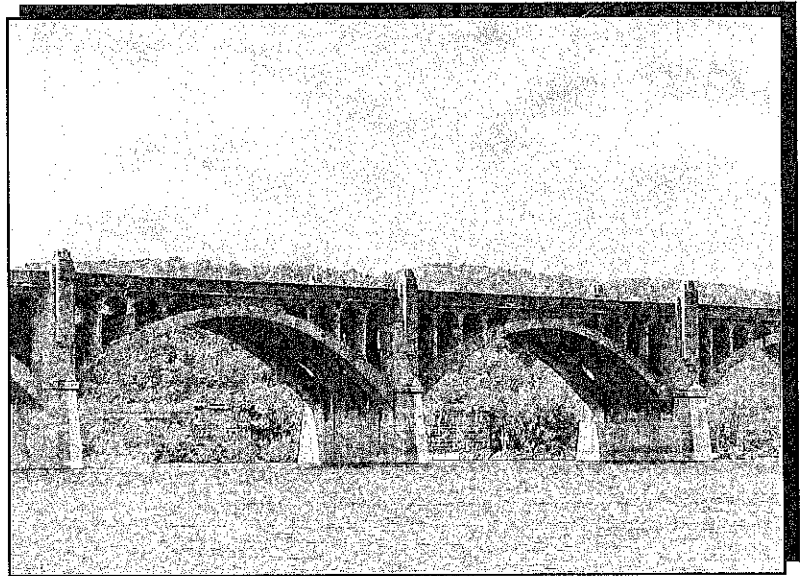
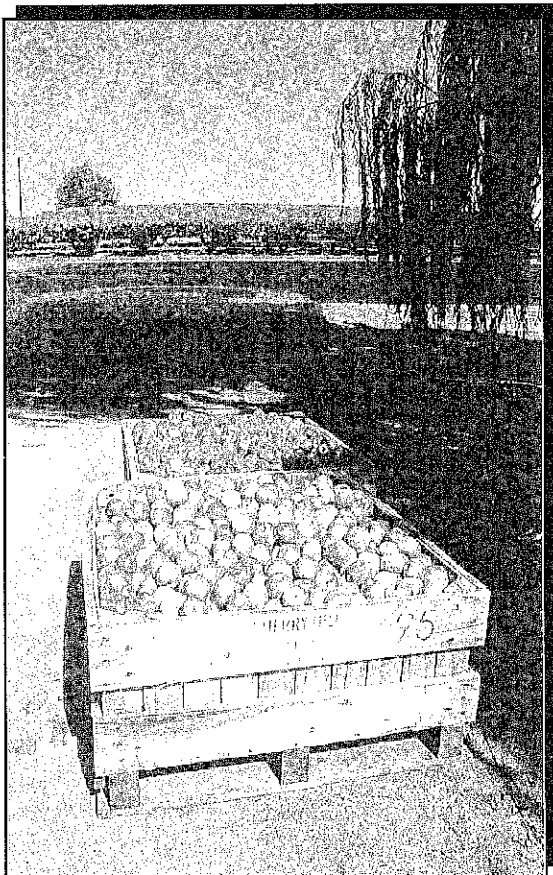
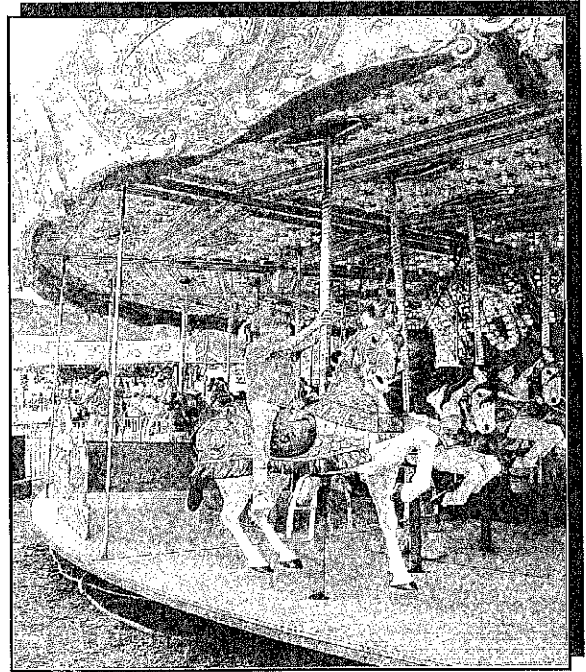


LOWER SUSQUEHANNA HERITAGE AREA

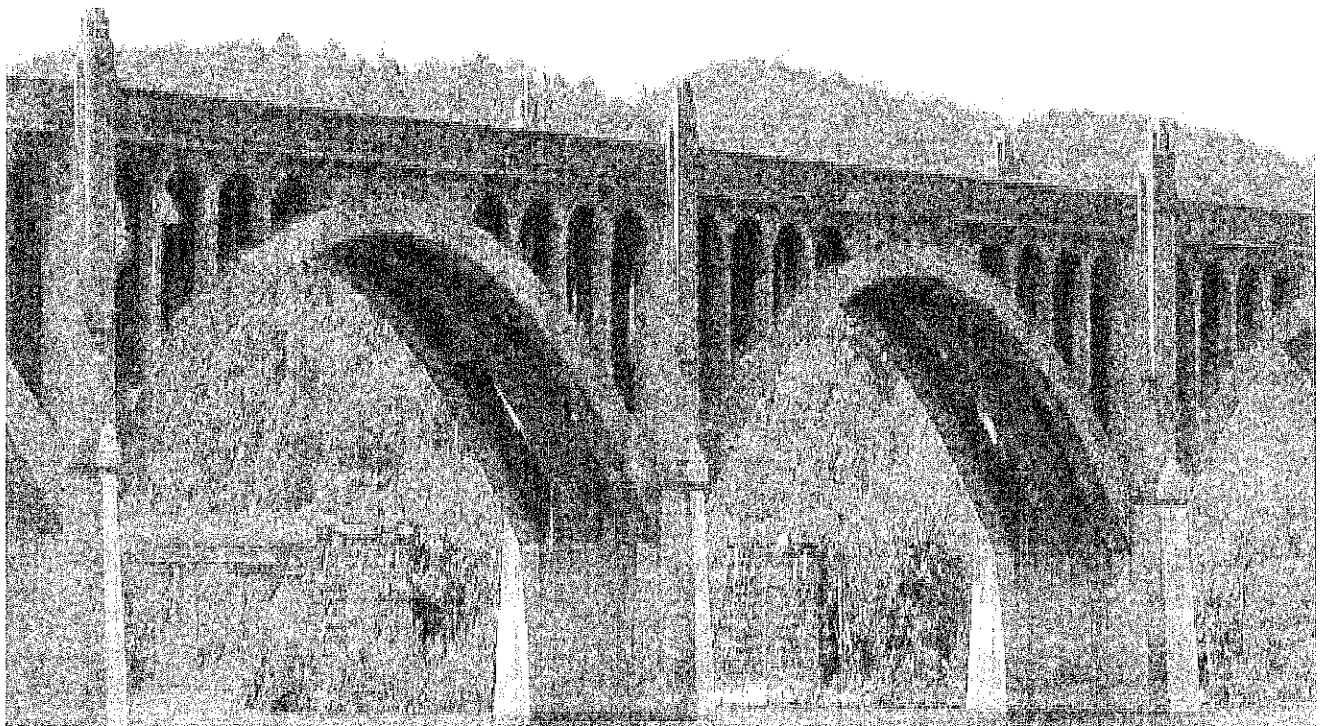
Feasibility Study



JMA/Watson

Urban Research and Development Corporation
Davidson, Peterson and Associates
Shelley Mastran
February 1999

LOWER SUSQUEHANNA HERITAGE AREA FEASIBILITY STUDY



Prepared by:

JMA/Watson

Urban Research and Development Corporation

Davidson, Peterson and Associates

Shelley Mastran

February, 1999

Vertical line of text on the left side of the page.

Vertical line of text on the right side of the page.

JMA/WATSON

a professional affiliation of
John Milner Associates, Inc., and A. Elizabeth Watson

Heritage Development and Community Planning Consultants

November 24, 1998

Lancaster County Board of Commissioners
Lancaster, Pennsylvania

York County Board of Commissioners
York, Pennsylvania

To the Commissioners:

Over the past seven months, you retained the JMA/Watson consulting team to analyze the potential of developing a designated Pennsylvania Heritage Region with your two-county area. For the purposes of this study, this area was named the Lower Susquehanna study area because the two counties together comprise a significant (and nearly self-contained) portion of the watershed of the lower Susquehanna River. The river is an important resource shared by your two counties, along with a common historic and natural heritage that gave rise to a distinctive landscape and culture in your region.

Our analysis involved extensive consultation with representatives from the region's many heritage-related organizations and thorough review of available planning documents and inventories. The feasibility study that follows summarizes the findings upon which we base this recommendation: *Lancaster and York Counties should undertake management action planning as a logical next step in strengthening inter-county collaboration on such issues as expanding tourism promotion; increasing interpretive offerings; improving conservation of cultural and natural resources; and developing additional greenways and recreational opportunities.*

The study area meets both of the Commonwealth's criteria for designation as a Pennsylvania State Heritage Region. First, the Lower Susquehanna area possesses a wealth of cultural and natural resources. Once integrated into a regional program, these resources can be used to interpret significant aspects of Pennsylvania's industrial history in a manner that is both compelling and engaging. Secondly, local officials have expressed strong support for developing a heritage region. A similar level of interest and commitment has been forthcoming from the region's many heritage-related organizations. Public- and private-sector representatives from both counties have been regular and active participants during this study, demonstrating that potential exists for building the partnerships that will be necessary to sustain the operations of a heritage region over the long term.

Individually, both counties have exemplary records of planning and program development. Lancaster and York Counties have independently adopted sophisticated growth management and farmland preservation strategies. They both—along with their cities and boroughs—continue to inventory their extensive cultural and natural resources and carry out significant rehabilitation projects as part of their economic development programs. Each also has a well-developed tourism infrastructure, although their marketing identities and program focus areas differ. Lancaster and York Counties also have the human and financial resources to create and successfully execute new programs. Examples include Lancaster County's Heritage Tourism Initiative. The idea of expanding this initiative to include portions of York County

■ **John Milner Associates, Inc.**
535 North Church Street
West Chester, Pennsylvania 19380-2397
610-436-9000 / fax 610-436-8468
wc@johnmilnerassociates.com

□ **A. Elizabeth Watson**
George Washington House
4302 Baltimore Avenue
Bladensburg, Maryland 20710-1031
301-403-1380 / Fax 301-403-1383

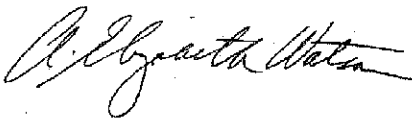
is included in this study, which could enable it to become a cornerstone for heritage development in the region. Another example is York County's progressive program of recreational trail development, of which the Northern Central Heritage Rail Trail is the crown jewel. The challenge for the management action planning process will be to continue a meaningful dialogue between the two counties that can lead to sustained collaboration. The next phase of planning should focus on developing the region's partnership potential by finding specific, productive ways for representatives from both counties to work together. In addition, a second priority should be to build the commitment of the region's many fine heritage organizations to the long-term success of a cooperative heritage program.

The report that follows recommends developing three primary areas of interpretation for the Lower Susquehanna area: agriculture, manufacturing, and transportation. These themes can be interpreted using the extensive and significant resources found throughout the region. Three supplemental areas of interpretation are also suggested: Native Americans, "Cultural Hearth" (referring to the influence of the region's culture on large areas of the United States settled after York and Lancaster Counties), and Natural Resources and the Susquehanna River. These themes have fewer associated resources—albeit some highly significant ones—and do not directly relate to the industrial emphasis of Pennsylvania's heritage region program. The study also suggests further examination of four options for boundaries and circulation, and five options for creating a management entity if the area were to become a designated heritage region.

Beyond York and Lancaster Counties are two other heritage programs that could be linked to your efforts: Pennsylvania's Lincoln Highway Heritage Corridor, currently under study for extension into Adams County, and Maryland's Lower Susquehanna Heritage Greenway in parts of Cecil and Harford Counties. Partnership with the latter could potentially reinforce efforts to protect and develop the lower Susquehanna River in Pennsylvania for recreation, environmental education, and "eco-tourism." Thus, collaboration with these two areas, as well as surrounding counties—which are working with the Pennsylvania Dutch Convention and Visitors Bureau on a regional marketing initiative based on the work of the Lancaster County Heritage Tourism Initiative—also should be explored in your next phase of work.

It has been a pleasure to work with all those who contributed to this study. Without their enthusiastic assistance, this study would not be complete. Finally, we wish to add that even though all of us involved in this consulting team believed that we knew the Lower Susquehanna area well, we were greatly impressed—even surprised—to learn how rich in heritage your region truly is. It is a safe bet that this is also true for many of your residents, Pennsylvanians in general, and visitors from near and far. It has been a great privilege to be with you at the beginning of what we hope will be an outstanding program of heritage development for your two splendid counties.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "A. Elizabeth Watson".

JMA/WATSON
A. Elizabeth Watson

CREDITS

STATE FINANCIAL SUPPORT

This project was financed in part by a grant from the Commonwealth of Pennsylvania, Department of Conservation and Natural Resources through the Pennsylvania State Heritage Parks Program.

LOCAL FINANCIAL SUPPORT

Local financial and administrative support for this study was provided by the County of Lancaster, the County of York, the Pennsylvania Dutch Convention and Visitors Bureau, and the York County Chamber of Commerce / York County Convention and Visitors Bureau.

HERITAGE PARK STEERING COMMITTEE MEMBERS

Sam Allen, Lancaster County Heritage Advisory Committee
Tom Baldrige, Lancaster Alliance
Brenda Barrett, Pennsylvania Historical and Museum Commission
Thomas Brant, York County Department of Parks
Sandra Butt, Hanover Area Chamber of Commerce
David Carver, York County Industrial Corporation
C. Alan Chace, Department of Conservation and Natural Resources
Felicia Dell, York County Planning Commission
Michael A. Domin, Lancaster County Planning Commission
Thomas Donley, York County Chamber of Commerce
Ann Druck, York County Convention and Visitors Bureau
Allan Erselius, Pennsylvania Dutch Convention and Visitors Bureau
Julie McNamara, Susquehanna Valley Chamber of Commerce
Eric Menzer, York City Office of Economic Development
John Mikowychok, Lancaster County Parks Department
Chris Reilly, York County Board of Commissioners
Charles Smithgall, City of Lancaster
Jerry L. Spangler, Department of Community and Economic Development
Scott W. Standish, Lancaster County Planning Commission
Paul Thibault, Lancaster County Board of Commissioners
Dan Witmer, Lancaster Chamber of Commerce and Industry

HERITAGE PARK TASK FORCE MEMBERS

Consists of the above individuals and those that follow:

Fred Abendschein
Ginny Abendschein
Larry Adams
Mark Arbogast
Gerald S. Book
Joan Clippinger
Alice Crowl
Sonya M. Duncan
Reed J. Dunn
Bill Ebel
June Evans
Patrick Foltz
Bob Gingerich
Greg Good
Edward Goodhart
Randy Harris
Scott H. Haverstick
Melinda Higgins
Ken Hoak
Lorraine Hovis
Jack Loose
Marshall Kaiser
Barry Kent
Mark Kimmel
W. Fred Kinsey III
Gary Lehman
Gerald Lestz
Gwen Loose
Sam Loth
Patricia McCandless
Pat Nagle
Carl L. Neff
David Nikoloff
Jim Parks
Roxanne Price
Betty Rose
Judith J. Saylor
Tom Shaffer
Deidre Simmons
Tom Simmons
Tom Smithgall
Caroline Stauffer
Robert R. Stewart
John Symonds
Jesse Taylor
Tom Tillet
Rich Wood

CONSULTING TEAM

A. Elizabeth Watson, Project Director, JMA/Watson
Alison McDowell, Project Planner, JMA/Watson
Peter C. Benton, Planner, JMA/Watson
Jeanette DiStefano, Desktop Publishing, JMA/Watson
Rick Booser, Economist, Urban Research and Development Corporation
Karen Peterson, Tourism Analysis, Davidson, Peterson and Associates
Shelley S. Mastran, Cultural Geographer / Scenic Byways

Special Advisors

Deborah Bowers, Agriculture
David Ellenberg, Partnerships

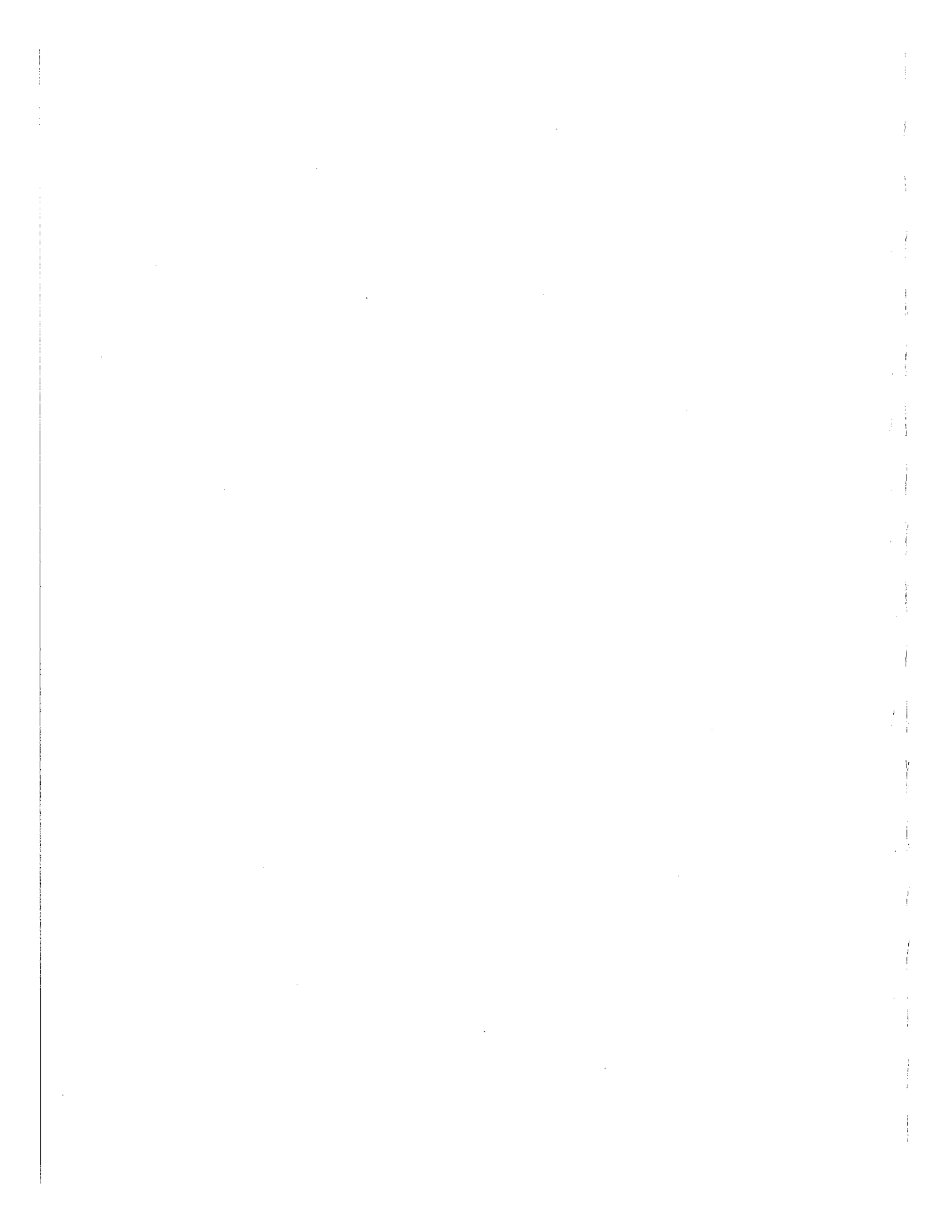


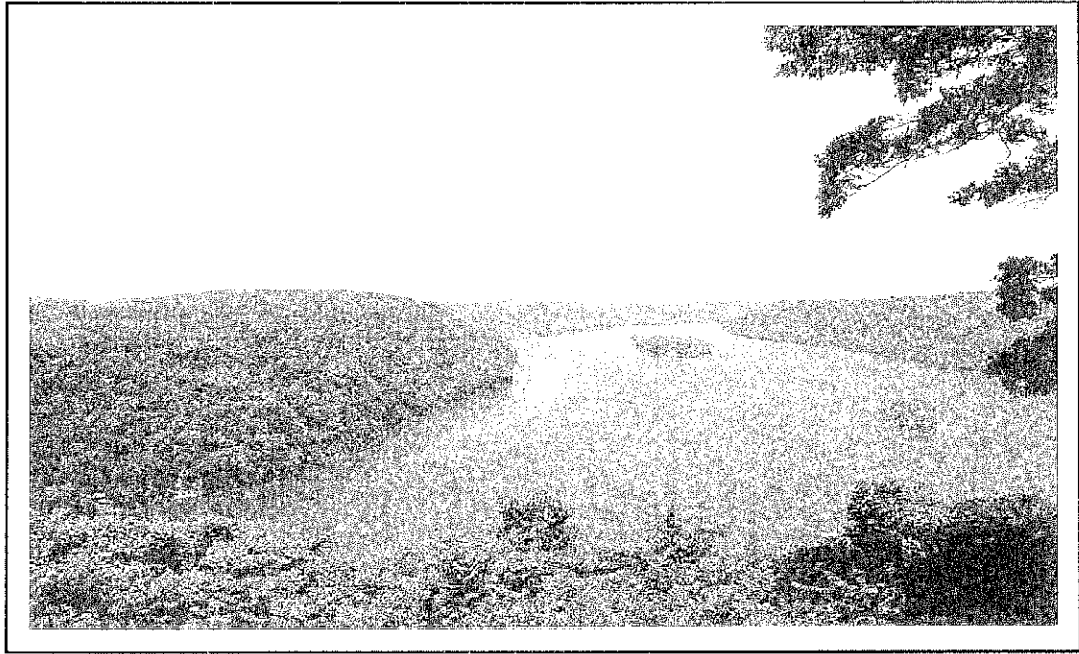
TABLE OF CONTENTS

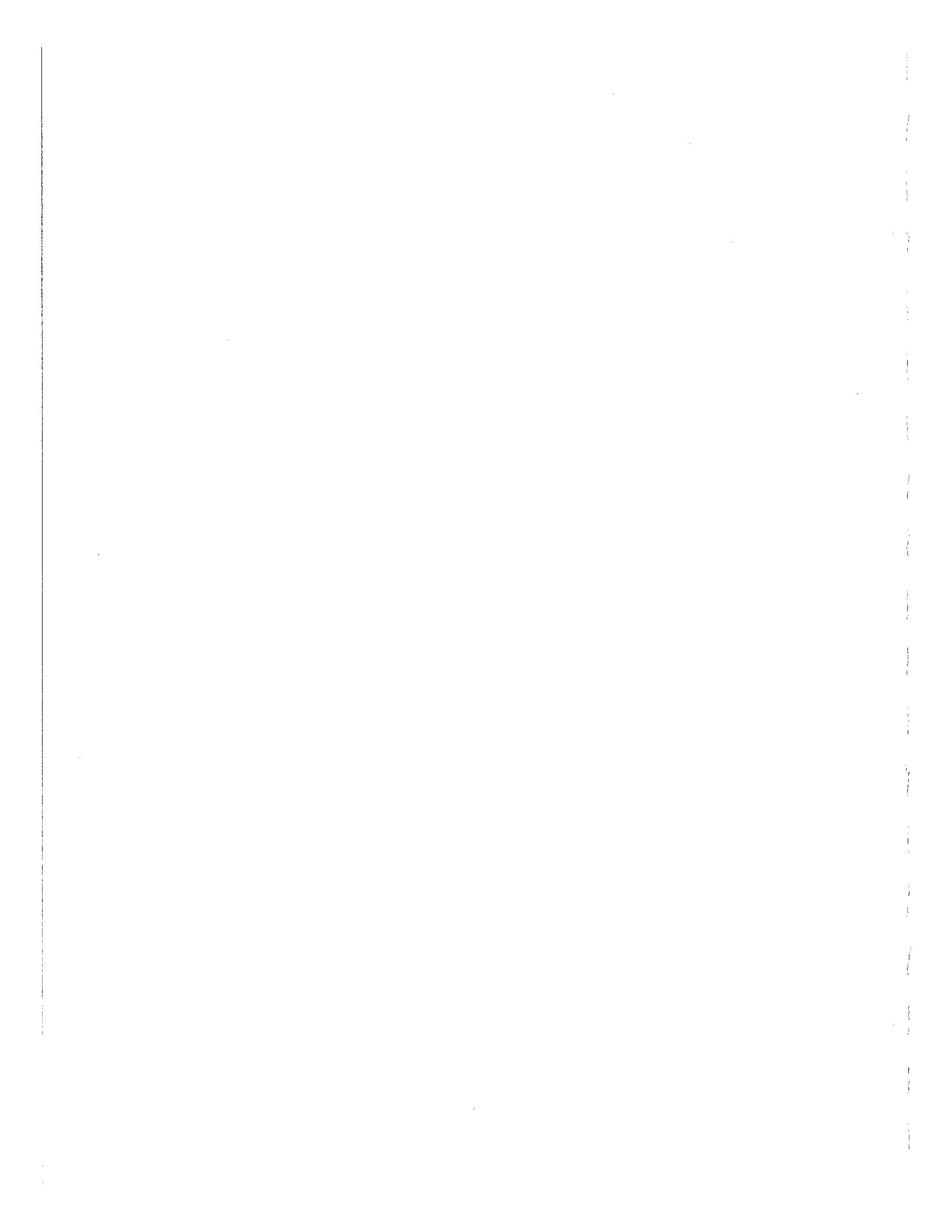
I.	Introduction	
	The Project Assignment	1-2
	Methodology	1-2
	Introduction to Heritage Development	1-3
	What is a Heritage Area?	1-4
II.	Lower Susquehanna Historical Overview	
	Introduction	2-1
	Native American Occupation	2-1
	Trading and Early Settlement	2-2
	Community and Commerce	2-5
	Mechanization and Specialization	2-7
	Mobility and Industry	2-9
III.	Existing Conditions and Assessment	
	Introduction	3-1
	Education and Interpretation	3-1
	Economic Development	3-8
	Tourism	3-17
	Cultural Conservation	3-27
	Recreation, Open Space, and Natural Heritage	3-37
	Community Planning	3-50
	Partnerships	3-56
IV.	Interpretive Themes	
	Primary Interpretive Themes	4-1
	Supporting Interpretive Themes	4-2
	Interpretive Assessment	4-3
	Potential Partner Sites and Organizations	4-3
	Preliminary Inventory of Heritage Events	4-5
	Interpretive Resources	4-6

