,092,000	\$3,101,503	308	95	29%	\$1,696,813	33%
* D&L and Lackawanna are funded by both federal and state dollars							
** HRV, ROS & Schuykill are funded by state dollars only							

7: NATIONAL HERITAGE AREAS MAP



8: US 441 HERITAGE HIGHWAY TIMELINE, page 1

	A		B		C		D	
	DATE	PLACE		EVENT		OUTCOME		
1	27-Aug-1997	Athens		Interest meeting held				
2	11/12 - 13/97	Douglas		Interest meeting held				
3	12-Dec-1997	Tallulah Falls		Interest meeting held				
4	4/5 - 7/98	Athens		Organizational meeting held				
5	19-May-1998	Watkinsville		Central regional meeting held				
6	10-Jul-1998	Along 441		Publicity generated				
7	2-Dec-1998	Madison		General meeting held				
8	29-Apr-1999	Tallulah Falls		General meeting held,		Articles of Incorporation presented/to be filed		
9	7-Dec-1999	Athens		Exec meeting held		Become independent of UGA ICAD		
10	6-Jan-2000	Milledgeville		General meeting held		Incorporation complete		
11						GA Legislature resolutions presented		
12						Draft by-laws approved		
13						Bank account to be opened by Treasurer		
14						Facilitated session provides goals/action steps		
15						Volunter Exec Director begins - Hannah Ledford (WGC)		
16	20-Apr-2000	Athens		General meeting held		Draft brochure approved		
17						By-laws approved		
18								
19	1-May-2000	Corridor		First 441 newsletter distributed				
20	22-Aug-2000	WGC		GDOT TE Grant applied for				
21	24-Aug-2000	Watkinsville		Exec meeting held		501 c status gained		
22						Website to be professionally developed		
23	5-Oct-2000	Douglas		General meeting held		Final brochure approved for printing		
24						Professional website on hold; volunteer to do one		
25						Decision to use "trail" vs "corridor"		
26	8-Feb-2001	Madison		General meeting held		Brochures distributed to all counties present		
27						Approval of TE grant announced		
28						Standardized meeting schedule adopted		
29	19-Apr-2001	Atlanta		Heritage Highway legislation passed/signed		Decision to use "Highway"		
30						Funding for signage allocated by General Assembly		

8: US 441 HERITAGE HIGHWAY TIMELINE, page 2

A		B	C		D
1	DATE	PLACE	EVENT		OUTCOME
2	23-May-2001	Milledgeville	General meeting held		Corporate office to be located at Madison-Morgan CVB
3					Ledford retired position at WGC
4					WGC offered to continue to serve as staff
5					UGA CED considered as staff due to previous involvement
6	30-Aug-2001	Tallulah Falls	General meeting held		DOT logo/sign discussed
7					UGA CED considered as grant administrator
8	23-Nov-2001	Athens	General meeting held		UGA CED agrees to serve as grant administrator
9	23-Jan-2002	Atlanta	"Day at the Capitol" to thank legislators for support		Action Steps for TE grant coordinated with UGA CED
10	2-Mar-2003	Athens	TE Grant Contract signed with UGA CED		
11	15-Mar-2002	Athens	Exec meeting held		
12	18-Apr-2002	Watkinsville	General meeting held		DOT signage unveiled
13	29-Apr-2002	UGA, Athens	MHP Class presents preservation study		
14	6/ - 8/2002	441	UGA CED completes TE Grant work		
15	2-Jun-2003	Corridor	Second 441 newsletter distributed		
16	Summer, 02		Access membership database created		
17	Summer, 02		Email list serve created		
18	8/12-13/02	Douglas	General meeting held		UGA CED presents TE Grant findings
19					Facilitated mission setting session
20	Fall, 2002	UGA, Athens	Graduate students complete TE Grant work		
21	2-Nov-2003	Corridor	Third 441 newsletter distributed		
22	3-Dec-2002	UGA, Athens	General meeting held		New mission statement adopted
23					Contracted with UGA CED PS&O for spring staff
24					Agreed to review/amend by-laws as necessary
25	Spring, 03	UGA, Athens	Graduate students serve as staff		

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