Plate 17. Lancaster County Farm Fields	3-16
Plate 18. Sheep at the York County Fair	3-16
Plate 19. Pumpkins at a Lancaster County Nursery	3-16
Plate 20. York County Fair Midway	3-16
Plate 21. Susquehanna River View	3-26
Plate 22. Strasburg Railroad Switching Tower	3-26
Plate 23. German Gravestone at Hanover	3-26
Plate 24. 200-Year Old York County Farm	3-26
Plate 25. Warrington Township Meeting House	3-36
Plate 26. Stewartstown Railroad Station	3-36
Plate 27. Anderson Run at Lock 12 Recreation Area	3-36
Plate 28. Historical Plaque in Strasburg Borough	3-36
Plate 29. Lake Marburg	3-49
Plate 30. Pichot Lake	3-49
Plate 30. Hanover Theater	3-49
Plate 31. York City Streetscape Improvements	3-49
Plate 33. Iron Truss Bridge	3-55
Plate 34. Long Level Outfitters	3-55
Plate 35. Indian Steps Museum	3-55
Plate 36. Strasburg Country Store	3-55

Chapter One

Introduction





CHAPTER ONE

INTRODUCTION

This study of the Lower Susquehanna River Valley has been prepared for the York and Lancaster County Boards of Commissioners and a bi-county steering committee formed to consider the feasibility of a state heritage region designation for the Lower Susquehanna River Valley (Figure 1). It concludes the initial phase of heritage planning for the region under the procedures of the Pennsylvania State Heritage Parks Program. The purpose of the study is to gauge the region's potential to become a successful heritage park. This determination is made after identifying the significant stories that the region has to tell, examining the type and extent of available resources, and analyzing the potential for organizations within the region to work cooperatively. Also identified and briefly discussed here are major issues and implementation opportunities. The next stage of the heritage region planning process involves the development of a Management Action Plan. Such a plan would elaborate upon the issues identified in this study, present recommendations, build partnerships, and lay the groundwork for the last phase of planning—implementation. Recommendations for undertaking such further planning are also included in this study.

This feasibility study is divided into five sections. The first section, this chapter, provides a basic introduction to the concept of heritage development. It describes the guiding principles of the Pennsylvania Heritage Parks Program and explains what a heritage area is.

The second section, Chapter Two, summarizes the historic significance of this region and outlines important stories that could be told using the resources available. It places historical events of local importance within the context of larger national movements and identifies distinctive cultural landscape features that define the region.

The third section, Chapter Three, analyzes the region with respect to the state's five program areas: education and interpretation; economic development; cultural conservation; recreation and open space; and partnerships. Examination of economic conditions is separated into two overviews—economic development and tourism. Community planning is also discussed, as required by the state. Using information provided by the steering committee and gathered during public workshops and interviews, the consulting team has evaluated each of these areas, as discussed at the conclusion of each section.

The fourth section, Chapters Four and Five, describes and presents interpretive themes and different options for boundaries, linkages, circulation, and management structure. Chapter Six, the final section, presents a work plan for the Management Action Plan phase, which

includes a public involvement strategy and a discussion of funding and “early implementation” projects that might be begun during the planning phase.

THE PROJECT ASSIGNMENT

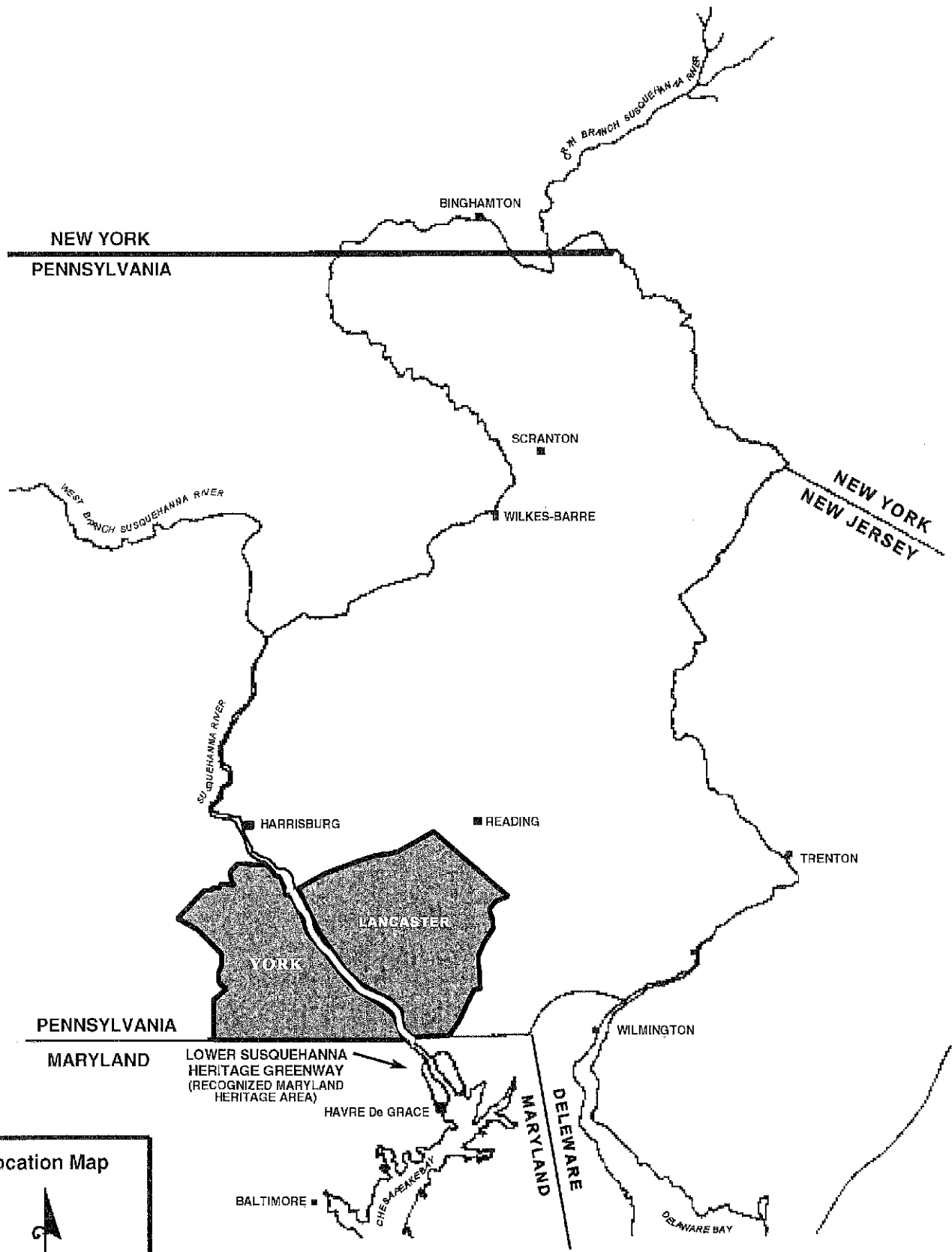
In preparing this feasibility study, the consulting team was charged with answering two questions. Affirmative answers to both of these questions are needed in order to proceed to the Management Action Plan phase of the Pennsylvania State Heritage Parks Program. First, does the region possess the cultural, natural, and recreational resources needed to successfully interpret one or more aspects of Pennsylvania’s industrial heritage? And second, is there evidence that organizations have the capacity and would be willing to work in partnership to implement regional heritage development initiatives?

METHODOLOGY

The York and Lancaster County Boards of Commissioners, together with the planning commissions of both counties, the Pennsylvania Dutch Convention and Visitors Bureau, the York County Chamber of Commerce/York County Convention and Visitors Bureau, sponsored this study with grant support provided by the Pennsylvania State Heritage Parks Program. A steering committee selected to participate in the preparation of the study, and a task force composed of individuals with a range of heritage-related interests was organized to offer added insight. County commissioners, chambers of commerce, economic development offices, parks departments, convention and visitors bureaus, museums, and local history organizations were among the interests represented within these two groups. The consulting team met regularly with the steering committee in addition to conducting three task force workshops. The discussions and comments generated during each of these meetings helped to establish goals and priorities for heritage efforts within the region, as well as to inform the assessments made for each of the state’s program areas.

The consulting team worked closely with the York and Lancaster County planning staff, whose assistance proved extremely valuable during the course of the study. By collecting relevant project information, coordinating meetings and workshops, and providing guidance about whom the consulting team should interview, staff members enabled the data review and analysis portions of the study to move forward efficiently. Staff representing the Pennsylvania State Heritage Parks Task Force and the Department of Conservation and Natural Resources worked closely with the planning team throughout the process, assisted by the staff of the Pennsylvania Historical and Museum Commission and the Pennsylvania Department of Community and Economic Development.

York and Lancaster Counties possess an abundance of literature documenting the history and cultural traditions of this region. In addition, both counties have active and innovative planning departments that have produced or sponsored numerous studies on issues relating to heritage development. In preparing the feasibility study, the consulting team undertook an ongoing process of gathering and gleaning information from the available literature. Types of literature reviewed as part of this study included local histories, historic resource surveys, Pennsylvania Heritage Affairs Commission folklife data, economic development and tourism information, regional calendars of events, open space plans, natural resource inventories, and comprehensive plans. The team supplemented these sources with input



Location Map

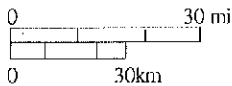


Figure 1. Location Map -- Lower Susquehanna Heritage Area.

generated during task force workshops and interviews with community leaders. In addition, a series of group interviews and several dozen supplementary telephone interviews with subject area specialists were conducted.

The consulting team carried out field reconnaissance throughout the region and took part in two guided tours to gain an understanding of its character. The first tour focused on visitor attractions and interpretive opportunities located within the Susquehanna River corridor. The second tour, organized with assistance from the Pennsylvania Historical and Museum Commission, focused on the region's unique archeological resources. These trips provided the consulting team with data on regional circulation and resource access issues, scenic quality, and tourism opportunities.

INTRODUCTION TO HERITAGE DEVELOPMENT

The fundamental concept of heritage development is to preserve, enhance, and promote the sites and stories that make a community special and distinctive. Interpreting the cultural and natural history of a region is an important component of heritage development because it raises awareness, on the part of both residents and visitors, of what a region has to offer. Heritage development initiatives provide a forum where residents can meet to discuss visions for their communities' future and begin working to preserve the aspects of heritage that they value on a regional scale across municipal, physical, and disciplinary boundaries.

In recognizing, protecting, and enhancing such features as historic downtowns, archeological sites, museums, natural areas, waterways, and recreational trails, communities can improve quality of life for current residents and future generations. Such efforts also strengthen a region's ability to attract a rapidly growing segment of the tourism market—heritage tourists. Heritage tourists can be characterized as well educated, mature, and moderately affluent. They are interested in doing "something different," learning about a new place, and experiencing a way of life that differs from their own. Areas of interest include experiencing regional architecture, landscapes, cuisine, and social customs. Heritage tourists stay, on average, a half-day longer than other tourists do, boosting revenue opportunities without necessarily raising the number of visitors. In tandem with public education, economic development is a second goal of heritage development. An area that possesses a good quality of life and is attractive to visitors is also better positioned to attract new investment by both small businesses and major employers.

Heritage development can involve a variety of initiatives ranging from the development of educational programs and heritage-based marketing materials to such bricks and mortar projects as the construction of visitor orientation centers, recreational facilities, and street scape improvements. The combined interests of each region's partners guide heritage development projects and determine their focus, since the fundamental power of heritage development derives from arriving at consensus among participating organizations and individuals. A primary goal for heritage development is to link resources within a regional marketing and interpretive network. In implementing such a network, communication among partners is increased, human and financial resources are pooled to achieve the greatest positive impact, and competition and duplicative efforts are reduced.

Nationally, increased interest in regional planning strategies and inter-governmental cooperation has been a major force behind this movement. Moreover, heritage development is seen as one way to integrate preservation and conservation into mainstream planning and economic development initiatives. Heritage development supporters recognize that preserving a region's historic character presents a formidable challenge. It requires alliances among partners at the local, state, and national levels and in both public and private sectors. A strong network of public and private partners that share a common vision for the region is critical to the success of any heritage development undertaking.

Heritage development is as much process as product. The goal of heritage partners is ultimately to carry out tangible projects; however, the dialogue and discussion leading up to the implementation of those projects is as valuable as the project itself. The heritage development process provides an opportunity for conservationists, recreation enthusiasts, arts organizations, business interests, civic groups, and the historically inclined to share ideas and voice concerns for their community. Such dialogue can generate a common vision of the future—livable communities with stable employment, green space, recreational opportunities, vital cultural traditions, and public awareness of history. Dialogue and partnerships in these areas can also allow the emergence of leadership to address other community needs.

WHAT IS A HERITAGE AREA?

In some parts of the United States, regions that undertake programs of comprehensive heritage development are known as "heritage areas." They may also be known as "heritage regions," "heritage corridors," or "heritage parks." More than one hundred such initiatives are now underway, some through the stimulus of congressional designation, others acting independently or through organized state programs. The program here in Pennsylvania, the Pennsylvania State Heritage Parks Program, was established in 1989. It is currently administered by the Department of Conservation and Natural Resources (DCNR). The purpose of the program has been to stimulate heritage tourism and other forms of economic investment within designated regions by offering technical and financial support to initiatives that preserve and market aspects of the state's impressive industrial heritage.

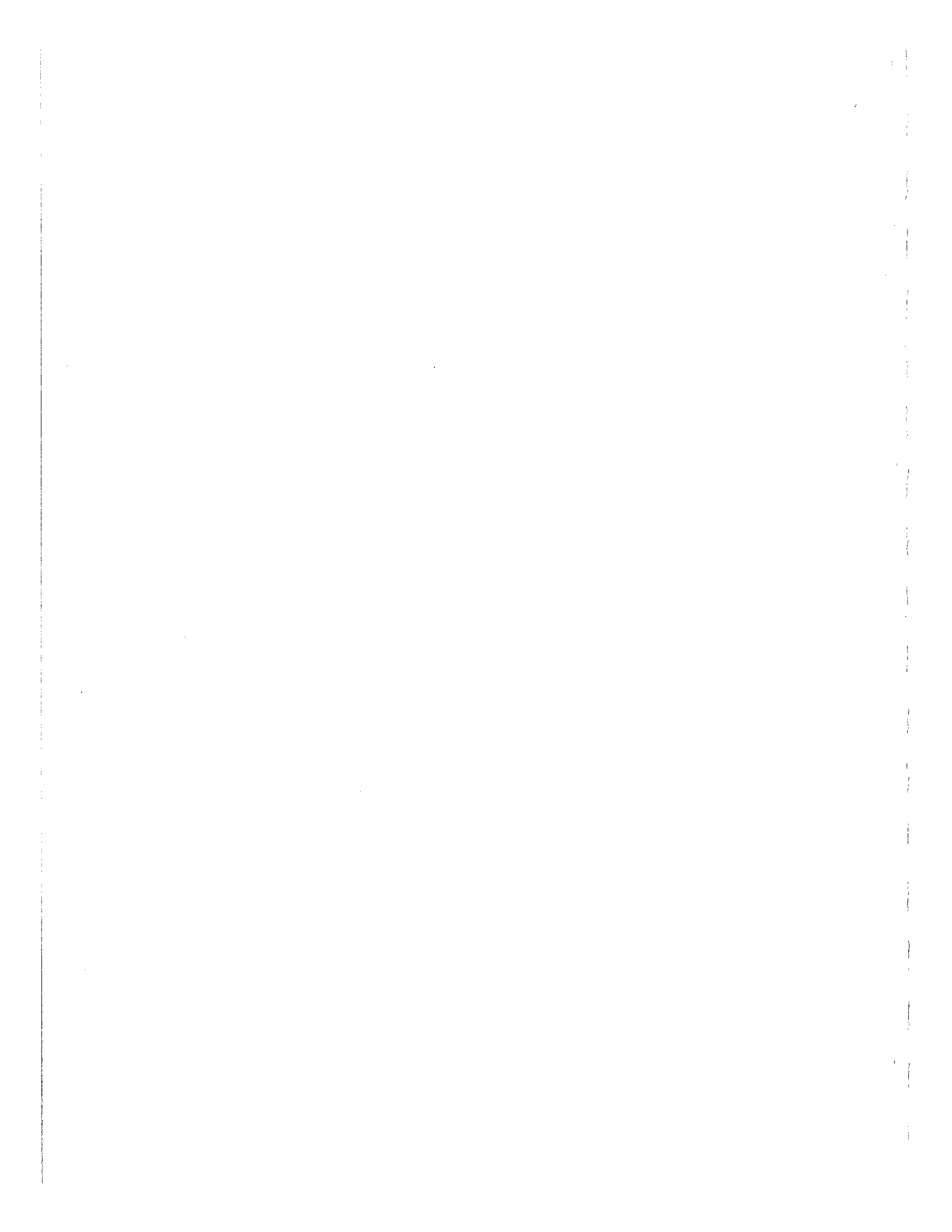
There are nine designated heritage regions in the state (the program recently settled on calling them "regions" rather than "parks," although the state program is still known by the older name). Several others are currently involved in planning activities that are being sponsored by the program. Examples of projects that have been completed with assistance from DCNR include: restoration of the Arcadia Theater in Winber; the Restoration of the Wagner-Ritter House in Johnstown; the construction of the Allegheny Valley Rail-Trail in Venango County; the design of the Heritage Discovery Center in Altoona; the replacement of missing historic mile markers along the National Road; the installation of interpretive signs at Drake Well Museum in Titusville; and the preparation of the Allegheny Ridge Heritage Park Curriculum for elementary and secondary students in Cambria and Blair Counties.

Designated Pennsylvania State Heritage Regions extend across two or more counties and contain a critical mass of resources that create a distinctive sense of place and relate important aspects of the state's industrial heritage. Industrial themes for the state include

iron, steel, coal, textiles, machine work and foundries, transportation, lumber, oil, and agriculture. The boundaries of heritage regions, which define target areas for assistance and investment, encompass land that is in both public and private ownership.

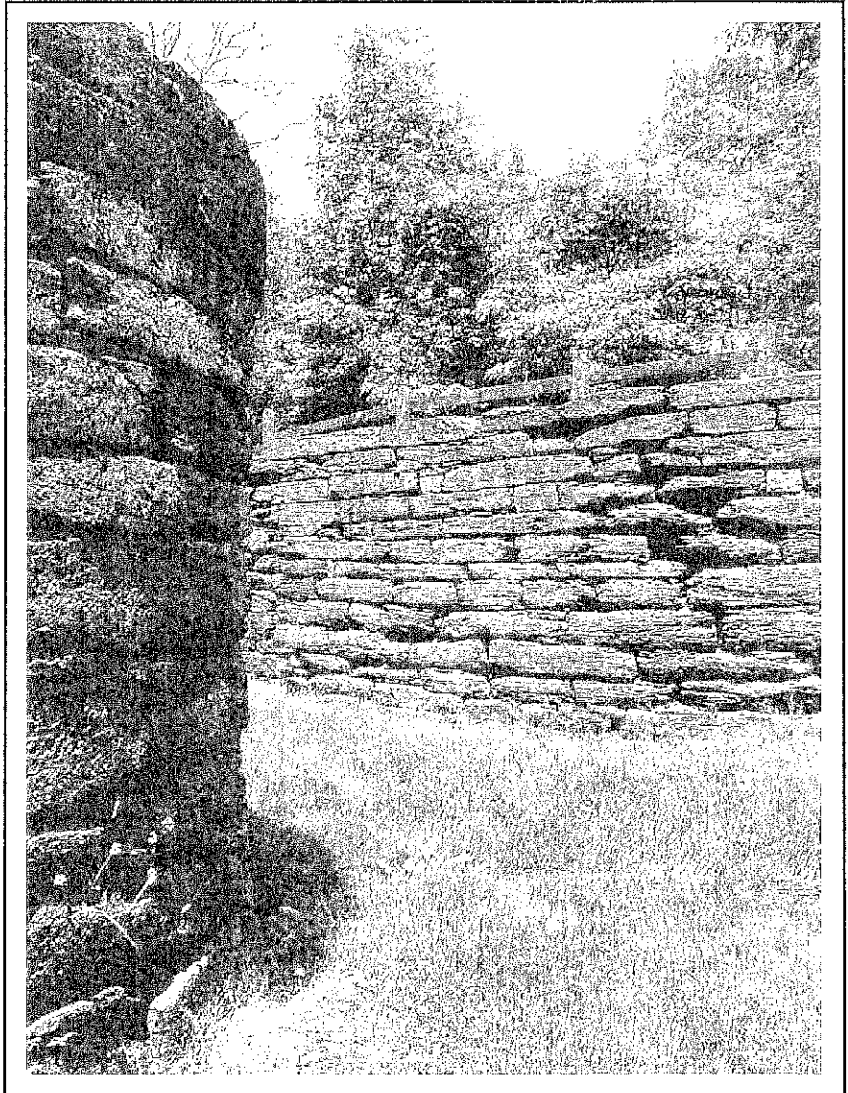
The State Heritage Parks Program strives to create partnerships among conservation-minded organizations, increase public understanding of Pennsylvania's rich heritage, and build sustainable communities by encouraging economic development that is sympathetic to each park's unique resources.

The next chapters describe and assess the Lower Susquehanna River Valley's history, interpretive and educational resources, economic development, tourism, cultural conservation, recreation and open space, community planning, and partnerships.



Chapter Two

Historical Overview





CHAPTER TWO

LOWER SUSQUEHANNA

HISTORICAL OVERVIEW

INTRODUCTION

Resources of state and national significance that convey myriad stories of importance to American history are found in Lancaster and York Counties. The Susquehanna River Valley was the center of the Susquehannock civilization, before the arrival of Europeans during the late seventeenth and early eighteenth centuries. These settlers brought diverse cultures, religions, and trades that shaped the character not only of present-day Pennsylvania, but also of other outlying East Coast regions. Known to geographers as a “cultural hearth,” the region was initially home to people and ideas that ultimately migrated to the Upper Ohio Valley, Piedmont Maryland, the West Virginia panhandle, and Virginia’s Shenandoah Valley. The region has consistently occupied the top position in national agricultural production, although its production emphasis gradually shifted from wheat, to livestock, to tobacco, to dairy. Lancaster and York Counties are also known for ingenuity in the manufacturing arena, from munitions to confections. The region is also home to a number of nationally significant transportation landmarks, among them the Lancaster-Philadelphia Turnpike and the Howard Railroad Tunnel.

Gently rolling hills, flat plains, and winding valleys make up the landscape of Lancaster and York Counties. The quality of the soil and topographical character of the region discernibly shaped early settlement patterns—delineating prime settlement locations from those that were less favorable and establishing preferred routes of travel. Settlers were first attracted to the region not only for the quality of its soils, but for its abundant water resources, a necessity for any successful settlement. Immediately adjacent to Maryland, Lancaster and York Counties are situated near the mouth of the Susquehanna River where it joins the Chesapeake Bay. The river forms the boundary between the two counties. One unique aspect of the region is that it is almost a completely self-contained watershed.

NATIVE AMERICAN OCCUPATION (11,000 BC TO 1600 AD)

Archaic Period

Paleo-Indians, the first inhabitants of the Lower Susquehanna River Valley, entered the region more than 11,000 years ago. What they encountered was a landscape quite unlike that of today—a region slowly thawing from the grip of the last ice age where herds of caribou and mastodon roamed through arctic forests of spruce and firs. Small nomadic bands of hunters followed these herds, supplementing their diet by fishing the many waterways created by the retreating glaciers and gathering the few edible plants that grew

in the forests. Over the millennia (9000 BC to 1000 BC), the climate grew more temperate, supporting flora and fauna that more closely resemble current species, such as elk, deer, bear, nuts, and berries.

Woodland Period

The technology of the native peoples evolved in response to these environmental conditions. The invention of spear points and horticultural practices facilitated a change in lifestyle. Native Americans established permanent villages along the region's many waterways and grew corn, beans, squash, and sunflowers. Islands, riverbanks, and terraces along valleys were preferred settlement locations. The majority of villages were concentrated within a corridor along the Susquehanna River Valley from the Hill Islands in the north to the high rocky islands near Holtwood Dam in the south. In the year 1550, villagers migrated, either searching for game or new land, and established a village at present-day Washington Borough. They later created a second, and possibly third, village on the eastern side of the river at Chickies Creek.

TRADING AND EARLY SETTLEMENT (1600-1760)

The Fur Trade and Associated Conflicts

Trading relationships among Europeans and Native Americans were established as early as 1600, when the first tribal names were recorded. Fur traders came to the area hoping to reap substantial rewards gathering pelts for export. Primarily beaver, but also fox, otter, bear, mink, and panther, found their way across the ocean in great numbers and into the wardrobes of Europe's elite as hats and coats. The Susquehannocks controlled most of the lower Susquehanna River Valley, but they shared the region with other tribes, including the Conestoga, Pequea, and Shawnee. The fur trade created bitter rivalries among tribal groups, compounding tensions within the region.

Throughout the seventeenth century, the Susquehannocks battled the Five Nations of the Iroquois to gain control of the fur trade. The Iroquois were the ultimate victors, and managed the lower Susquehanna region as a defensive buffer zone and hunting grounds for many decades. Small, dispersed settlements gradually arose once again in the region, including Conestoga Town, Pequehan, Conejoholo, and Conoy Town. French and Scotch-Irish traders established trading posts in these communities, using established trails to travel between port cities and the inland territory.

Early Settlement

During the late seventeenth and early eighteenth centuries, fur traders and missionaries shared stories of this heavily timbered region with European immigrants, who initially clustered around accessible port cities like Philadelphia. Around 1700, William Penn acquired the lands east of the Susquehanna River and opened them to European settlement. Small groups of families, who generally shared religious beliefs or a common ethnic heritage, gradually moved west into this region. What they encountered was only nominally a wilderness. The Native Americans had carefully managed the forests during their occupancy, keeping a high canopy of trees with little under story, which they burned regularly to maintain a suitable environment for hunting small game and gathering copious berries. They had also cleared fields along the edges of many waterways, which European settlers promptly appropriated for their own use. Relations with Native Americans were cordial at first, and the Europeans learned much from them

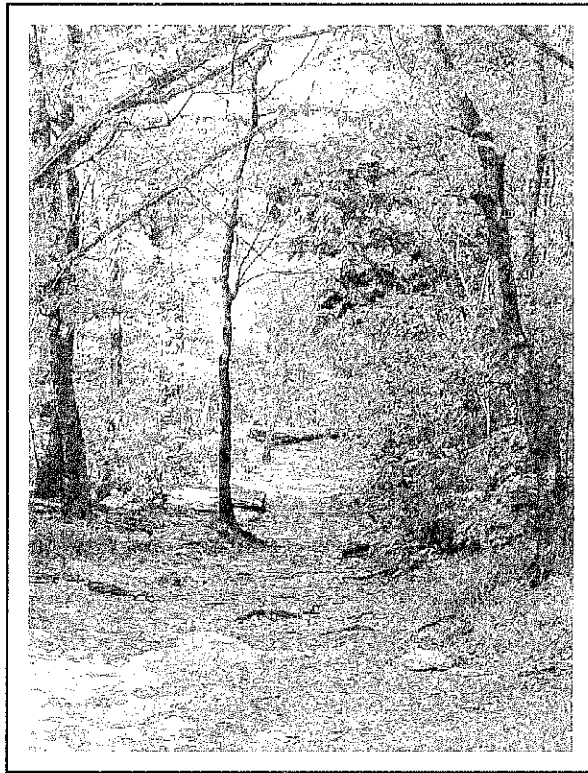


Plate 1. Trails, not unlike this example at Susquehannock State Park in Lancaster County, enabled Native Americans and fur traders to move through the region during the early settlement period.

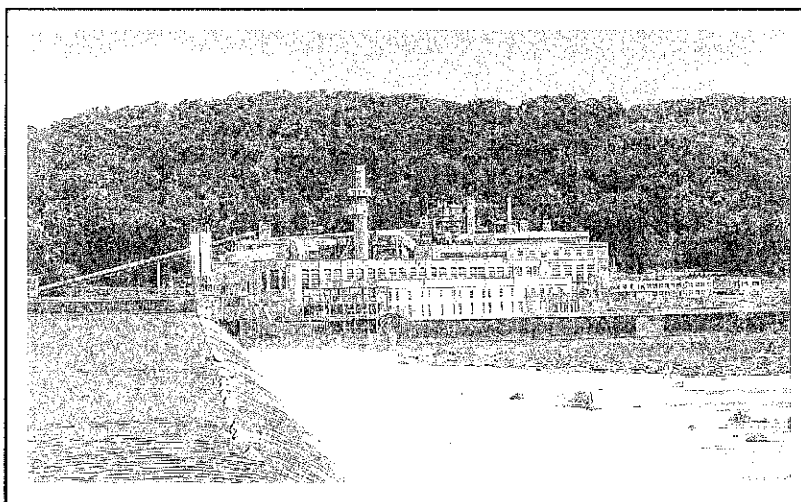


Plate 2. The Susquehanna is a formidable presence in the region. Starting with canals and continuing through the construction of hydroelectric power plants, residents have continued to adapt the river to meet their changing needs.

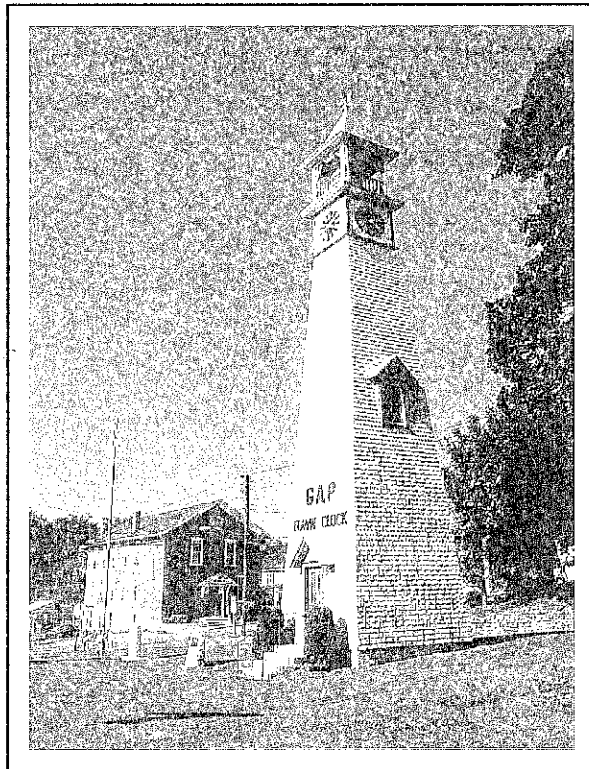


Plate 3. The Gap town clock stands at the eastern entrance to this region. More than 250 years ago, the first waves of European settlers traveled from Philadelphia through the Gap in the Mine Ridge, entering the fertile limestone valley, where they would establish prosperous farmsteads

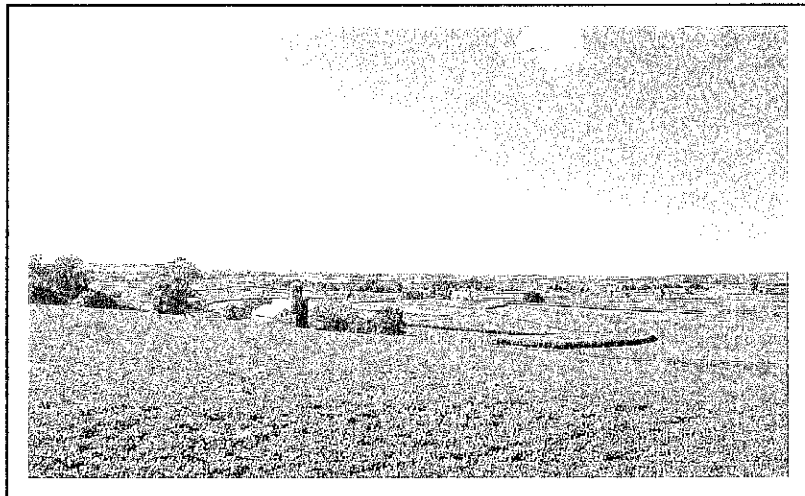


Plate 4. Fields stretching to the horizon, a minimum number of trees, and tightly clustered farm buildings seen in this view, illustrate the region's high state of cultivation.

about planting, tending, harvesting, and preparing the corn of the region. The Native Americans never recovered from losses sustained during the Fur Trade Wars; however, and most tribes retreated north as their communities succumbed to disease and economic and political instability.

European Immigrants

The first settlers to arrive in the region appear to have been a group of Swiss Mennonites who landed at the port of Philadelphia in 1710, gathered provisions, and headed out for the rich limestone soils of Lancaster County. This pattern was repeated regularly through about 1730 when the influx of settlers, mainly Germanic and English, increased substantially. Scotch-Irish, French, and Welsh settlers also came in lesser numbers (See Figure 3). The latter groups were encouraged to settle in the region because of their willingness to defend the area during boundary disputes with so-called Maryland intruders from south of the border. This was deemed necessary by Penn's agents, because of the pacifist leanings of many of the other residents. The conflict was finally settled after Charles Mason and Jeremiah Dixon, English surveyors, established an accepted boundary in 1767.

People sought land and religious freedom in the New World. Both were in short supply in England and on the Continent, and actively promoted by William Penn to encourage settlement of his expansive holdings in America. Penn was willing to subdivide his land to suit a range of budgets, thereby creating a region where most immigrants could acquire their own freehold. For this opportunity, laborers and middle-class farmers and artisans were willing to undergo the rigorous physical labor and deprivation required to erect a farmstead in a land of unknowns. Consequently, the ideals of tolerance, self-determination, individualism, free enterprise, and distrust of central authority were embedded in the Pennsylvania psyche from an early date.

Settlement Patterns

Philadelphia was the primary port of immigration to the region, so settlement patterns generally moved from east to west. By 1755, most of the productive farmland in what now comprises Lancaster County had been taken. Movement into the western reaches of York County did not begin in earnest until the close of the French and Indian War in 1763, which reduced the threat of attack by hostile Native American groups.

The grouping of farmhouse, barn, garden, and fields, which grew incrementally to include an ever-increasing number of specialized outbuildings, was the most fundamental unit of the early settlement landscape. Many factors determined a settler's selection of a home site—the presence of fellow countrymen who shared similar beliefs and a common language; the quality of the soil; the topography of the land; the presence of streams; and proximity to transportation routes. Ethnic enclaves were created throughout the region, whose cultural origins can be discerned today by their place names, architecture, and celebrations.

Self-Sufficient Farmsteads

The only way to enter this inland region during the early settlement era was to walk or ride in on a horse. Canoes were of little use, because one had to fight the Susquehanna's current when moving upstream, and portage around the falls. Supplies were costly, and most farms had to be self-sufficient. Periodically, such itinerant craftspeople as cobblers or peddlers would pass through selling their services and wares, but the limited cash resources of most farmers precluded such extravagances.

Farmers gradually cleared their fields, and used the felled logs for firewood, fence posts, construction, charcoal, or potash depending on the nature of the wood. Clearing was conducted in earnest, and it is believed that nearly sixty percent of the region's original forest cover was cleared by the 1760's. The primary crop was wheat, supplemented by other types of grain, including rye, oats, and feed corn. Grist mills and flour mills were erected along the region's many streams to process the grain. By the 1740's, the region was sufficiently established to initiate grain shipments to urban areas like Philadelphia, as well as to England and the West Indies. The region became known as the breadbasket of the colonies and supplied provisions to armies during the French and Indian and Revolutionary Wars.

Governmental Recognition

These exports provided farmers with ready currency, which enabled them to make substantial improvements to their barns and houses. The inherent productivity of the land also gave farmers more time to make such improvements. Tradesmen and merchants established permanent businesses in the area, attracted by the chance to meet the needs of these budding consumers. By the late 1720's the region was no longer simply a distant Philadelphia outpost, it had become a community unto itself. Residents wanted recognition of their own local government, and so petitioned to create a new county, Lancaster County, from Chester County in 1729. The town of Lancaster was designated the county seat the following year. York County was not far behind, seeking official recognition and separation from Lancaster County in 1749 with York as the county seat. Forty years later, well after the close of the French and Indian War, much of the region's best land was settled. New immigrants and established residents alike began to push further west into Ohio and Virginia's Shenandoah Valley, carrying with them the traditions of southeastern Pennsylvania's cultural hearth.

As planned by Penn, the two county seats developed as urban centers, playing significant roles in expediting not only governmental and legal activities, but commercial activities as well. As central market places, they were sited to be readily accessible from all parts of the county. After Philadelphia, the county seats occupied the second level in the multi-tiered hierarchy of regional communities: metropolitan centers, major towns, substantial villages, small crossroads hamlets, and dispersed rural communities. The cities of Lancaster and York became nodes of commercial activity within their respective counties, which resulted in the creation of a radial transportation infrastructure of turnpikes and later railroads.

Localized Transportation System

The region's first generation of roads consisted of a disjointed system of local access routes traversed by a few regional Indian trails, such as the Monocacy Trail and the Great Minquas Path, that could be used by packhorses or two-wheeled carts, but not wagons. Most of the Indian trails were originally established to connect major Native American settlements to one another, as well as to European trading centers. Most secondary roads branched off these major routes and led to smaller local arteries that served private land owners. Crossroads towns sometimes sprang up at intersections, especially those where a mill, ferry, or other local landmark was present. Over time, land owners widened and cleared stumps from more of these roads to accommodate wagons, but there were still few direct routes that covered substantial distances. Most settlers traveled only within very limited spheres.

Professional teamsters, using draft horses and the Conestoga wagons developed in the region, carried out most long-distance hauls seasonally.

COMMUNITY AND COMMERCE (1760-1850)

Improved Overland Travel Routes

By the mid-eighteenth century, the region had not only developed a sizable and stable population base, but Lancaster had become the largest inland town in the colonies. During this era, residents had the luxury of more time and resources to devote to economic and community development, whereas previously, mere survival had been a primary concern. Although the basic community unit continued to be the farm, residents began to expand their focus beyond their immediate environment, creating such community institutions as churches, cemeteries, jails and almshouses, developing new trade relationships, and establishing improved transportation connections.

A prime example of the latter trend was the creation of the Lancaster-Philadelphia Turnpike. The route took seventeen years to construct and was finished in 1812. It was the first scientifically designed hard surface road in the western hemisphere and represented a major leap forward in overland transit. The goal of the turnpike was to create a privately funded, direct commercial route between population centers with a dependable surface and suitable grade for wagon transport. For such benefits, one paid a toll commensurate with the distance traveled, goods carried, and type of vehicle employed. The advent of the turnpike era represented a conscious decision to develop the region as a commercial center, primarily for agriculture, but also for other trades.

Canal Construction

The next leap forward in the region's commercial development was the period of canal construction, which was well established by the late 1820's and continued through the 1840's. The entire movement was precipitated by the opening of the Erie Canal in 1825, which made New York an economic threat. In order to remain competitive as distribution points for western products, both Philadelphia and Baltimore were compelled to investigate faster, less expensive methods of transporting goods cross-country. Canal construction represented one such solution.

For generations, the Susquehanna River had frustrated settlers' attempts to make it a viable transportation route. It was shallow and rocky with strong currents and falls that had to be portaged. It was possible to ship produce downstream during the spring when the water ran high, but the rest of the year it was of limited value. In 1814, the state's first canal was constructed around Conewago Falls, which improved navigation somewhat. Consequently, the town of York Haven, which lay adjacent to the canal, became a major wheat emporium with many merchant grain mills. Around 1826 a comprehensive canal system was instituted that would, when linked with sections of rail, connect Philadelphia with Pittsburgh via Columbia in Lancaster County. This forty-three-mile route, known as the Eastern Division of the Pennsylvania Main Line Canal, was completed in 1834.

A second canal system that ran along the western side of the Susquehanna in York County was developed to provide an alternate outlet for north-central Pennsylvania's lumber and coal to the Chesapeake Bay and the port of Baltimore. The Susquehanna River and Tidewater Canal opened in 1840. Columbia and Wrightsville became major transfer points for goods

moving between canal systems and from the canals to overland modes of transport. Several smaller canals were also built along the Susquehanna's major tributaries, such as the Conestoga Navigation Canal, which connected to Lancaster, and the Codorus Navigation, which connected to York.

Local Industries

The opening of new roads during the first half of the eighteenth century increased movement of goods and people both east and west. The region was strategically situated along the Appalachian Ridge, and large numbers of immigrants passed through on their way to other, more distant parts of the frontier. They often secured additional provisions for their journey from merchants and tradesmen within the region, and Lancaster, and later York, developed reputations as supply and distribution centers. Travelers during this period were able to procure such articles as Conestoga wagons and Pennsylvania long rifles, popularly known as Kentucky rifles, that were both invented within the region.

Some industries, like iron making, lent themselves to the foreign trade. Iron-making industries were initially well served by the region's canal system, since water-based transportation methods significantly lowered the shipping costs of coal and processed ore. The iron industry also supported the production of wagon-makers and other related industries. New industries arose to meet needs of local residents whose tastes continued to grow more sophisticated. Locally made products from the eighteenth century included such items as brick, furniture, pottery, paper, leather, clocks, textiles, saddles, and liquor. Grist mills and saw mills also continued to increase in numbers commensurate with rises in population and improved acreage.

Revolutionary War

The Revolutionary War cast a temporary spotlight on the region. While not the site of any strategically significant battles, both York and Lancaster hosted congressional delegates and other government officers after the British swept in and occupied Philadelphia during the fall of 1777. During its residence in York, Congress held its first session on September 30, proclaimed the first Thanksgiving Day, completed the final draft of the Articles of Confederation, and officially announced the name of the nation for the first time.

Intensive Agricultural Use

During this era, the region made the transition from subsistence farming to commercial farming, and agricultural practices grew more intensive. In fact, by the late eighteenth century, the region ranked among the nation's top areas in terms of agricultural production, a position that it would hold until irrigation of western lands commenced in the early twentieth century. When early settlers arrived, land and resources appeared to be boundless, but after several generations of careless farming, some lands began to experience substantial decreases in productivity. German immigrants developed a good reputation for managing their land, adopting innovative practices for the time, such as the use of clover, legumes, manure, and lime. Fortunately for many farmers, the region had copious lime deposits that could be quarried and processed right on the farm or purchased from nearby lime kiln operators. The English and Scotch-Irish were not known to be so careful with their land, and as they moved on to new land further west, German settlers often acquired and consolidated these holdings.

Livestock became a profitable commodity during the late eighteenth and early nineteenth centuries. Cattle pastured in the newly opened western territories of what would become

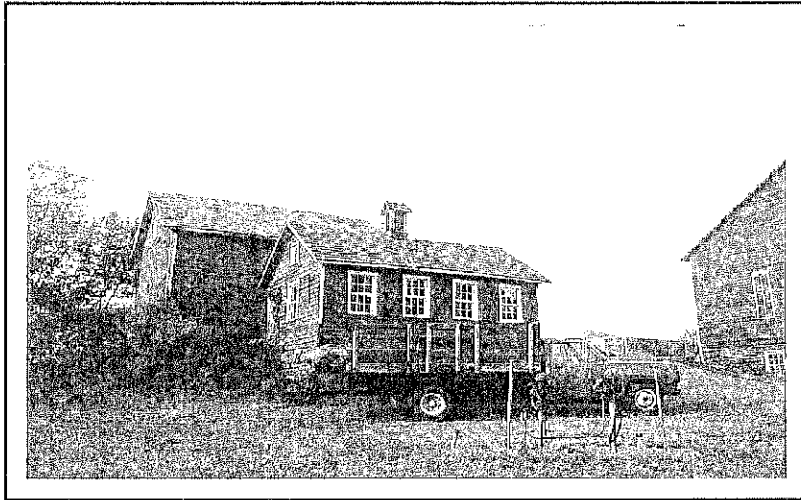


Plate 5. Local farmers began to export their surplus grain by the second half of the eighteenth century, thereby accumulating substantial wealth, which they used to improve their properties. Consequently, the region possesses a rich architectural legacy of agricultural buildings that form a continuum from the early settlement period up to the recent past.

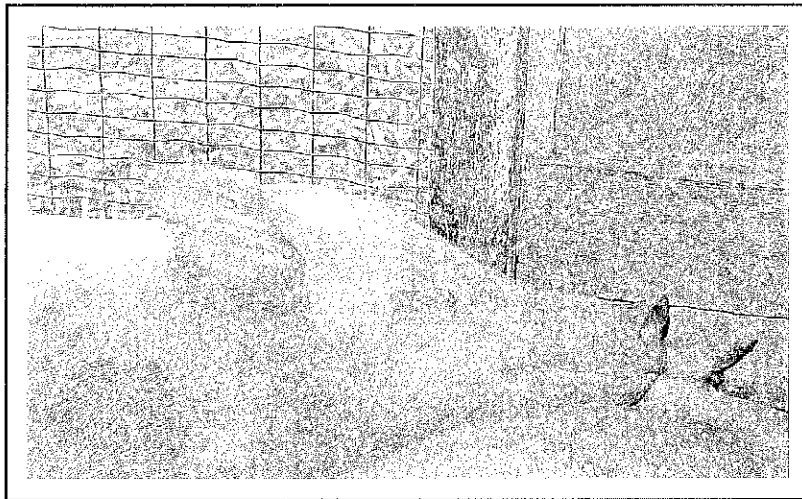


Plate 6. In addition to grain crops, farmers have long supplemented their income by raising livestock. Animal husbandry received much attention during the mid-nineteenth century when fairs developed as forums for displaying prize animals and exchanging information on agricultural improvements. Seen here is a prize-winning pig resting in its stall at the long-running York County Fair.



Plate 7. The food processing industry is an extension of the region's agricultural heritage. Hanover is a major center for the snack food industry. Sturgis Pretzels, seen here, continue to be produced in Lititz -- commonly believed to be the location where the country's first pretzels were prepared.

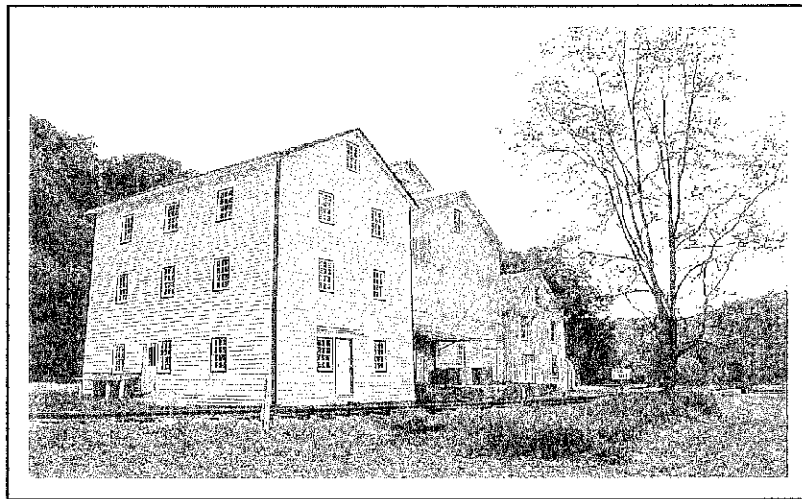


Plate 8. Railroad depots, such as this example at Muddy Creek Forks in York County, became hubs of activity throughout the countryside.

Illinois were driven overland to Lancaster and York counties where they were revived and fattened with local grain before their trip to the urban markets of Philadelphia and Baltimore. As the level of commerce rose, ties to these markets were strengthened. By the 1840's, farmers had already begun to reconsider their position with respect to the rapidly opening western territories, seeking ways to make their East Coast location an asset. They began to produce more perishable commodities, such as butter, cheese, and fruit, for nearby metropolitan consumers. Use of new agricultural technologies, such as cast-iron plows, seed drills, harvesters, and mowers, also helped raise production levels.

As agricultural production intensified over the first half of the nineteenth century, the average farm size decreased, while the amount of improved acreage and the complexity of individual farmsteads increased. Rising land prices compelled farmers to cultivate their fields with the utmost efficiency. With time, the rude log shelters of the early settlement era gave way to more prosperous and solid houses and barns. Farm complexes grew to include a variety of supporting structures, including detached kitchens, spring houses, wash houses, smoke houses, wood sheds, pig pens, sheep folds, corn cribs, hay barracks, wagon sheds, distilleries, and butcher houses. While few surviving farmsteads can boast a majority of these structures, many complexes still exhibit an assortment of related outbuildings that add considerable richness to the agricultural landscape of the region.

MECHANIZATION AND SPECIALIZATION (1850-1920)

Civil War

People of the region generally opposed slavery and the secession of the South from the Union. Many farmers and business owners throughout the region were known to participate in the operation of the Underground Railroad. A system of codes enabled local residents and "station masters" to help slaves hide in homes or barns en route to cities in the northeast and Canada. When the conflict began in 1861, communities eagerly sent troops and supplies to aid the Union Army. During the course of the war, the western half of the region was invaded by the Confederate Army. The city of York and portions of York County were occupied during 1863. In order to halt the advance of Confederate troops, locals burned the Wrightsville-Columbia Bridge.

Advent of the Railroad Age

As the time passed, the regional economy became ever more complex, being affected not only by local conditions, but also by national conditions. Railroads were a major reason for this change. Although they had been introduced into the region several decades earlier, the full impact did not manifest itself until the 1850's. The major rail artery through the eastern half of the region was completed in 1834. It was part of the state-funded *Main Line of Public Works*, a 394-mile long system of canals, railroads, and incline planes that was constructed to link Pittsburgh with Philadelphia. Columbia, in Lancaster County, was the terminus for one stretch of canal. At Columbia, goods were transferred from canal barges for the remainder of the overland journey to Philadelphia, leading to the construction of a railroad as the most efficient system of transportation. Wrightsville was Columbia's counterpart in York County. Inter-regional connections to Baltimore and the Midwest via the Northern Central and Western Maryland rail systems further benefited York County. By the 1850's and 1860's, new regional routes sought to tie into these systems. Many of the lines were local and relatively short, less than ten miles in length, and served to give an economic boost to such communities as Strasburg and Hanover.

Western Competition

Railroads enabled the region to readily ship its agricultural and industrial produce to major metropolitan ports, but they did the same for western markets. Proximity to these markets, however, did not necessarily equate with more favorable rates. In fact, rates for shipments from the west were often commensurate with rates for shipment further east. This practice somewhat stacked the deck against Lancaster's grain and livestock exports, since western farmers with their huge prairie fields that were well-suited to the most modern equipment could easily produce grain and beef more cheaply than most eastern farmers.

This situation led southeastern Pennsylvania farmers to reassess the nature of their production and consider more specialized cash crops. Although production of grain crops remained high through the turn of the century, farmers diversified into tobacco and dairy production, especially fresh milk. Although tobacco had long been grown in Maryland and Virginia, it was not until the 1840's that a type suited to the southeastern Pennsylvania climate was found. Pennsylvania seedleaf tobacco, introduced from Cuba, was an immediate success, and by the 1850's the region led the nation in level of tobacco production, a position it would hold until 1920. Although tobacco was labor intensive, which did not present a problem for the region's large families, it did not require extensive alterations to infrastructure. In many cases, existing bank barns were converted for use in air-curing tobacco. Dairy production had always been a component of the region's agricultural program, but it played a secondary role until the 1870's when the introduction of the refrigerated boxcar enabled farmers to ship fresh milk to urban markets. Shipping milk was a far more profitable enterprise than previous shipments of processed butter and cheese.

Mechanization

Toward the end of this era, the Plain sect communities began to differentiate themselves from the rest of the population to a greater extent. They were more limited in the types of technology they chose to adopt, strictly eschewing the ownership of automobiles in favor of the continuation of what is today termed "horse culture." Rather than going into debt to purchase the latest mechanized equipment, they practiced intensive cultivation of the lands they owned and used their savings to acquire more property. During the Depression, this worked to their advantage. As farms went bankrupt, they were solvent enough to expand their holdings, taking on a powerful economic role within the region.

In the years after the Civil War, threshing machines, reapers, balers, newly designed plows, and horse-powered machinery changed the way people practiced agriculture. Whereas during the eighteenth century, most farmers practiced agriculture according to generations-old traditions, the nineteenth century brought an increased interest in agricultural experimentation. By the 1850's, many communities supported agricultural societies where farmers could come together and share the newest information on seed varieties and commercial fertilizers. Many societies also sponsored annual expositions, which showcased new equipment and encouraged people from the surrounding community to come and socialize.

Prior to the Civil War, agriculture was the undisputed economic force in the region; however, after the war, industry took on a larger economic role. Manufacturing increased considerably

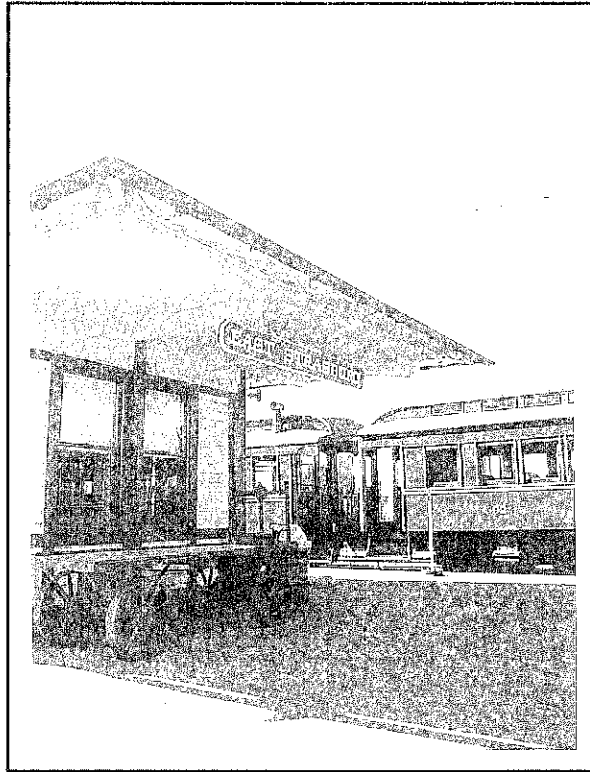


Plate 9. Visitors can relive the thrill and excitement of the railroading era by touring the Pennsylvania Railroad Museum and then embarking for a short trip on the Strasburg Railroad.

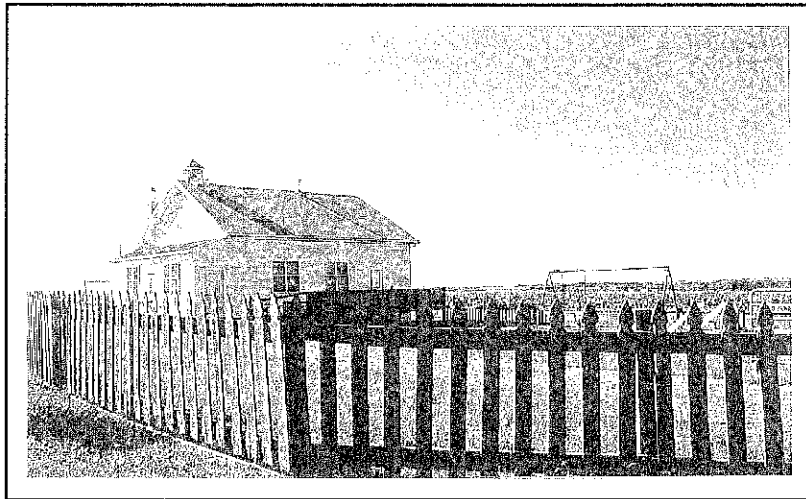


Plate 10. The frame and brick schoolhouses scattered about the countryside testify to the civic pride of the region's nineteenth-century farming communities. Many of these buildings continue in their historic use as schools for Amish children.

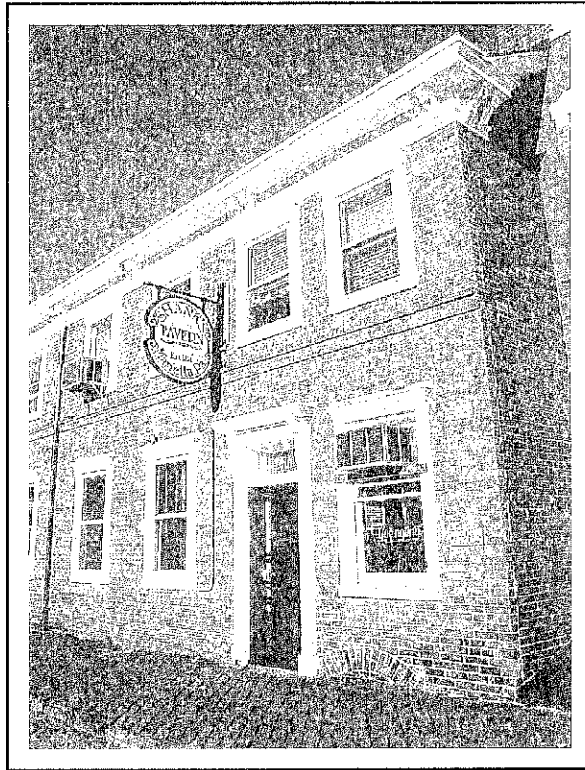


Plate 11. Taverns, such as this example in Marietta, were centers of social life. There travelers could exchange news and find shelter for the night before continuing their journey west.

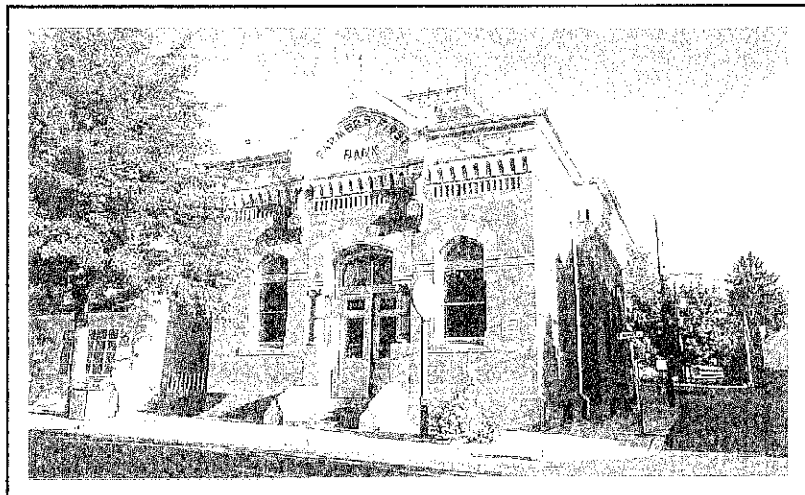


Plate 12. Over time, the main streets of the region's boroughs and towns became lined with substantial buildings -- banks, stores, telegraph offices and others. Today, communities are facing the challenge of maintaining their downtown districts as viable commercial centers.

beginning in the 1870's. The introduction of expensive machine processes by the 1860's facilitated the shift from the small scale, home-based shops of individual craftspeople, to larger, more labor- and capital-intensive types of manufactories. Some industries were linked to agricultural production, such as machine shops, distilleries, and cigar manufactories. Others located in the region because of its transportation infrastructure, proximity to urban markets, and available labor. Products unrelated to agriculture included silk, mattresses, umbrellas, watches, paper, safes, flooring, engines, and dynamite.

Industry jobs were attractive options for a growing segment of the population who did not have the resources to acquire a farm of their own. Land prices continued to increase as the population and demand for land grew. By the 1880's and 1890's, a radial system of streetcar routes that extended from the cities of Lancaster and York led to changes in work and commuting patterns. Growing numbers of people chose to reside in outlying boroughs and suburbs and travel into the county seats for their jobs. The introduction of electricity to the region in the 1890's enabled further expansion of the system.

MOBILITY AND INDUSTRY (1920-PRESENT)

Automobile Age

The introduction and widespread adoption, with the exception of Plain sect members, of the automobile transformed the region's landscape to a greater extent than had any previous transportation innovation. Railroad use peaked around the 1910's and quickly lost ground to the automobile. People began to look afresh at the historic roads of the region, most of which dated from the mid-eighteenth to mid-nineteenth centuries. Townships had kept the roads passable with minimal maintenance, because they were primarily used as local, farm-to-market routes. For years, people tolerated the ruts and the mud, since no one traveled long distances by road, only by rail. The introduction of cars to these wagon-oriented roads led to the agitation for increased improvements and even paved surfaces.

Suburban Development

As the countryside became more readily accessible, people from the city considered moving out of town. It meant a longer commute, but the rural setting was worth it. Soon water and sewer lines were extended, facilitating development along important highway routes. After World War II, developers began to claim substantial sections of prime farmland for residential and strip commercial use, a trend that has continued through the remainder of the twentieth century. Although suburban subdivisions were the norm, wealthy people from Philadelphia and Baltimore also purchased entire farms for use as gentleman's farms and country estates.

Commercial Farming

Agricultural efficiency continued to increase from the 1920's to the present, as the amount of farm acreage slowly decreased. Some farmers adopted gasoline-powered engines rather than horse-powered equipment. Rural electrification lengthened the work day for many. Contour farming to control soil erosion came into practice, and new technological improvements in seed, fertilizer, and machinery raised efficiency levels. Concurrent with these advances was an increase in the cost of farming. Substantial investments were required to obtain necessary equipment, and many farmers overextended themselves and lost their farms during the Depression.

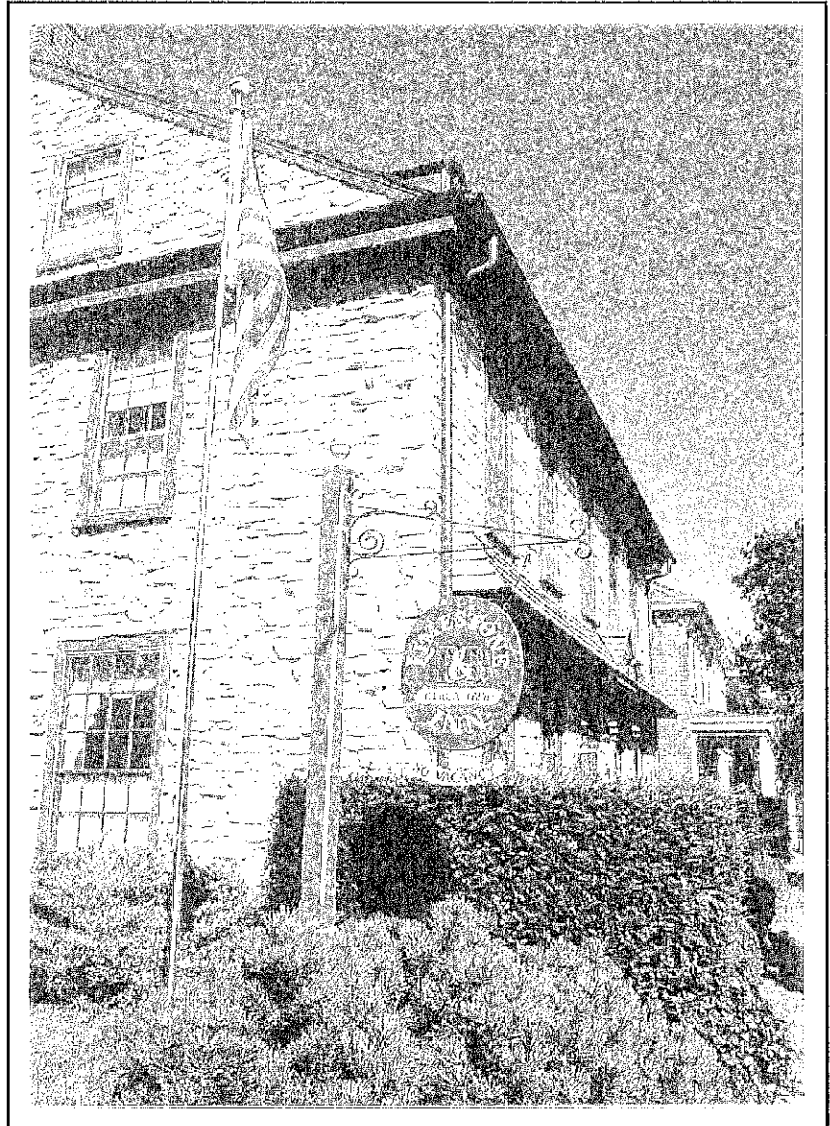
Members of the Plain sect continued to reject many forms of modern technology during this era. They focused on intensively cultivating their land using traditional practices. The greatest amount of land possible was brought into cultivation. Trees other than shade trees, hedge rows along outer boundaries, and woodlots were all removed. Fields reached to within a few feet of the roads, and every bit of land was put to use. As the population grew, land availability could not keep up. Farms continued to be subdivided among family members until many reached fifty acres, which is about the minimum acreage that can be self-supporting. Those farms that were not subdivided often supported several generations of one family. New residences were erected within the farmhouse and barn complex to house these growing families.

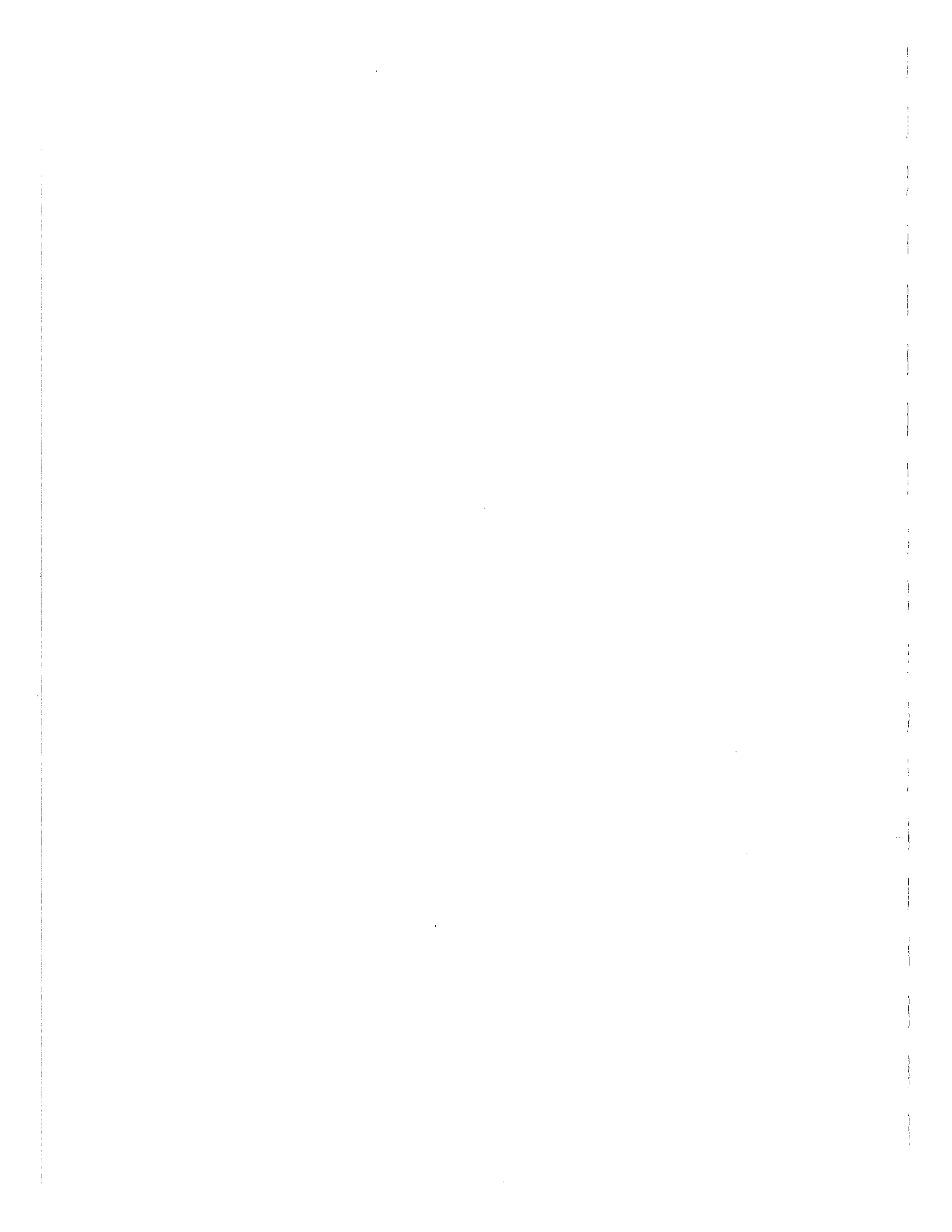
Industry

Industrial growth continued unabated during the years leading up to World War II. Leading industries produced many modern products like automobiles, refrigerating equipment, and incandescent lighting. Although the Depression did have an effect, the region's degree of industrial diversity helped it weather the downturns relatively well. Increased consumer demand following World War II led to greater factory production. Plants with streamlined production lines increased greatly in number. Textiles, metal fabrication, and furniture emerged as major industries. Power plants also developed along the banks of the Susquehanna River in the post-war years. The Peach Bottom Plant located in southeastern York County, and owned by the Philadelphia Electric Company (now known as PECO Energy Company), became the second commercially operated nuclear power plant in the United States. At present, the region is considered one of the fastest growing areas in the state. The economy is booming, and non-agricultural related enterprises now represent a substantial portion of the region's production.

Chapter Three

Existing Conditions and Assessment





CHAPTER THREE

EXISTING CONDITIONS AND ASSESSMENT

INTRODUCTION

The Pennsylvania State Heritage Parks Program was created to recognize areas within the state that have made unique contributions to Pennsylvania's industrial heritage. By providing support in the form of technical and financial assistance, the Commonwealth hopes to aid designated regions in strengthening their local economies and improving the quality of life for residents. Preserving and interpreting the resources that make a region unique are of utmost importance to this process.

In a first step toward becoming designated as a state heritage region, a region must show that it has sufficient historic resources to communicate its significance and that there is the organizational capacity required to sustain a heritage development initiative. In the following seven sections, the state's program goals are discussed with respect to how the region meets the established criteria. Each section describes existing conditions and then concludes with an evaluation.

EDUCATION AND INTERPRETATION OVERVIEW

Benefits of Education and Interpretation

In order to engage residents in heritage development, community leaders should endeavor to help people recognize and appreciate the historic and natural resources that surround them. Educational programs are tools for accomplishing this goal. Shared information reinforces a community's ties to its past and gives residents a sense of perspective—of where they have been and where the best path for the future lies. Knowledge enables people to see their surroundings in a new light and recognize the qualities that define a region and make it special. Equipped with this knowledge, people can make informed decisions about preserving their community's character and select appropriate measures that will enable them to achieve their goals.

Education and interpretation are also important components of a successful heritage tourism program. Heritage tourists are generally interested in doing something different, learning about a new place, and experiencing a way of life that differs from their own. By interpreting regional landscapes, communities, cultural traditions, and industries, heritage

regions can unify a diverse collection of attractions and events and create a compelling and sought-out visitor experience.

Active Organizations

The intent of heritage development is to establish partnerships among organizations presently involved in education and interpretation, finding ways to share resources and pursue audience development. The goal is to create an interdisciplinary system of regional interpretation by coordinating and supplementing programs that are already in place. Together York and Lancaster Counties have an abundance of organizations that are active in the realms of education and interpretation. All of the region's major interpretive topics are addressed to some extent by existing organizations. The following examples illustrate the range of interpretation presently available. The North Museum possesses an extensive collection of Native American artifacts from the region. The York Agricultural and Industry Museum interprets the forces that historically shaped the region's economy. Pennsylvania German culture is interpreted through living history at the Landis Valley Museum. The golden era of rail transportation is presented at the Pennsylvania Railroad Museum. Decorative arts and local history exhibits are found at the many house museums and historical societies in the area. Local folklife, including traditional foods and crafts, is celebrated during the region's many seasonal festivals.

Major Non-Profit Organizations

Both Lancaster and York Counties possess several fully staffed non-profit institutions that could take leadership roles in heritage-education programming within the region. The Heritage Center of Lancaster County and the Historical Society of York each have a broad interpretive scope. They offer a full calendar of events and exhibits that provide insight into various aspects of regional heritage including social history, folk art, decorative arts, and architecture. Each county also has an active historic preservation advocacy organization—the Historic Preservation Trust of Lancaster County and Historic York. These two groups endeavor to both educate the public about conserving their heritage and serve as a repository for research conducted on the historic architecture of each county. According to the American Association of Museums, 1997 attendance levels for most of the region's major historic sites were roughly in the range of 40,000 to 52,000 visitors per year.

Government-Affiliated Organizations

In addition to the region's major non-profit institutions, Lancaster County benefits from the presence of three historic sites that are administered through the Pennsylvania Historical and Museum Commission (PHMC): Ephrata Cloister, the Landis Valley Museum, and the Pennsylvania Railroad Museum. Due to their state-supported status, these three institutions have access to resources that enable them to develop specialized programs, such as the heirloom seed project and the Pennsylvania Institute of Rural Life and Culture at Landis Valley, which would be difficult for non-profits to undertake. These three sites have the potential to supplement the region's major non-profits as anchor institutions in a heritage education program. Attendance levels for the PHMC sites in 1997 were in the range of 50,000, comparable with the region's other major historic attractions. Educational programs offered by the park departments and soil conservation districts represent other important sources of information on the region's natural resources.

Small Non-Profit and Volunteer Organizations

While they cannot necessarily be expected to take the lead in initiating programs, the region's numerous historic house museums can play an important supporting role in heritage development. Attendance at these sites varies from 1,000 to more than 10,000 visitors per year. Most of the sites have one paid full-time or part-time staff person, and activities are supported in large part by volunteers. Historic house museums fill an important niche in regional heritage education, because staff and volunteers are able to concentrate on telling the story of a specific place during a particular time. Examples of house museums within the region include Wright's Ferry Mansion, the early eighteenth-century home of Susanna Wright; Wheatland, President Buchanan's federal-era mansion; Hans Herr House, a 1719 home portraying Mennonite life; and four properties operated by the Historical Society of York: Golden Plough Tavern, General Gates House, Barnett Bob Log House, and Bonham.

In addition to their larger county-wide historical societies, both Lancaster and York Counties boast a second tier of smaller local history organizations that specialize in the heritage of a particular township or community. They are primarily volunteer-operated, and their activity levels can vary considerably depending on the presence, or absence, of an energetic membership. Because of their ties to the local community, these groups have the potential to be important conduits through which information on heritage initiatives can be conveyed. The membership base of these organizations also represents a large pool of potential volunteers who could be tapped to help brainstorm, develop, and carry out future projects. At present, there are roughly twenty local history organizations between the two counties, with the majority located in Lancaster County. Other special-interest organizations have the potential to complement heritage development initiatives, including the American Canal Society and various groups with an interest in the natural environment, such as local bird clubs and the Muhlenberg Botanical Society, which focuses on botanical resources.

Local School Districts

The Lancaster and York County school systems are important parts of the heritage education equation. Students represent a large audience, as well as a significant potential source of volunteers in the upper grades. The challenge lies in overcoming the decentralized structure of the school districts and establishing ongoing relationships with motivated teachers. Although the curriculum varies somewhat among districts, schools generally teach local history in the third grade, and a field trip to a local historic site like Ephrata Cloister is often part of the program. Local history instruction tends to languish in the upper grades unless it happens to be of personal interest to the teacher. Field trips and club periods have been progressively subject to cutbacks over the past decade, and it is often difficult for students to experience the county's historic resources within a school context. Curriculum kits and outreach workshops are among the approaches that several of the larger sites have developed to address this situation.

The Student Historians of Pennsylvania (SHOP), a statewide organization that is headquartered in Lancaster, could be of assistance in spreading the news about heritage development to teachers. The goal of the group is to introduce students to history through extracurricular activities and by serving as an information resource for teachers interested in pursuing local history projects. Lancaster County presently has two SHOP chapters, one based at Ephrata Cloister and the other at Hempfield High School in Landisville. At the

present time, there are no SHOP chapters in York County. SHOP students have developed walking tours, served as youth guides at historic sites, worked on archeological excavations, written essays, and participated in National History Day.

Post-Secondary Educational Institutions

The region is also home to fourteen institutions of higher education including liberal arts institutions and technical schools. Of these, at least five would likely offer courses in areas related to heritage development: Millersville University, Elizabethtown College, and Franklin and Marshall College in Lancaster County and Penn State York Campus and the York College of Pennsylvania in York County. Several professors at Millersville University are actively involved in documenting regional heritage through archeological investigations and a variety of publications. During the summer, Millersville University also hosts two well-known Elder Hostel programs on Pennsylvania German culture and antiques. Franklin and Marshall College also possess a strong American Studies Department with several professors actively involved in researching and publishing on aspects of regional history.

The role that post-secondary educational institutions can play in the heritage development process is to continue existing research programs and work with local history organizations to put the information they uncover out into the public arena. Efforts can also be made to establish cooperative agreements whereby students could pursue opportunities for work study or independent study with participating heritage-area partner organizations. One recent model is that of Millersville University students who are in the process of transferring the Lancaster County Historical Society's card catalog to their online system.

Programs, Activities, and Events

The educational and interpretive programs currently offered in Lancaster and York Counties serve all types of people from pre-school to retirees. Some visitors are participating in groups that pre-arrange visits. Others are walk-ins who either intentionally seek out a site or are nearby and it piques their interest. On-site and off-site programs and events attract yet another category of visitors. Depending on the interpretive focus of a site or event, visitors might see a permanent or traveling exhibit, participate in living history activities, walk through a period garden, research the history of their family or a building, eat apple dumplings, listen to a concert of eighteenth-century choral music, or examine local wildlife and plants.

School Groups

Most sites have developed on-site programs for school and pre-school groups, which comprise a substantial portion of their visitation. Programs generally include a guided tour that relates to one of the subjects they have been studying and sometimes hands-on activities. At the Landis Valley Museum students can experience a period lesson plan in an 1890's school house or try their hand at using nineteenth-century farm equipment. Visitors who stop by the York Agricultural and Industrial Museum on a day when the machines are operating will have a memorable, ear-opening experience.

Alternative Youth Programs

Institutions have been very creative in seeking out new audiences for their programs. Several sites offer summer day camp programs for elementary and middle-school children. The North Museum has recently been awarded a National Science Partnership grant to

undertake a cooperative venture with the local Girl Scout Council. A number of the larger institutions have also secured grants to develop curriculum kits with hands-on objects, games, and project ideas that relate to their exhibits and can be circulated within the schools for a modest rental fee. For example, the Lancaster County Historical Society has gathered facsimiles of documents and period objects to tell the story of the county's mills.

Continuing Education and Family Events

Organizations of all sizes regularly sponsor slide shows, lectures, workshops, and day trips for their adult members and other interested members of the public, bringing in experts in areas from antiques to zoology. Weekend family programs and brown-bag lunch programs are "mini-events" that round out the monthly calendar for several sites. Annual special events are much anticipated by both the local community and visitors alike. Some events are seasonal, such as those that are harvest or holiday-related. Others highlight aspects of folk culture, such as the Quilters' Heritage Celebration; or historic architecture, such as the annual house tours held as fundraisers by several organizations. Historic York sponsors an annual Old House Revival, which is a weekend fair held at its architectural warehouse, where homeowners can receive consultations from qualified craftspeople and contractors on their old-house problems. The staff at Historic York also provides technical assistance on preservation concerns on a year-round basis.

Publications

The region's history and culture are well documented by an immense quantity of publications. Some of this literature is geared towards scholars, while other works cater to the more casual reader. Research is ongoing, and should continue to be encouraged. Most of the staffed organizations publish regular newsletters or magazines, notifying members of events and activities and presenting recent research. Larger organizations and colleges publish a substantial number of heritage-related books, exhibit catalogs, curriculum packets, and walking tour brochures. The Landis Valley Museum even publishes an heirloom seed catalog that has a wide circulation. Also, one outcome of Lancaster County's 1998 Heritage Tourism Initiative was to publish a set of driving tour maps for distribution to visitors. The Internet is rapidly becoming another channel for heritage-related information. Historical background on the two counties and other interpretive information, such as the Historic York walking tour, are already online and available to residents and prospective visitors.

Collections

In addition to carrying out their educational programs, many sites within the region also have the responsibility for curating extensive and important collections of objects and documents. In many instances, sites are compelled to keep substantial numbers of artifacts in storage, because their exhibit space is constrained. Even though stored, these collections are extremely valuable for research purposes, providing sources for scholars, documentary film makers, and such authors as James Michener, who carried out research for his novel *Chesapeake* at the Lancaster County Historical Society.

Collaboration and Partnerships

The region does not have a strong history of collaboration among educational and interpretive sites and organizations. Many institutions, especially those that are volunteer-run, are so busy serving their visitors and members and carrying out established programs

that they simply do not have the time to envision, plan, raise funds for, and implement new partnership-based programs. Of course, staff members from different institutions occasionally answer questions for one another or share advice on programs, but relationships among institutions are generally informal. Representatives from several sites noted that while a certain level of dialogue exists within the museum community, increased communication among sites would be beneficial.

A few exceptions to this *status quo* do exist. The Museum Council, which includes roughly twelve member institutions within Lancaster County, is one example. The focus of the Council has been to design and implement a brochure and joint ticketing program to help market member organizations. Thus far, the Council has kept this as their primary focus, although it is conceivable that member groups might eventually work jointly to develop traveling exhibits or sponsor collaborative workshops or events. The Council does not include members from York County, and no counterpart institution exists in that county. Local colleges have established a few ties to other institutions through student teaching or projects like the Millersville University/Lancaster County Historical Society online catalog program, but no framework for the development of ongoing programs exists.

Interest in partnerships within Lancaster County appears to be on the rise at the moment. In 1998, the Lancaster County Heritage Initiative designated May 1998 a "heritage month." Special events and activities were held throughout the month. In addition, historic site managers, bed and breakfast operators, and other local business owners, whose sites met established heritage criteria, also participated in a joint promotional initiative called the Wunner Naus (Wonder Nose) Mystery Tour. This initiative united businesses and museums in a common effort to encourage residents to learn about the county's heritage by visiting local heritage sites. Participants purchased a form listing questions that could only be answered after visiting some of the sites, and winning submissions were awarded prizes. Turnout was modest but commendable for a first effort, and the way is paved for further development of the initiative.

Evaluation

York and Lancaster Counties clearly satisfy the goals and requirements of the Pennsylvania State Heritage Parks Program with respect to the educational and interpretive institutions and the potential for partnership programs. The number of institutions and their combined interpretive scope exceeds that which is needed to support an active heritage-development program within the region. There are at least a half dozen fully-staffed educational and interpretive organizations, both non-profit and government-affiliated, that could become anchor institutions within the heritage region. In addition, myriad other smaller organizations with grassroots ties could play supporting roles in such an endeavor, providing a broad base for regional interpretation.

Allocation of additional resources would certainly enhance the exhibits and programs currently available and help unify these offerings within a more comprehensive regional interpretive framework. Unless a compelling community interest arises to do otherwise, initial efforts should concentrate on strengthening ties among existing organizations rather than establishing new ones. Integrated and coordinated interpretation around common themes is important. Efforts should focus on increasing communication among sites, so that heritage area participants become aware of projects being carried out regionally and partnership opportunities become more apparent. Communication across county borders is particularly

important. A second focus would be for heritage region participants to collaborate and devise a common strategy to market their programs to the public and ensure that existing programs are being fully utilized by both visitors and local residents. The Heritage Tourism Initiative would provide a strong foundation for such an undertaking, but it would need to be expanded across county boundaries. Lancaster County possesses a larger number of institutions than does York, but the two counties complement each other well. Lancaster excels in the interpretation of agriculture and Pennsylvania Dutch Culture, while York is strong in interpreting the region's industrial heritage. Finally, a strategy should be developed to establish ongoing relationships with regional elementary, secondary, and post-secondary educational institutions for audience development, cooperative relationships, and volunteer recruitment.

Vertical line of text on the left side of the page.

Vertical line of text on the right side of the page.

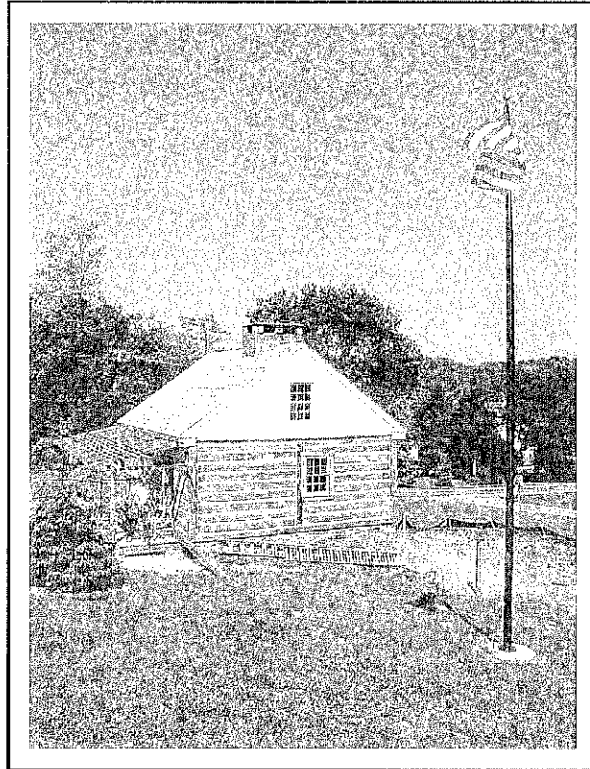


Plate 13. Eighteenth-century log cabin being reconstructed on the property of the Conestoga Historical Society. The building will be used to interpret early settlement in the region and for displaying decorative arts produced by local craftspeople.

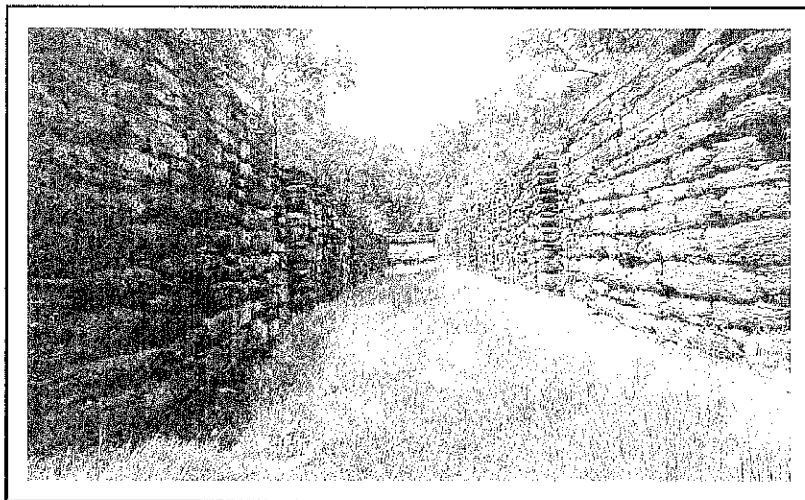


Plate 14. Stabilized ruin of a lock that was once part of the Susquehanna and Tidewater Canal. It is now interpreted as part of the Lock 12 Recreation Area.

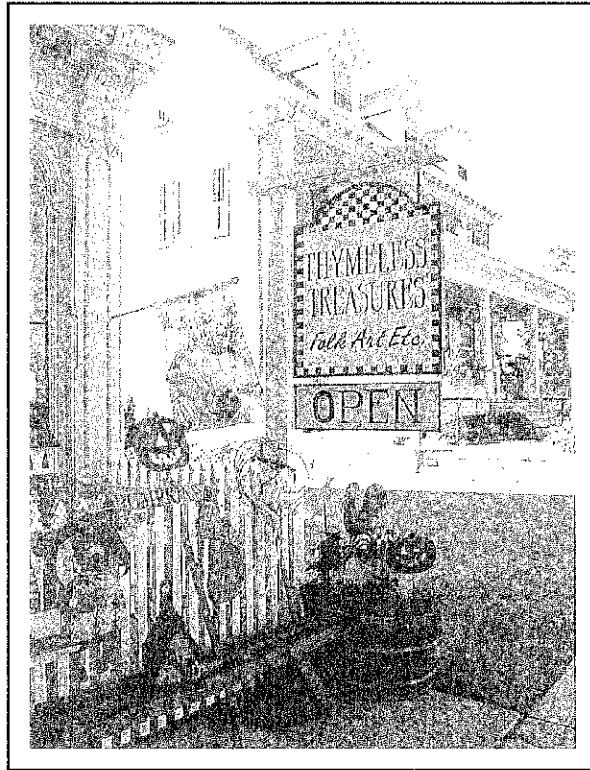


Plate 15. Small businesses, such as this folk art gallery, have the potential to benefit substantially from regional marketing initiatives geared to heritage tourists.



Plate 16. Downtown Hanover has successfully maintained the vibrancy of its historic commercial center. Numerous struggling downtowns in the region could benefit from its experience.

ECONOMIC DEVELOPMENT OVERVIEW

Introduction

Economic development is listed as the first of five goals for the Pennsylvania State Heritage Parks Program. Specifically, heritage tourism as an aspect of economic development is given high priority; tourism is assessed in the following section. Economic development in a state heritage park is expected to accomplish the following: new jobs and markets, as heritage tourism stimulates business expansions, new business opportunities, and public-private partnerships for focusing regional investments; redevelopment and reuse of vacant commercial, manufacturing, and industrial buildings and sites; the preservation and rejuvenation of historic downtowns as centers for area-wide commerce; the expansion of information technologies to improve rural life; the diversification of the local economy; and the stabilization of the local tax base. Overall, it is expected that development of a heritage region will take place through a "holistic approach to building local and regional futures by integrating economic, education, housing, environmental, recreation and open space, transportation, growth management, and public and private infrastructure needs," aiming toward "sustainable communities." Finally, "the support of partnerships and projects which link community conservation activities with sound economic development objectives [are] key to creating places of promise and opportunity." (*Pennsylvania Heritage Parks: A Program Manual*, p. 3)

The following analysis sets forth existing economic conditions and the inherent challenges and opportunities for heritage development. One conclusion to signal to readers now: In York and Lancaster counties, with their large and robust regional economy—where large actual change is needed to show any improvement as measured by percentages—the greatest potential for heritage development to affect the economic condition of the region is through heritage tourism.

Historical Overview of Regional Economic Development

There are two identities associated with this region that are bound up in its economic patterns. An outsider's perception is one of a bucolic, culturally distinct farming community—a perception that is reinforced by long-standing tourism marketing efforts, especially in Lancaster County. A resident is more likely to describe a cosmopolitan commercial and industrial region heavily dependent on the manufacturing and service-producing sectors, with farming as part of the mix. The latter view is more accurate in terms of the regional economy. The region has a large industrial and commercial base, with greater diversity than normally associated with a rural farming region.

This duality of industry and agriculture is not a 20th-century phenomenon, as described in the preceding chapter on the region's history. Historically, an even balance in terms of employment and production has existed between agricultural and industrial-commercial activities. Today, however, the weight has shifted to industrial-commercial activities. One effect of this shift is that the growing economic dominance of industrial and commercial pursuits is more and more revealed in the landscape. Paradoxically, while agriculture today comprises only a small fraction of the region's economic base, it has long been the dominant

land-use pattern. This dominance is now beginning to fade in some parts of the region—significantly those most visible to both visitors and residents, along major highways and in the most populated regions.

In addition to agriculture, another economic pattern of the 19th century is also still apparent in the landscape: the array of large and small urban areas. Densely configured land-use development patterns have long been the norm for housing, manufacturing, commerce, and even agriculture. Today, it is common to glimpse the farm landscape through a battery of commercial and industrial sites lining the roads that link one small town with another, still following their 19th century alignments. Some of this development well precedes the sprawl more generally associated with recent decades—going back to the 1920's, when the automobile first became common and even earlier, thanks to the suburban streetcar system. Once the distance between small towns was dictated by the time outlying farmers must travel by horse or wagon. Locational decisions by manufacturers and commercial businesses were similarly based on the availability of ready deliveries to and from their sites, primarily via rail. Today, however, modern transportation has made those distances much less relevant. Thus, non-agricultural economic activities now have little or no economic or technological incentive for remaining close to town.

Regional Economic Profile

Sources of Employment

This part of this overview profiles existing economic patterns and trends in the region. York and Lancaster counties have similar settlement patterns and industrial heritages. Each has a "hub of commerce" city, their county seats, located near their centers. Moreover, sources of employment are also quite similar: Large manufacturing in food and fabricated metals are common to both counties, and both have large concentrations of health services, eating and drinking places, business services, wholesale trade in durable goods, and food stores. The main difference between the two involves York County's production of industrial machinery and equipment and transportation equipment, plus greater retail activity in general merchandise, whereas Lancaster has more special trade contractors, printing and publishing, and wholesale trade in nondurable goods (such products as food, paper, and printed materials as opposed to such durable goods as equipment and computers).

Economic Growth Trends

The regional economy has experienced overall growth from 1990 to 1996. Regional employment and total wages have increased by 4.8 percent and 27.5 percent, respectively. During this period, the total wage increase has out paced inflation by approximately 8 percent. Based upon 1996 statistics, Lancaster County employs 3.9 percent of the state's workforce, and York County employs 3.1 percent. The 352,313 people employed in the region represent 7 percent of the Commonwealth's workforce. The overall economy is growing, but specific industries within the region display varying trends. High-growth industries in the region are financial services and other services (such as engineering and management, hotels and lodging, auto repair, and health care, among many others). Others displaying employment growth rates exceeding the regional growth rate (4.8 percent) are agriculture, forestry, and fishing; transportation and public utilities; and state and local government employers. Mining, construction, manufacturing, wholesale, and federal government employers lost ground, mining dramatically so.

All industry sectors display positive total wage growth, but only financial services and state and local government show growth rates exceeding the regional growth rate of 27.5 percent. Those sectors displaying real growth (growth in excess of annual estimated inflation of 3 percent) include manufacturing, transportation and public utilities, financial services, services, and state and local government. The lowest growth rates are shown in the mining, construction, wholesale, and federal government sectors. Overall, regional wage growth is led by growth in the service sectors and state and local government.

Regions grow by exporting—selling goods and services beyond the region or by attracting entities (for example, shoppers) that will bring outside dollars into the region. The outside income is spent within the region, generating rounds of further spending, which translates into regional growth. The non-export sectors benefit from regional exports by selling goods and services to the export sectors. Manufacturing is strongest in terms of regional export activity, followed by agriculture, construction, wholesale, and retail. The manufacturing, construction, and wholesale sectors display an increase in regional employment share, indicating increased export activity. The retail and agriculture, forestry, and fishing sectors display a decrease in regional employment share, suggesting declining export activity.

Demographic Trends

Population is on the rise in both counties, a factor in economic growth as more people spend more, supporting more businesses in the region, which in turn have more to spend, supporting still more regional economic activity. In addition to overall population growth, it is instructive to examine what variations in population growth may exist within the region—an indicator of where greater attention may be needed to combat either too much growth, or too little. In the ten years from 1980 to 1990, the region as a whole grew by 12.9 percent, a rate that is predicted nearly to double in the twenty years from 1990 to 2010. This growth, however, is not evenly distributed; see the community planning section for more details. Most significantly, the two central cities are not currently predicted to experience an equal share of this growth. The City of York, which lost 5.4 percent from 1980 to 1990, is the only political subdivision in the region that is not expected to grow in population from 1990 to 2010; a loss of 11.6 percent is predicted. The City of Lancaster, which gained only 1.5 percent from 1980 to 1990, is expected to grow by 6.7 percent from 1990 to 2010, or only about a quarter of the rate to be experienced region-wide. Potentially, a heritage development initiative might reinforce existing efforts to improve economic conditions in the cities.

Income is also an important factor in the region's economic health. With wages rising, per capita and household incomes can generally be expected to improve. However, just as population increases vary from place to place within the region, income varies. Even with variations, however, the region is comparatively wealthy: median household income levels for each sub-region exceed the state median household income of \$29,069. An analysis of variations in measures of median household incomes available from the U. S. Census Bureau for 1989 (the latest date for which detailed data are available) indicates that cities and boroughs generally display lower median household income values than the townships; this may be a product of differing ages (retirees in cities and boroughs, families in suburbs) as well as earning power.

Economic Impact of Agriculture

Historically, agriculture has been the region's dominant industry, and it remains an important sector within the regional economy. Lancaster and York counties possess some of the most fertile and productive farmland in the United States. Lancaster County's agricultural production leads the nation in the value of agricultural goods produced, among non-irrigated counties. The region's dependence on agriculture has had a profound impact on its economy. Settlement patterns, forms of commerce, standards of living, and the work ethic have all been influenced by the historical dependence on agricultural production as the primary source of economic activity. The rural landscape and culturally distinct communities still found here reflect, in large measure, the region's agricultural traditions.

The advent of the Industrial Revolution and growth in the agricultural sector diversified the regional economy during the 19th century. This diversification has continued throughout most of the 20th century. Despite more than 280 years of change and diversity, agriculture has continued to maintain its place as a significant regional industry—even as regional population and industry have grown substantially in the last 30 years. Agriculture and its related industries (farm machinery sales, feed and seed operations, etc.) now share the economic stage with tourism, health services, food processing, heavy manufacturing, and printing and publishing.

Farm Characteristics and Trends

Farm sizes in the region generally range between 50 and 179 acres. Most of the farms in the region are family owned and operated, and have been passed on to family members for many generations. There is little variation in the kinds of agriculture practiced in each county and in the products produced: livestock, poultry, dairy production, corn, hay, wheat, oats, tobacco, and potatoes. Less than one percent of farm acreage is devoted to orchards, a specialty found in adjacent Adams County. From an individual county perspective, Lancaster County is much more dependent on agriculture: the market value of its agricultural production is more than five times the value of York County's (1992 figures: Agriculture Census for Lancaster and York Counties).

Regional trends in farm size generally parallel national trends. Basically, the industry is producing more (in terms of current dollar value) with less total acreage and employing larger farming operations. The amount of farmland in the region has steadily decreased over the past several decades while the average farm size has increased—so that the net number of farms has decreased. The average farm is approximately twice the acreage of farms in the 1950's. From 1982 to 1992, the average farm size increased from 98 to 103 acres. A change in average farm size has also occurred statewide, and the trend is expected to continue; it is a function of both a loss of small and moderate size farms and a gain in large farms (greater than 500 acres). This region is still dominated by small farms ranging from 10 to 179 acres—more than 70 percent—but even here the trend favors larger operations. The trend towards larger farming operations is, in part, due to the use of new technologies requiring more production volume to cover investment costs. From a production perspective, the five- and ten-year market value trends for agricultural production per farm display double-digit percentage growth rates of 23.8 and 38.3 percent, respectively. Regional agricultural producers favor animal husbandry over crops by a ratio of 6 to 1. Poultry, livestock and dairy production all display a high level of activity. Despite the bias towards non-crop activities,

however, five- and ten-year market value trends favor crop production over animal husbandry. Consequently, a shift towards more crop production may occur in the future.

The most interesting trend involves the number of principal-occupation farms. While the number of these farms continues to decline, the number as a percent of all farms displays a positive trend—that is, fewer of these farms are going out of business. The decline in farms is more heavily weighted towards part-time farms. Given the state of agriculture, particularly with the investment in technology requiring greater production volume to spread costs, farming is continuing to demand a full-time effort; put another way, those farmers working full time as farmers are more likely to survive than their part-time counterparts. Of course, many farming families may still be reliant on non-farm income sources to supplement farm incomes.

Economic Importance of Agriculture

Agriculture accounts for 2.3 percent of total output in the region as compared to 1.0 percent for the state as a whole. Agriculture accounts for about 3.0 percent of total employment in the region as compared to 1.8 percent for the state. Agriculture directly employs 13,733 people and indirectly creates another 1,427 non-farm jobs. The agriculture employment multiplier is 1.10 (15,160 combined direct and indirect jobs divided by 13,733 direct jobs=1.10). In other words, ten new agricultural jobs sustain one non-agricultural job. (Pennsylvania State University, Department of Agricultural Economics and Rural Sociology, IMPLAN methodology.)

The region has a high level of agricultural production and employment relative to the Pennsylvania economy. Still, the proportion of agriculture's contribution to total regional employment and total output is only 2 to 3 percent. In terms of employment, agriculture employs fewer people than health services and eating and drinking places, a similar amount as food processing and industrial machinery and equipment manufacturing, and more than printing and publishing. Moreover, from a wage and salary perspective, agriculture displays the lowest average wage or salary of any regional industry, less than \$12,000 per year. This reflects a low value of production per worker (\$69,000) as opposed to non-agricultural production per worker (\$89,000)—that is, non-agricultural workers produce \$20,000 more output per worker per year than agricultural workers.

Efforts to preserve agriculture within the region have benefits not immediately apparent in the preceding statistics, however. First, agriculture contributes to the diversity of the regional economy, a vital measure of a region's economic stability, since different industries can experience different cycles of growth and recession. Second, the contribution of agriculture to the region's economic identity has value—why else would Turkey Hill, a local dairy, be confidently launching an East Coast campaign to sell ice cream "from Lancaster County"? Both of these arguments parallel those made for supporting tourism within the region, and indeed, the fate of these two industries is probably intertwined, magnifying the impact of investment in either. The agricultural industry plays a major role in supporting regional tourism. Without the scenic landscape character that cultivation of the land creates, the number of visitors to the region would likely be substantially reduced.

Finally, and perhaps more important, but less measurable, the region's farms and agricultural communities are interwoven within the region's social fabric. The market- and technology-driven consolidation of farming operations, for all the productivity gains made, may cause

troubling social dislocations. Ironically, trends indicate that the agricultural sector could be making its way to a more stable, if smaller, portion of the economy—no doubt thanks in part to farmland preservation efforts described elsewhere in this report—but further erosion of the region's quality of life and agrarian character could still occur. The farm landscape, the industriousness and individualism embedded in the farming "way of life," and the customs and cultures of the rural lifestyle—all critical to the region's sense of identity and character—may fall by the wayside to the widening impacts of the modern, "cosmopolitan" economy.

Economic Development Agencies and Initiatives

Lancaster and York counties' economic development activities are primarily organized around county-wide economic development organizations—if this seems self-evident, it should be pointed out that other, more rural regions of the state are known to have a more fragmented approach to economic development. The existence of such effective, county-wide public-private organizations is an indicator of the counties' capability to undertake heritage development—including heritage tourism, agricultural development, and small and micro business development (the latter supporting the two former areas).

The primary economic development organization in Lancaster County is the Economic Development Company of Lancaster County. This organization in turn has created the EDC Finance Corporation to help companies acquire access to development capital. In addition, both the county and the city of Lancaster has a redevelopment authority, the City of Lancaster has an economic development office, and several boroughs have economic development organizations. The county has recently established a "circuit rider" to assist in economic development in small downtown areas throughout the county.

York County has a group of four county-wide economic development organizations forming the core of economic development activities: the York County Industrial Development Corporation, the York County Industrial Development Authority, the Small Enterprise Development Company, and the Redevelopment Authority of the County of York. All four are staffed by the York County Industrial Development Corporation. The city of York also has its own economic development office and redevelopment authority.

Economic Development Activity

Based on actual activities as identified in annual reports and other documents, the region demonstrates significant economic development activity, taking in the gamut:

- business retention and expansion—job retention and creation activities
- new project development—major commercial projects and public-private partnerships
- community development—primarily residential housing projects
- promotion, marketing, and recruitment—industrial and commercial targets
- provision of development capital—loans and grants
- international trade—exporting assistance
- education and training—prospective and existing employers
- industrial park development—industrial and commercial designs
- technology transfer—engineering, applications, design support and training

- transportation facilities—highways and a regional airport
- business incubators—shared facilities housing multiple businesses and providing business support services

Overall, in the past three years, the region as a whole saw a public investment of \$242,000 in economic development (Lancaster, \$167,300; York, \$74,700) and a further \$75,000 in loans (Lancaster, \$13,100; York, \$61,900). New and retained jobs in the region amounted to 5,310 (Lancaster 3,767; York, 1,543).

Support for Small Business

Most businesses in the region are small businesses—perhaps as many as 95 percent of all regional businesses would satisfy some criteria defining a small business (the definition of which varies from one analysis to another, ranging from "micro" businesses of 1 to 10 employees, to businesses having up to as many as 250 or even 500 employees). Therefore, even without adopting a particular definition, it is fair to say that small business dominates the regional economy, despite some large national and multi-national operations present here. Small businesses exist in almost every industrial or commercial category; even when larger businesses may dominate a particular category, these are affected by small businesses, which generally do a large percentage of sales with large businesses.

In most cases, development activities involve small business enterprises, confined development areas and sites, and incubators designed to accommodate smaller enterprises. Aside from special cases dealing with a corporation headquartered in the region or a subsidiary of a national or multi-national corporation, locally supported economic development agencies and corporations—limited by program budgets, facilities, lending program guidelines and land availability—generally focus their activities on firms qualifying as small business enterprises. Accordingly, based on the inspection of annual reports for local economic development programs for 1995-1997, more than 80 percent of actual project activities were directed to small enterprises. While the majority of development projects involve small enterprises, the dollar amounts reflect the fact that small enterprises generate smaller dollar value projects.

Public-Private Partnerships

Many of the aforementioned economic development initiatives and all of the heritage development initiatives discussed below represent public-private partnerships formed to promote economic development activity. Both county-wide economic development organizations receive representation and funding from the private and public sectors. Two selected examples of specific projects representing public-private partnerships are: Penn Square Redevelopment in the City of Lancaster; and the York County Training Partnership.

Heritage Development Initiatives

Initiatives specifically related to heritage development already undertaken in the region include the Lancaster County Heritage Tourism Initiative, which has thus far included the development of driving and bicycling tours and a Heritage Tourism Plan (1998); development of the York County Agricultural and Industrial Museum; the York Main Street Program, which won a recent national award from the National Trust for Historic Preservation; and the Murals of York program, involving creation of realistic large-scale outdoor murals throughout the historic center of the City of York, and already the nation's

largest such program. These initiatives indicate considerable experience and creativity in engaging the business community in heritage development, well beyond those reliant day-by-day on tourism.

Evaluation

As described in the following section on the region's tourism, many communities embark on heritage initiatives to identify and develop heritage resources with the long-term goals of generating heritage tourism dollars and diversifying their economies. This region, however, already has a vibrant tourism sector involving both contemporary and heritage tourism attractions. In examining heritage park feasibility on economic development terms, a variety of criteria can be employed besides tourism development, but even so, many of these criteria must assume a greater number of visitors (or, at the least, visitors with different tastes and/or visiting at different times and in different places) as the stimulus for other economic activity.

In terms of some criteria suggested by the Pennsylvania Heritage Parks Program—potential for new jobs, potential for business expansion, potential for new business opportunities—the region's economy is already so large that on a percentage basis, the potential for making an impact is small. The potential impact of a heritage development program here is more likely to be qualitative, or measurable in less direct ways. For example, a heritage development initiative is likely to stimulate further the regional dialogue on holistic approaches to economic development and the development of additional leadership willing to set objectives for sustainable community conservation and development.

Heritage development within the Lower Susquehanna River Valley can have a significant impact by:

- 1) creating new direct and indirect business opportunities—greater visitor traffic will increase the need for more visitor-related products and services. Services from museums to restaurants already contribute to the overall economy, and could be expanded through a heritage development initiative;
- 2) creating opportunities for the redevelopment and reuse of vacant or under-utilized buildings; these opportunities exist throughout the region, especially in the cities but also in the boroughs and villages;
- 3) creating a favorable climate to justify owner investment in upgrading existing structures or facilities;
- 4) providing the opportunity for public-private partnerships—to develop heritage resources or to create other economic development projects; and
- 5) stabilizing the regional tax base—heritage-generated commerce will expand the tax base by opening new sources of tax revenue. The cities of York and Lancaster could experience significant benefit if they are selected as programmatic focus areas.

The primary economic development activities within the region currently emphasize industrial and commercial development. Development specialists generally focus on the development opportunities within the vibrant industrial and commercial sectors, and

downplay the rural aspects of the region. A regionally organized heritage initiative may cause a re-thinking of the region's message about its identity, rural and otherwise. Aggressively marketed both within the region and outside it, a positive message about the region's heritage could foster a sustained investment in heritage resources and attract unique investors in other economic sectors that are attracted by the emphasis on heritage.

Clearly, the economic vitality and potential in this region will support a heritage development initiative such as a state heritage region program. However, this evaluation must end with one cautionary note: Heritage development needs a pleasing visual and spatial co-existence with commercial and industrial (and residential) areas. Design and land use compatibility can be factored into evaluations of projects that receive public support, but this is not usual in economic development programs anywhere. As economic development initiatives here continue to focus on industrial and commercial opportunities, they may conflict with protection of heritage resources—particularly the landscape, open space, historic buildings, heritage resource sites, services, or events, and the visual or design quality of the region as a whole—and with expansion of tourism based on those resources. Thus, current economic development activities in the region have the potential to conflict with other state heritage park goals for tourism, cultural conservation, recreation and open space, and education and interpretation. Great care is needed to ensure that an acceptable compatibility is maintained between heritage resources and regional commerce, which is possible through an organized heritage development initiative.



Plate 17. While manufacturing is currently a larger component of the region's economy than agriculture, the viability of agriculture is critical to preserving the historic appearance of the region's landscape.

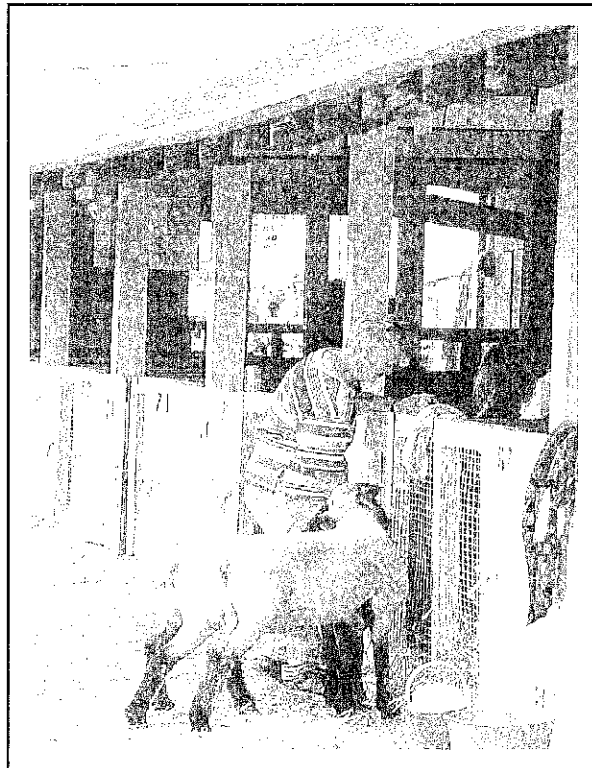


Plate 18. Sheep at the York County Fair.

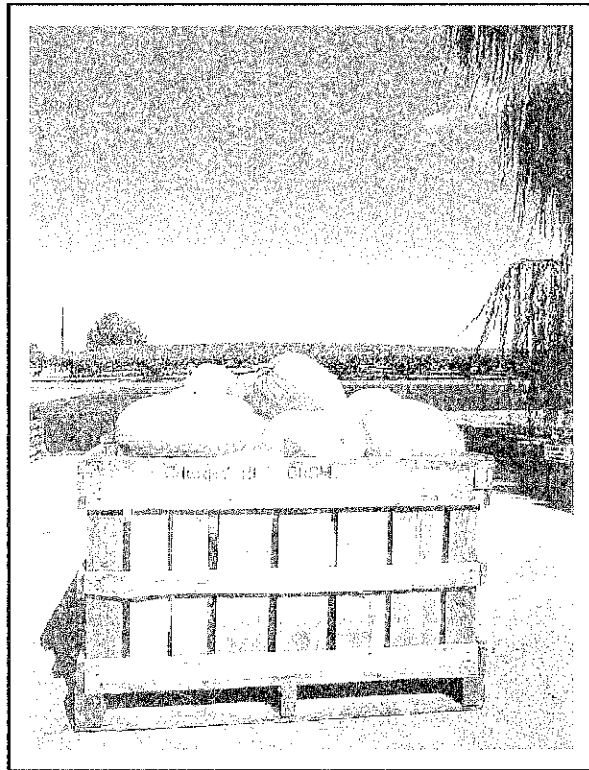


Plate 19. The many farm stands and orchards of Lancaster and York Counties offer abundant opportunities for visitors to experience the agricultural heritage of the region first-hand. Farm stands and pick-your-own produce operations are popular with heritage tourists.

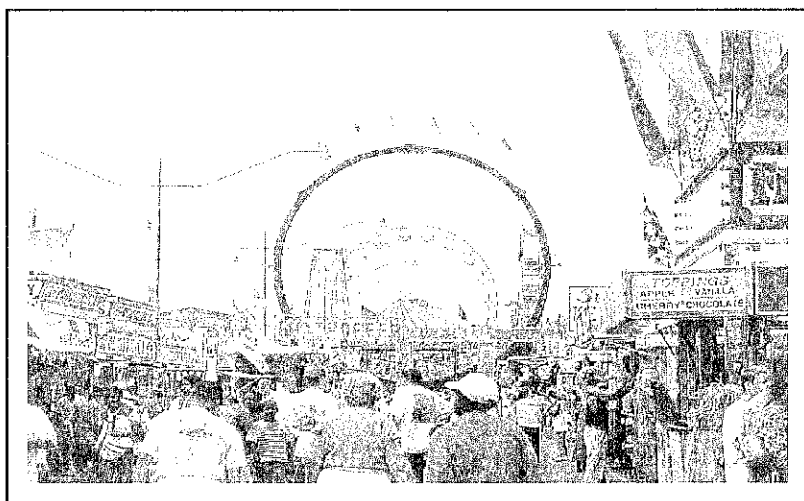


Plate 20. The midway and livestock displays at the York County Fair attract visitors from far and wide.

TOURISM OVERVIEW

Introduction

Tourism is a key component of economic development as practiced in state heritage parks. The State Heritage Park Program states that "The primary objective is to develop and promote heritage attractions within a park to generate more overnight visitations. The added dollars pumped into the economy from traditional tourist purchases of food, lodging, entertainment, retail sales, etc., will stimulate business expansions, create new business opportunities and result in the formulation of public and private partnerships for focusing regional investments—all of which serve to create new jobs and markets." (*Pennsylvania Heritage Parks: A Program Manual*, p. 3)

Lancaster and York Counties, with long-standing tourism programs, are ranked sixth and fourteenth among Pennsylvania's 67 counties in tourism expenditures, according to the U.S. Travel Data Center. Thus, the assumption implicit in the foregoing quote—and in many heritage initiatives—that tourism is needed to diversify and expand a local economy with little or no tourism, does not apply here. In this regional economy, tourism is already significant.

Rather, the challenge is to shift and renew the tourism that does exist, making it appealing and sustainable for the next generations of tourists. And of all kinds of tourists whose expenditures are tracked, the heritage tourist is among the most desirable, spending more, staying longer, and returning for continued experiences in the community. Such tourists also have less impact on the environment—they know how to fit into the community, and appreciate the community's rhythms and authentic resources. Moreover, the services and experiences these tourists want and enjoy are those which residents also enjoy: museums, downtown shopping, markets specializing in local goods, festivals and performances, recreational trails, bicycle and auto tours, and more.

The following analysis discusses current conditions for tourism, the economic impacts of tourism, and existing marketing programs.

Current Tourism Resources

Attractions

In terms of heritage attractions, the two counties complement each other: York has an award-winning downtown, with an attractive murals program, a first-class "traditional" hotel (the Yorktowne), historical museums, two restored theaters offering performing arts, two farmers' markets, and the historic and popular York Fairgrounds. Among other attractions in the county is the York County Heritage Rail Trail, an attraction for many bicyclists soon to be more than 20 miles long; popular excursion trains also continue to run on the existing tracks. Lancaster has its well-known Amish culture (also shared in smaller measure by York County), three well-developed state museums in the countryside, and an attractive downtown featuring a world famous farmer's market. For tourists, Lancaster County has initiated

heritage tour routes for autos and bicycles (currently four) and also has a well-developed system of bed-and-breakfast lodgings and other custom lodgings. Both counties have many farmers' markets, outstanding scenery and country roads, the Susquehanna River, wonderful parks and natural areas, and attractive small towns offering that "off the beaten track" quality so appealing to heritage tourists.

Lancaster County Attractions

Lancaster County has been a tourism destination for fifty years. Travelers have come to the beautiful farm country for the tranquility and peace they could find there as well as to observe the Amish culture that makes the county unique among destinations on the East Coast. Today, attractions in Lancaster County include a wide variety of shopping opportunities, family evening entertainment, and sites celebrating local history and culture. A special feature of this last category is railroading in the Strasburg area, including a short line steam train ride, the Pennsylvania Railroad Museum, the Choo-Choo Barn, Penn Station, and the Toy Train Museum. Outdoor activities include the Dutch Wonderland amusement park, miniature golf, hiking, and camping. These venues have special appeal to children, who are also the focus of the Hands-on House Children's Museum of Lancaster. As previously described in the overview of education and interpretation, history and cultural attractions include the Ephrata Cloister and its living theater; the Fulton Opera House, a National Historic Landmark; Mennonite religious locations including the Hebrew Tabernacle reproduction; and the Amish homestead and theater, illustrating the Amish way of life. Historic homes open to visitors include President Buchanan's Wheatland; Robert Fulton's birthplace, Rock Ford (a National Historic Landmark); and the Hans Herr House. A strong group of local museums rounds out historical and cultural offerings in Lancaster County.

Evening entertainment venues include the Christian productions at the large Sight and Sound theater, showcasing music, dance, and drama with a religious theme; the spectacular Living Waters where lighted fountains are choreographed to inspirational music; and the American Music Theater. There are several popular dinner theaters and local theaters as well.

Six golf courses are listed in the county tourism guide, but a total of 18 are open to the public. Other recreational opportunities are discussed in the section on recreation and natural resources.

Visitors can learn about the region's farming heritage at the Landis Valley Museum, a state museum, and enjoy five farmer's markets and numerous roadside farm stands. The world famous Lancaster Farmer's Market is one of the few farmer's markets in the United States that has operated continuously since its founding. Food products are processed and sold in factory stores such as Sturgis Pretzel, Herr Foods, and Intercourse Pretzel; bakeries are found in numerous places. The Kitchen Kettle Village shops sell many food items made from agricultural products grown in the area, and sponsors several annual food-related festivals.

Shopping accounts for about half of the tourism expenditures in Lancaster County today; thousands of day trippers arrive by car and motor coach to shop at outlet stores here. In addition, shoppers are drawn to myriad antique stores, craft shops, and specialty products. Doneckers, a clothing store in Ephrata, is especially popular. Auctions are a special draw

at certain times of the year, especially the famous Gordonville Fire Company auction. In addition, the county has a large number of heritage and craft festivals throughout the tourism season (spring, summer and fall). Some, such as the Renaissance Faire and the Amazing Maize Maze, are held on weekends throughout the summer season, while others occur during selected weekends throughout the year.

Lancaster County participated as one of four pilot projects in the Pennsylvania Heritage Tourism Initiative. The program, which was co-sponsored by the Pennsylvania Historical and Museum Commission and the National Trust for Historic Preservation in cooperation with other state agencies, the Lancaster County Planning Commission, and the Pennsylvania Dutch Convention and Visitors Bureau, identified heritage resource sites, services and events. Technical assistance was provided by the National Trust for Historic Preservation. The specific goals of the program were: to enhance community pride in local natural, historic, and cultural resources through strong public involvement; to provide desirable economic opportunities in the form of sustainable development; and to develop a diversity of authentic heritage experiences for visitors. Authenticity was critical. Guidelines and criteria were developed to authenticate heritage resources. Officially designated heritage resources were given a Lancaster County Heritage logo, and encouraged to display the logo to alert tourists to a high-quality heritage resource experience. The initiative identified hundreds of heritage resources, which have been included in driving and bicycling tour maps and other promotional materials. The three-year pilot phase ended in 1997; however, the program continues in a partnership of the Lancaster County Planning Commission, the Pennsylvania Dutch Convention and Visitors Bureau, and the Historic Preservation Trust of Lancaster County.

York County Attractions

Heritage attractions in York County focus on the City of York, important in the colonial period as the location of the Continental Congress during some of its deliberations. The city contains a number of historic sites from that period: the Colonial Court House (replica), the Gates House, the Golden Plough Tavern, and the Barnett Bob Log House. The Historical Society of York County Museum and Library and the Agricultural and Industrial Museum, including the Worker's House Museum, together cover the county's history thoroughly. The York Fairgrounds adjacent to the downtown host a wide variety of fairs and festivals, car shows, antique shows, arts festivals, the "world's greatest yard sale," a rib cookoff, and other intriguing events. The Fairgrounds are a major county asset for stimulating tourism—as well as being historic in their own right. For years, the county's tourism strategy has focussed on "wheels and groups," in the words of one former county tourism official. Harley-Davidson is but the tip of the iceberg when it comes to wheels: the city is a continuing host to gatherings celebrating street-rods, classic cars, race cars, even model trains and RVs.

Beyond the city, the Harley-Davidson plant draws approximately 200,000 visitors per year. Although not originally a local company, it continues a tradition of transportation innovation and engineering in the county. A second major attraction in the county is the Pfaltzgraff pottery factory, a local company grown from the traditional pottery industries of the region. The Hanover area is home to a number of food processing companies which might be used as attractions in a heritage tourism plan, including Litz, Utz, Wege, Martins, Hanover Brands, and BonTon. Train rides are available on the Stewartstown Railroad in southern York County as well as on the Northern Central Railroad from New Freedom Borough to the City

of York, which offers evening dinners and dancing on train excursions. County wineries, such as Allegro Vineyards and Naylor Wine Cellars, offer wine tastings, sales, and festivals.

Outdoor recreation is of special note in York County; outdoor recreation for both counties is described further in the overview of recreation and open space. Resources in York County include 19 golf courses, three state parks, and a mature system of highly popular county parks. Along the Susquehanna River—more accessible on the York County side—there is boating for residents and summer residents. Shank's Mare, an outfitter at Long Level south of Wrightsville, offers river trips and kayak and canoe rentals for tourists.

Evening entertainment in York County includes several dinner theaters and summer theaters. The gospel program at the Wolfe Dinner Theater brings performers to the area throughout the summer. The Strand Capitol, a renovated historic theater, and the York Little Theater, offer other entertainment options.

Shopping is strong in York County, with visitors especially drawn to the Pfaltzgraff factory outside York and the John Wright Factory Store in Wrightsville. Also available are a number of antiques shops, arts and crafts places, and other outlet stores. Four furniture stores offer locally made products. Two farmers' markets in the city and four in the county are also popular shopping places, not only to obtain various foods—both fresh and prepared—but also local crafts.

Visitor Information

Both counties are part of the state's tourism marketing system, placing advertisements in the annual state travel planner. A visitor can dial the usual 1-800-Visit-PA and ask for information about a particular area in the state; the state mails the caller a travel planning guide and provides the address of the inquirer to the area in question, which is responsible for a further mailing of information. Visitors are also able to research their trip using various Internet sites relating to travel in Pennsylvania. Both Lancaster and York Counties are represented at the following sites: Pennsylvania Visitors Network (www.pavisnet.com); Pennsylvania Travel Council (www.patavel.org); Heart of Pennsylvania (www.heartofpa.org); and the Central Pennsylvania Regional Heritage Tourism Marketing Initiative Page (www.paheritage.com). The Pennsylvania Dutch Convention and Visitors Bureau (www.800padutch.com) and the York County Convention and Visitors Bureau (www.yorkpa.org) also have an Internet presence. These sites generally list regional attractions and some, such as the city of York, offer "virtual" tours to potential visitors.

Lancaster County's tourism groups provide tourist information and guidance through six information centers. The major visitor center is operated by the Pennsylvania Dutch Convention and Visitors Bureau at the Greenfield Road exit from Route 30 northeast of the city. A center located in Denver at Exit 21 from the Pennsylvania Turnpike provides information on northern Lancaster County. Local information centers are also available in downtown Lancaster, Intercourse, and Strasburg, with a Mennonite Center in Lancaster. A variety of companies offer specialized tours and step-on guides for motor coach visitors to the Amish/Mennonite/Brethren areas of the county. Several audiotape driving tours and a guided walking tour of downtown Lancaster are also available.

A self-guided walking tour of downtown York gives tourists a good understanding of the history of the York area and the opportunity to visit many of York's heritage attractions. A small motor coach touring business can take tourists elsewhere in the county. A new tour and convention coordinating service offers pre-arranged customized tours for visitors. No individual visitor centers exist in other parts of the county. Plans were recently made to establish a new visitor's center in conjunction with construction of a museum at the Harley-Davidson plant just outside York on Route 30, a short distance from the present center.

Accommodations

Lancaster County has a large and varied supply of accommodations for tourists who spend the night. The county boasts more than 100 bed-and-breakfast lodgings (B&B's), many on farms, or tourist or guest homes, plus eight larger inns operated by local owners. Heritage tourists—who enjoy arts, crafts, and antiques—frequently seek the decorative ambience and personalized experience of staying in B&B's or one-of-a-kind lodgings. Of the 55 motels located in the county, 20 are chain properties whose "brand names" provide assurances of a particular level of quality and service associated with those chains. There are 35 independent motels, most of excellent quality, though it is difficult for a tourist to ascertain this prior to visiting the area. Camping is definitely an option with 30 campgrounds in the county. The campgrounds vary from those with just the basics to resorts with pools, tennis courts, miniature golf courses, and other activities and amenities.

Motel properties in York County are divided between chain properties (12) and independent ones (10). The Yorktowne Hotel is a premier in-town hotel, complete with high-end restaurant service. Its market is primarily business travelers. In addition, there are 19 B&B's and two campgrounds. While this resource is much smaller than that found in Lancaster, it appears to be adequate for the tourists and business travelers currently visiting the county. Significant growth in tourism may well require additional accommodations.

Food Service

Lancaster County has a large number of eating establishments to serve tourists. Most well known are the family restaurants serving Pennsylvania Dutch food in abundant quantities. These restaurants support impressions of the county as an area with a rich agricultural heritage, the basis of their good "home cooking." Such dining experiences serve the family market well and offer something unique for the entire tourist market. The county also has interesting gourmet and fine dining restaurants, often located in attractive historic settings to add to their charm. At the same time, there are fast food restaurants and other chains to serve the needs of the traveling public, especially families.

York County has an abundance of fast food, pizza, and ice cream restaurants, mostly in the York area. There are also a large number of attractive and individualized family restaurants for casual dining. The Accomac Inn is a long-time destination for diners seeking not only excellent food, but also a lovely view of the Susquehanna River; it has been joined in recent years by an increasing number of other fine dining opportunities. Farmers' markets also provide unique casual dining.

Access

Transportation to Lancaster County is relatively easy, with two exits from the Pennsylvania Turnpike (I-76) within the county, one connecting directly to the City of Lancaster via I-

283. Access from I-83 (in York County) is via Route 30, the cross-county corridor that has endured years of upgrades and still continues to do so. Route 30 and Route 462 (the older alignment for Route 30) follow the route of the Lincoln Highway, the nation's first cross-country road, celebrated as part of a designated Pennsylvania heritage region further west. The City of Lancaster itself, while the original central "hub" of transportation routes in the county, is ironically difficult to find by car from major routes, now that Route 30 bypasses the city rather than leads to it. Train service to Lancaster from Harrisburg and Philadelphia allows rail access by tourists to the county.

Access to York County is good via the Pennsylvania Turnpike and I-83 (which has an unusually easy southern "business" route into the city, possibly a vestige of the close connection with Baltimore). Route 30 connects York eastward to Lancaster County; Route 462 offers a "scenic" alternative that leads from the heart of one city to the other. Similarly, Route 30 heads westward toward Gettysburg, only partly as a four-lane highway. No modern passenger rail access exists in York County.

The closest large airport for both counties is Harrisburg International, found at the western end of I-283 just outside Lancaster County in Dauphin County. Access to that airport is relatively easy for both counties. Lancaster County also has a regional airport with limited scheduled service to Philadelphia and Pittsburgh by USAirways commuter aircraft.

Economic Impact Measurements

Tourist Expenditures

According to studies by the U.S. Travel Data Center for the Commonwealth of Pennsylvania, visitors spend more than \$400 million in Lancaster County in a year. Those estimates derive from the USTDC's economic impact methodology, which analyzes what visitors spent on transportation, lodging, entertainment, recreation, and incidentals while traveling from home on overnight trips or on day trips to places 100 miles or more from home. The estimate is likely to be conservative since Lancaster County does attract day visitors from closer than 100 miles away. Additionally, no foreign visitor expenditures are included in these estimates.

According to surveys conducted by the Pennsylvania Dutch Convention and Visitors Bureau, half of the dollars spent by tourists in the county go to shopping—\$200 million in the most recent year. The major outlet malls are visited by huge numbers of visitors—both independently and on motor coach day trips from the major markets nearby. While specific figures are not available, it is safe to assume that a high proportion of the tourists' shopping dollars leave the county because many products sold in the outlets are manufactured elsewhere. Also, most of the outlet stores in Lancaster are not locally-owned. The dollars spent on shopping dwarf those spent in the more traditional tourist outlets: restaurants (20 percent or \$80 million), hotels (17.5 percent or \$70 million) and attractions (10 percent or \$40 million). The balance of 2.5 percent or \$10 million is spent on miscellaneous other items including local transportation. A higher proportion of these dollars will stay in the county and circulate or multiply as they do so.

In 1996, according to the U.S. Travel Data Center, tourists spent \$177 million in York County. Again, the estimate is likely to be on the conservative side because of the exclusion

of day visitors fewer than 100 miles from their homes. A breakdown of expenditures for shopping versus other tourism-related activities is not available. However, a recent study done for the York County Convention and Visitors' Bureau notes that more than half the county's visitation, as much 73 percent, is for business and meetings. The remainder is largely leisure travel, which tends to generate more shopping expenditures.

Trends

Tourist expenditures in Lancaster County have been steadily increasing since 1989 (Table 3-1; 1989 is the first year for which figures are available). Total expenditures increased by 40 percent from 1989 to 1996. Hotel revenues during the same period have increased 221 percent according to the Pennsylvania Department of Revenue. Taxable hotel revenues in 1989 were \$28 million; in 1996 they were \$62 million. Hotel rates and occupancy increased faster than did total expenditures of visitors during the same period. Some members of the tourism industry in Lancaster have noted that their revenues are leveling off. Since the total expenditures have been increasing, it is most likely that new properties are siphoning off some tourist dollars as well as that fewer tourists are spending more money—especially on retail items. The macro picture indicates a healthy tourism economy in Lancaster County. The particular experience of some industry members may vary from that overall positive view.

Table 3-1. Annual Tourist Expenditures in Lancaster and York Counties				
Year	Expenditures (Millions)		Percentage of Change	
	Lancaster	York	Lancaster	York
1989	\$285	\$121	N/A	N/A
1990	\$306	\$124	+7.3	+2.5
1991	\$306	\$121	+ .1	-2.4
1992	\$315	\$129	+2.8	+6.6
1993	\$348	\$141	+10.5	+8.5
1994	\$360	\$147	+3.2	+4.2
1995	\$371	\$165	+3.1	+12.2
1996	\$400	\$177	+7.8	+7.2

Years are fiscal years, ending June 30.

Source: Pennsylvania Department of Community and Economic Development, Tourism Division, reporting U.S. Travel Data Center tourism economic impact data for eight years. Methodology changed in 1997 so there will be no comparable figures for the future.

Tourism expenditures in York County have shown a strong pattern of growth since 1992 (Table 3-1). The two years prior to that (1990 and 1991) showed little gain and even some losses, in a recessionary period that influenced travel expenditures throughout the country. In addition, the Gulf War in 1991 made many U.S. travelers reduce their travel frequency—even within the U.S. The very strong increase in 1995 is probably due to the addition of tourism infrastructure in the county such as a new motel property.

Target Visitors

Lancaster County's Pennsylvania Dutch Convention and Visitors Bureau is targeting families for the summer (adults ages 25 to 44 with children ages 3 to 11, with an average household income of \$40,000 or more), "empty nesters" during the fall (adults aged 50 and older, with an average household income of \$40,000 or more), and groups of seniors and schoolchildren in the spring, and some families. These visitors are being sought from four geographic areas: Long Island and metro New York, all of New Jersey, Philadelphia, and Baltimore/Washington.

York County has had a modest budget for promoting tourism. In light of that fact, the York County Convention and Visitors Bureau has elected to work cooperatively with others marketing travel to Pennsylvania and to the Hershey-Dutch region of the state. In so doing, the area is relying on these other groups to convince tourists to visit the state and the region—and is then providing information to induce these visitors to visit York County.

York County has recently completed a tourism study to target visitors and identify strategies to be used to market York County. Major destinations to be emphasized in the county are the Harley-Davidson Museum and Tour, the York Expo Center (the Fairgrounds), and, with further investment, the city's downtown. For heritage tourism, the strategy emphasizes the development of packages, especially involving factory tours, farm and food venues, and antiques, and recommends creation of a coalition of historical attractions.

Marketing Expenditures

The Pennsylvania Dutch Convention and Visitors Bureau spends about \$2.1 million annually, the largest portion of which, \$1.1 million, goes for media costs to market Lancaster County to tourists, primarily via television. An additional \$900,000 is spent producing more than a million copies of the map and visitors guide and fulfilling requests generated by the advertising.

The current tourism budget for York County totals \$400,000, which supports three staff members and all promotional and marketing efforts for the county. The marketing budget is approximately \$300,000. In addition to printing and postage charges for fulfillment of requests for information, the budget is spent primarily on a two-page ad in the state visitors guide and advertising with the Hershey-Dutch region. Cooperative ads are also placed with the tourism businesses of York County. The program reflects good leveraging of county dollars via state, regional, and local cooperative marketing programs.

Recent institution of a dedicated tax applied to hotel rooms—under a special program allowed by the state legislature—has enabled York County to commission a strategic planning and product development study to direct the approach to be used with the larger budgets anticipated in the coming fiscal years. County tourism officials estimate that the new budget will be well over \$800,000, providing the means to expand marketing efforts significantly.

Themes and Strategies

The marketing strategy and creative themes currently in use in by the Pennsylvania Dutch Convention and Visitors Bureau designed to reinforce the fact that Lancaster is the home of the Amish—yet broaden visitors' impressions to include a variety of activities and

entertainment, antique and outlet shopping, and unique Pennsylvania Dutch style cooking as well as the peace and tranquility of the farm country. The appeal is targeted to both young families and older visitors. Tourism marketing is now beginning to expand its focus beyond these established parameters through the implementation of the Heritage Tourism Initiative.

York County's themes and strategies await further development in a tourism plan based on its recently completed tourism study, although the study has suggested that the small meeting market (a business travel component of the county's overall tourism) could be pursued. The study and the intent to develop an image, logo, and theme should be important considerations in a heritage development management action plan for the region.

Regional Considerations

Lancaster and York Counties both participated in 1997 in a strategic planning gathering of arts, interpretive, and tourism professionals drawn from the south-central part of the state. The resulting report published by the Pennsylvania Historical and Museum Commission, *Rich in Resources*, called for more coordinated marketing and sharing of information among the counties, and enhancement of a sense of regional identity. This study should be an important consideration in future planning. In addition, Adams County, just to the west of York County, has begun planning for the addition of its portion of Route 30 to the Lincoln Highway State Heritage Corridor further west. Coordinated promotion of Route 30 in York and Lancaster Counties may therefore become possible. Finally, to the south, Maryland's recognized heritage area, the Lower Susquehanna Heritage Greenway (see Figure 1), is in the process of planning and developing a segment of Cecil and Harford Counties, focusing on the heritage of the river (including canal remnants), and three small towns, Port Deposit, Perryville, and Havre de Grace. Already underway is the creation of a trail on both sides of the river. Potential exists for cooperative marketing between this region and the Greenway, especially if the Lower Susquehanna in Pennsylvania is promoted as a destination for outdoor recreation and environmental education as suggested in the overview on recreation and open space here.

Evaluation

Together, the two counties provide a unique tourist resource that clearly can support establishment of a state heritage region here. Lancaster County developed as a tourist attraction much earlier and has more overnight accommodations and a unique appeal in its Amish and Mennonite culture, as well as a special niche in "family farm" offerings (foods, markets, a museum, farm-based lodging). York offers colonial history, outdoor recreation, the unique draw of the York Fairgrounds, and modern factories for touring. Shopping is strong in both counties, as is the country scenery, although York's is less well-known. The visitor wishing to tour the countryside and small towns is more likely to find accommodations and attractions designed with the tourist in mind in Lancaster County.

Management action planning for a state heritage region in Lancaster and York Counties, and potentially designation that would lead to a full partnership in tourism, could make a significant contribution to tourism planning and development for both counties, benefiting each in different ways. The tourism base in both counties is strong and growing. As noted in the introduction, a heritage region initiative would not begin the contribution of tourism to the region's economy but rather extend it. It can bring tourism to areas not normally

visited by tourists, at times of the year when there are sufficient accommodations available, so as to bring incremental dollars into both counties at the margin.

By all measures, Lancaster's tourism is at least double the size of York's. Despite this disparity, however, each has something to offer the other. If only a small portion of the visitors to Lancaster can be persuaded to visit or return to York, it could have a large impact on York's tourism growth. In turn, York appears to have a different type of tourist, potentially representing a new market for Lancaster. While each already has significant destinations, it is also possible to package a wide variety of smaller attractions in ways that spread the benefits of increased visitation across the entire region, building on the model provided by Lancaster's Heritage Tourism Initiative. The tourism infrastructure is sufficiently large in Lancaster to absorb additional visitors, even those who will be spending some of their time exploring York County as well as Lancaster—allowing York a significant advantage in increasing its visitation without having to wait for development of appropriate accommodations (a common problem in areas where tourism is just beginning). York County has outdoor heritage sites, trails, and other opportunities to enjoy nature which are less prevalent in Lancaster. The large number of visitors to Lancaster County may well offer opportunities for growth to historic sites in York while Lancaster can anticipate some reciprocity from York's visitors—those already being drawn to factories and special events—who are encouraged to visit east of the Susquehanna.

The disparity in the amount of tourism funding and income for the two counties could cause some difficulties, however, if financial rewards to county coffers for increases in tourism through a heritage initiative are also disparate. Management planning should attend to these differences and work out fair approaches to a partnership.

Finally, tourists pay little attention to county boundaries. While those boundaries are critically important to county officials and residents, they matter not at all to tourists, who should see no barriers to their enjoyment of the area as they crisscross the Susquehanna. Moving tourists from Lancaster to York will be a simple matter of providing a reason to do so—through a heritage region designation or potentially through other cooperative programs.

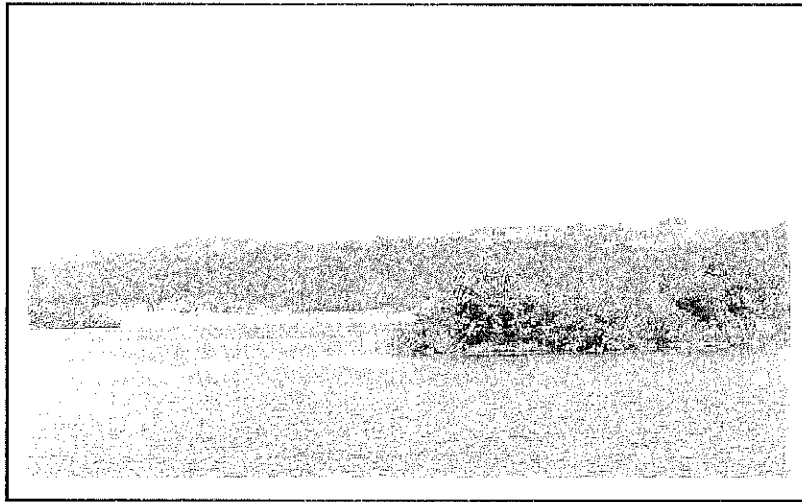


Plate 21. The numerous natural areas along the Susquehanna River make it a prime candidate for promotion as an eco-tourism destination.

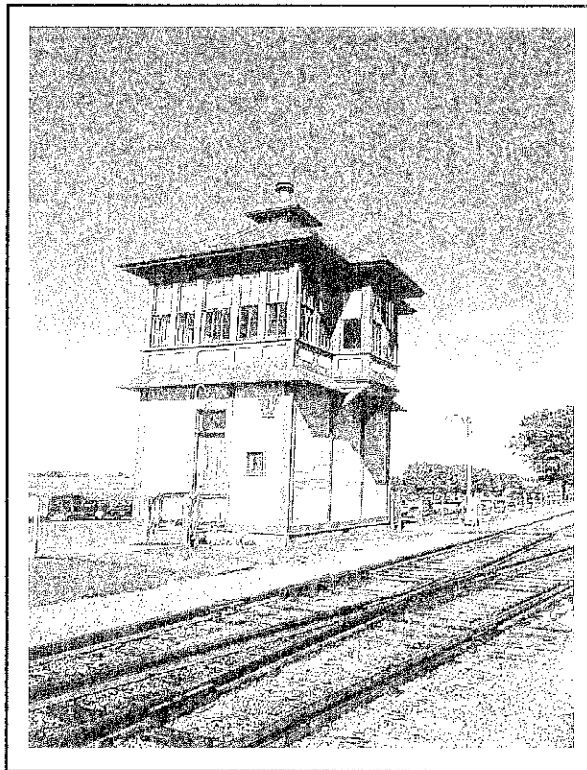


Plate 22. The region possesses numerous activities that can be enjoyed by the entire family, such as the Strasburg Railroad, which offers a variety of excursions.

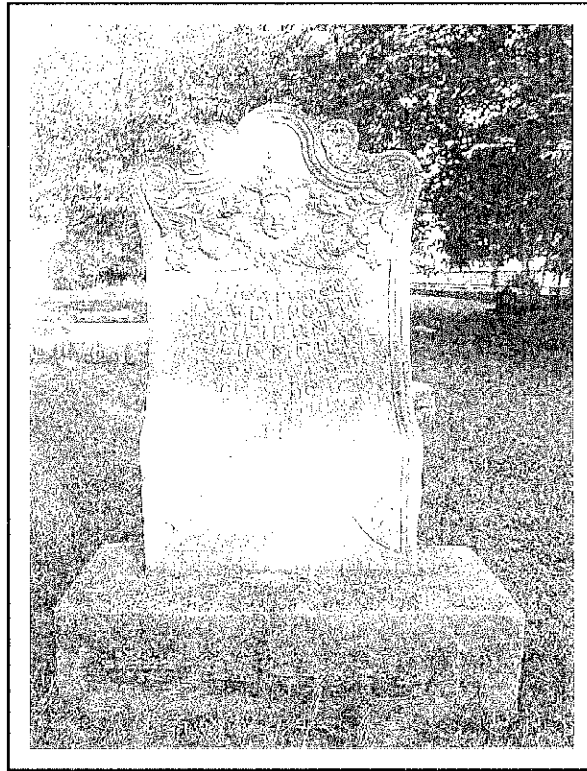


Plate 23. The many cemeteries in Lancaster and York Counties illuminate the ethnic heritage of the region. Seen here is the headstone of a German settler, who was buried in Hanover in 1792.



Plate 24. In outlying portions of the region, which have thus far been little affected by suburbanization, there are bucolic landscapes that still reflect their mid-nineteen century appearance.

CULTURAL CONSERVATION OVERVIEW

Introduction

Conserving the distinctive cultural resources across the state is a priority for the Pennsylvania State Heritage Parks Program. Sharing the stories of the state's industrial heritage with residents and visitors requires that the varied evidence of that heritage be protected and preserved. Regional strategies for heritage development typically address historic structures and landscapes, performing arts, and such aspects of folklife as handcrafts, festivals, and ethnic traditions.

Cultural Landscapes

The Lower Susquehanna River Valley's many of individual landscapes together form the complex fabric of the region's cultural landscape. For thousands of years before European immigrants arrived, Native American tribes occupied this valley, cultivating small fields in the floodplains along the river and its tributaries. Two or three generations after the arrival of European settlers, however, wholesale change had taken effect. Clearing the land, these settlers divided the once virgin forest into parcels and created the first breadbasket of the colonies. Since the colonial era, new communities have arisen, populations have grown, architecture has changed to reflect the tastes of each era, crops have shifted in response to market trends, and industries have come and gone. Nevertheless, the fundamental pattern of farms, crossroads villages, and market towns, which were laid out in the eighteenth century and matured during the nineteenth century, has remained substantially intact for the past 150 years.

Regional Landscape Influences

The following section identifies some of the major elements that have influenced the character of the region and paints a broad-brush picture of the types of landscapes or character areas found within York and Lancaster Counties.

Cultural Groups

The English, Scotch-Irish, and Welsh were among the first Europeans to arrive in the region. Their settlements were concentrated on the fringes of the two counties, in the southeast and northwest corners, although some English settlements did reach further into the interior. The land in these areas was marginal then, and within a few generations, these groups began to move west. Meeting houses and place names like Salisbury, Donegal, and Caernarvon still testify to their early presence in the region. Meanwhile, German settlers became the predominant cultural group (Figure 2). Extensive research has been conducted on Germanic influences in the region in architecture, food, decorative arts, celebrations, language, and religion. The presence of Plain Sect communities, concentrated in the central portion of Lancaster County, heightens the visibility of German culture.

Agriculture

York and Lancaster Counties possess a cultural landscape that has been shaped largely by the agricultural prosperity of the region. The quality of the soils, a reliable transportation

system, and proximity to large urban markets has attracted hopeful farmers to the area over the past 250 years. Throughout much of this region, farms are the most basic unit of the landscape. Many residents, especially members of Plain Sects, continue to possess strong cultural ties to the land.

Population Centers

Communities provided gathering points for farmers in the outlying countryside and were places of business transactions and social interaction. Southeastern Pennsylvania is known for the density of its crossroads communities and villages, which punctuate the major travel routes of the region at regular intervals. During the nineteenth century, an arc of prosperous communities arose to the north and east of the City of Lancaster, and to the south and west of the City of York, both corresponding largely to the most productive soils available. The swift-moving streams of the area and the presence of such mineral deposits as iron ore and slate supported numerous small industrial communities.

The cities of York and Lancaster, benefiting from their position as county seats and market centers, developed at much faster rates than outlying villages. The two cities have long been characterized by their high population density, urban housing stock, and cultural offerings, and by the industries that contributed significantly to their economies during the nineteenth century. As the agricultural landscape matured to a complex network of farms, villages, and market centers, an equally complex system of turnpikes, canals, and railroads arose. The cities served as hubs through which much of the region's economic activity was channeled.

Transportation Networks

Routes that are today traversed by eighteen-wheel trucks hauling merchandise to waiting shoppers were first laid out as footpaths to European trading centers in the seventeenth century. These paths provided entry points into the wilderness, first for traders and later for farmers. Over time, growing populations and technological advances resulted in canals, hard surface roads, and railroad lines. The creation of an effective transportation system, which enabled the swift movement of goods to urban markets, contributed greatly to the prosperity of the region.

Transportation routes were magnets for development. Industries located near rail and canal connections in order to reduce their transportation costs. Taverns sprang up along important stopover points on turnpikes and at ferry crossings. Each mode of transportation shaped the landscape, not only by the route itself, but by creating a need for associated structures. Examples include toll buildings and gates, mile markers, bridges (both covered and iron truss types), locks, dams, viaducts, railroad stations, depots, hotels, switching towers, and worker housing.

Industry, Manufacturing, Commerce

One unfamiliar with the history of this region may not realize the influential role of industries other than agriculture in the region. Residents were producers not only of crops, but of manufactured goods as well. The extent of manufacturing activity varied considerably among communities. Some were local mercantile centers that supported only one or two small milling operations, producing feed or textiles. Others, such as Columbia and York Haven,

Lower Susquehanna River Valley Heritage Study Area

Early Settlement Cultural Groups

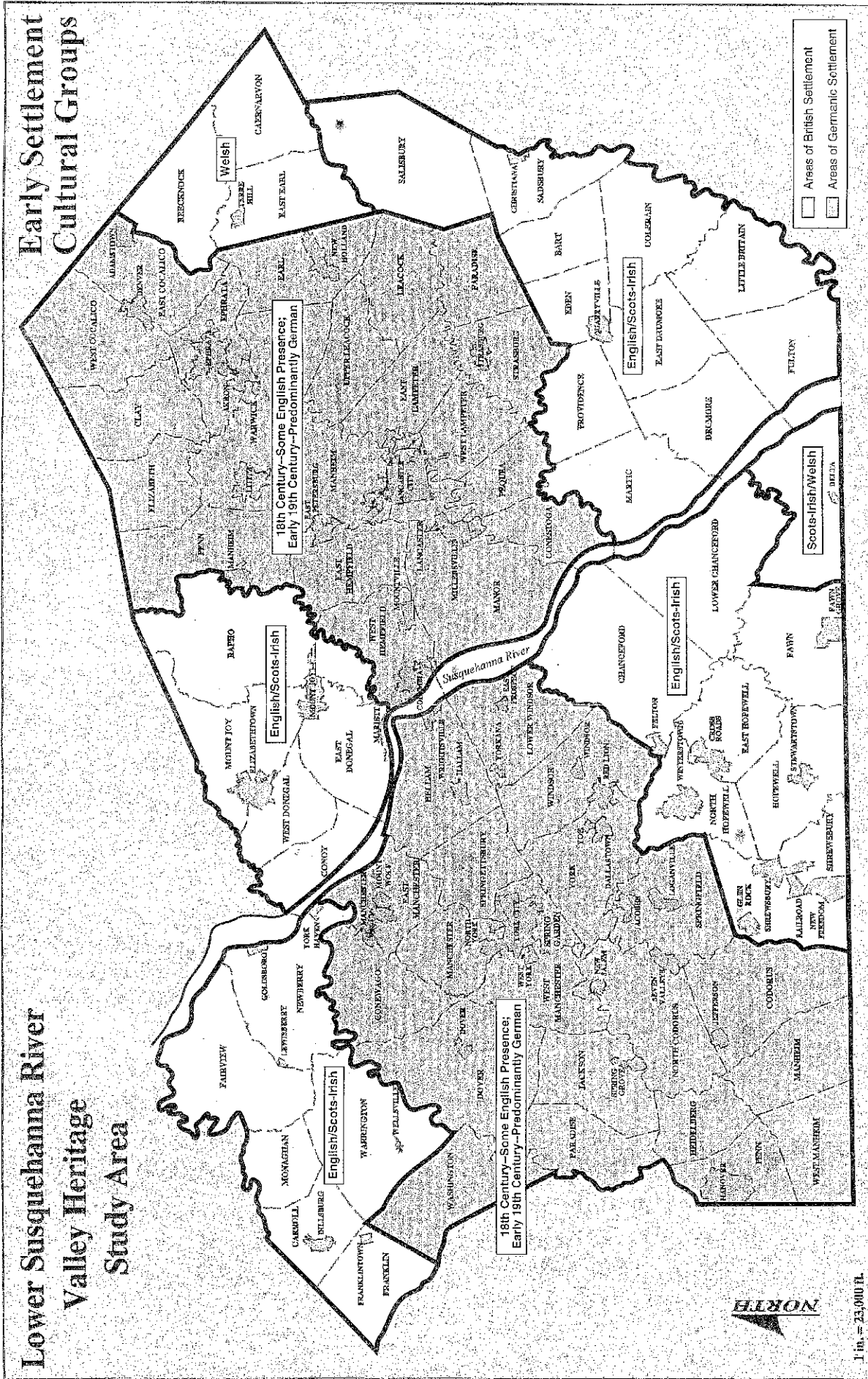


Figure 2. Early Settlement Cultural Groups (1750-1800).

became prominent processing centers due to their strategic locations on the Susquehanna. Both county seats have important industrial heritages that peaked during the early twentieth centuries.

A number of enterprises remain locally owned, some continuing to occupy historic factory buildings. Sadly, this is more the exception than the rule, and the closing or relocation of factories has led to the destabilization of many urban neighborhoods. Some factories have been converted to modern uses, such as the Glen Rock Mill Inn and Restaurant. Others have fallen into ruin. Many historic factory buildings in various states of repair are present even in some of the region's smallest boroughs. Lancaster City possesses several National Register districts that are significant for their association with tobacco production, a booming industry here around the turn of the century. To find the region's historic industries can require some ingenuity in searches along the back alleys, river roads, and railroad streets that are fixtures in many communities.

Physical Influences

Much of the region's soils can be characterized as extremely to moderately productive for agriculture. Both counties have substantial water resources that drain into the Susquehanna River. Important streams include Octoraro Creek, Conowingo Creek, Pequea Creek, Conestoga River, Chickies Creek, and Conewago Creek in Lancaster County; and Muddy Creek, Otter Creek, Fishing Creek, Codorus Creek, Conewago Creek, and Yellow Breeches Creek in York County.

As immigrants made their way west from Philadelphia, Lancaster was first to develop, followed by York. For generations, crossing the Susquehanna River represented an important milestone on the westward journey. Shallow, rocky, and wide, the river joined the two counties, but also defined separate spheres of influence. York looked south to Baltimore for trading opportunities and Lancaster east to Philadelphia. The two counties share many cultural and historical similarities, but they developed along parallel, but not necessarily interdependent courses.

Lancaster and York Counties are located almost entirely within the Piedmont province of the Appalachian Highlands. A small portion of northwestern York County is located within the Blue Ridge province. Geologically, the region can be roughly divided into three horizontal bands running from the southwest to the northeast. The southernmost band, known as the Piedmont Uplands, is composed of schist, a metamorphic rock that erodes at an uneven rate, creating a landscape of moderately steep, rolling hills and stream valleys. York County contains a larger portion of schist deposits than does Lancaster County. The central band, technically the Piedmont Lowlands, is known as the Limestone Valley, containing some of Pennsylvania's best farmland. Lancaster County contains a large swath of this limestone deposit, which narrows considerably as it passes through York County. Along the northern tier of the region is a band of sandstone and shale, with substantial intrusions of diabase, known as the Triassic Lowlands. This band covers the northern third of York County and skirts the border of Lancaster County. Shale does not produce good agricultural soils, and farms in this region tend to be marginal. While the topography is generally that of rolling hills, areas of diabase create distinctive hillocks and some moderately steep ridges.

Landscape Character Areas

The character areas described in the following paragraphs generally conform to the geological sectors described above (Figure 3).

Limestone Plain

The Limestone Plain character area reaches from Hanover in York County past New Holland in Lancaster County and contains some of the most productive farmland in the region. German Anabaptists, avoiding the ridges to the north and steep hills to the south, cleared the land in this plain during the early eighteenth century. As succeeding generations inherited the land, the number of farms in the valley increased. Seeking to bring the greatest amount of land under cultivation as possible, farmers have pushed their fields to the outer limits of their property lines, removing nineteenth-century hedgerows and other obstacles. Today this area is characterized by flat open cropland regularly punctuated by farm complexes, with few other interruptions.

Substantial, well-built farms are a characteristic feature of this region. Many houses and barns exhibit rambling additions, which reflect the degree to which they were expanded to accommodate extended families. Most farm complexes include an assortment of well-maintained outbuildings tailored to such specialized uses as curing tobacco. Communities within the Limestone Plain are among the most prosperous in the region. Many, such as Hanover in York County and Lititz in Lancaster County, maintain active downtown commercial and retail centers.

Piedmont Uplands

The Piedmont Uplands are very picturesque, and the steep cliffs south of Turkey Hill afford some spectacular views of the Susquehanna River. The hills found here become more gradual and rolling as one moves west across the region, so that southern York County contains numerous small communities but those in the corresponding portion of Lancaster County are few and scattered. With the exception of Interstate 83 in York County, roads wind lazily along valleys and around hills. Railroad routes present in the area generally follow the level stream valleys.

The English and Scotch-Irish coming east from Philadelphia and north from Maryland were the first to enter the Piedmont Uplands. Much of this area has been made profitable for agriculture over time through careful cultivation and a regular program of fertilization. With the exception of the South York Hills (steep, wooded ridges that run along the Susquehanna River beginning south of East Prospect and along the Muddy Creek Basin), this is well-drained, highly cultivated land. The area routinely yields profitable grain and hay crops and offers substantial areas of pasture. During the nineteenth century, the area was a center of tobacco production. Communities in this area of York County contained dozens of cigar-making factories and other tobacco support industries, such as the manufacture of cigar boxes. The numerous swift streams that traverse the area also made it attractive for water-powered industries. Many of the region's early iron forges, machine shops, distilleries, and tanneries found profitable locations in the area.

Triassic Lowlands

The English and Scotch-Irish who first settled the Triassic Lowlands had the misfortune of selecting land of poor agricultural quality. The soil, which tends to be rocky and poorly drained, and the presence of steep slopes limits the amount of productive farmland in this

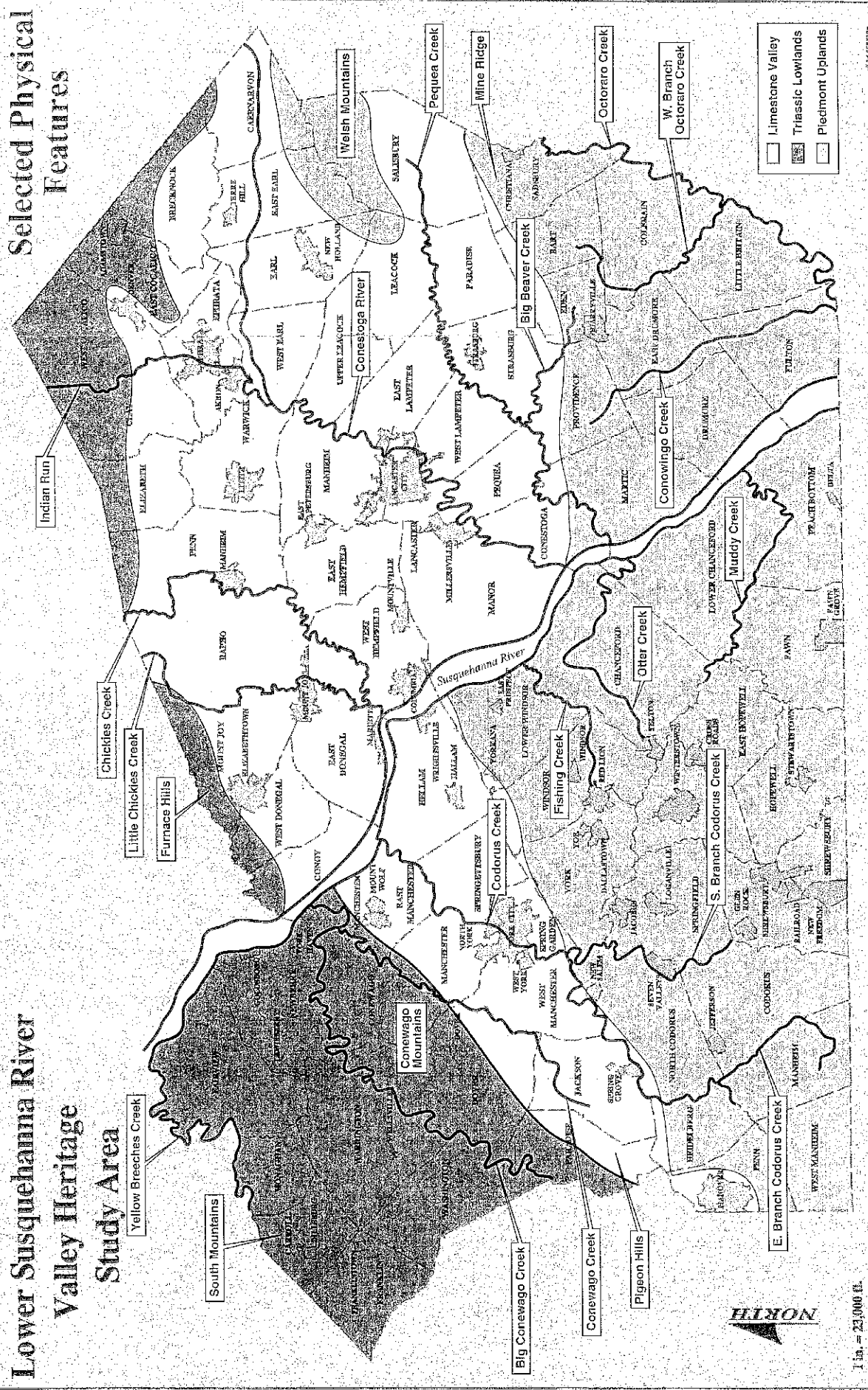


Figure 3. Selected Physical Features.

region. The area is much more wooded than the Limestone Valley area, because the tops of ridges have not been cleared for farming. Land that is being used for agricultural purposes generally supports only pastures or fruit production. Much of this area has reverted from farming back to woodland. Along the northern edge of York County, much of this woodland has been developed as commuter suburbs for the greater Harrisburg area.

The Lowlands area contains several clusters of state game lands, as well as Pinchot Lake, a manmade lake that is an important recreational center within the region. Communities in this area have historically depended upon industries to supplement agricultural production. Some areas were blessed with deposits of iron ore and were able to sustain moderately productive forges and furnaces. Other types of supplementary industries included the whip industry in Wellsville and hat production in Adamstown. Dillsburg and Elizabethtown profited from their locations along important travel routes connecting points east and south with Harrisburg.

Susquehanna River Corridor

The Susquehanna River has been a perpetual frustration to the European immigrants who settled land along its shores. In response to the Susquehanna's shallow, rocky character, they devised systems of locks, dams, and canals to improve the shipment of goods along, but mostly down, the river. South of East Prospect in York County and Washington Borough in Lancaster County, steep ridges offer dramatic views of the river. Historically, the topography along the southern half of this corridor limited the establishment of large communities. Today, this area has become as an important wildlife habitat for migratory wildfowl.

The largest communities in the Susquehanna River corridor are located to the north. These include Goldsboro, York Haven, and Wrightsville in York County and Marietta, Columbia, and Washington Borough in Lancaster County. These communities profited immensely from the movement of grain, lumber, and coal from the northern and central provinces of the state to urban markets in Philadelphia and Baltimore. Entire industrial districts sprang up to process these materials into finished goods and ship them to market. In addition, access to inexpensive coal attracted other manufacturing interests to the corridor. During the corridor's canal and railroad heyday, river cities were vital, vibrant places where people of all backgrounds came together in pursuit of profit. Today, these communities are much quieter, but evidence of their history remains in the form of canal remnants, railroad corridors, factory buildings, and worker housing.

Heritage Resources

Architectural Resources

Despite recent losses to sprawl, Lancaster and York Counties still retain an enormous quantity of historic resources. County-wide surveys have documented and catalogued many of these structures, which represent more than 250 years of architectural and social history, including barns, farmhouses, covered bridges, taverns, mills, and even one-room school houses. A significant number of buildings that date to Pennsylvania's earliest periods of settlement can be found here.

Although museums, historical societies, and preservation organizations open a broad selection of historic buildings to the public, the vast majority are privately owned and maintained. Quality construction, use of long-lasting brick and stone, and long-standing tendencies towards thrift and conservatism together have helped to maintain hundreds of the region's structures. Moreover, the stability of population levels, which steadied by the late eighteenth century, has meant that abandonment of buildings or productive land has rarely been a problem in the rural portions of the region. The decline of the region's late-nineteenth century industrial infrastructure has, however, led to increased abandonment and vacancy within urban centers, especially the cities of Lancaster and York.

Historic Building Surveys

Historic York and the Historic Preservation Trust of Lancaster County, both long-established county-wide preservation organizations within the region, carried out extensive survey work in the 1980's, supported by the counties and the state. These surveys documented literally thousands of significant structures. Efforts are now underway to expand upon these surveys and bring them up to date. Lancaster County has begun incorporating survey data into its GIS system, to allow this information to be used easily in making planning and policy decisions. In updating its survey, Historic York is using a database that York County will be able to incorporate into its GIS system.

National Register Properties and Districts

A large number of individual properties and districts in this region are listed in the National Register of Historic Places. Together, the two counties possess 238 individually listed resources and 28 historic districts. Thematic nominations have been prepared for tobacco buildings, highway bridges, covered bridges, and farming resources in Lancaster County. Similar thematic nominations have been prepared for railroad resources and highway bridges in York County.

Many York County municipalities have established National Register districts, assisted by Historic York. Examples include the Glen Rock, Goldsboro, Hanover, Railroad Borough, Shrewsbury, Spring Grove, Wellsville, Wrightsville, and York National Register districts. East York is now in the process of preparing a National Register Nomination. Lancaster County has several thematic districts related to tobacco production in addition to community districts in Columbia, Marietta, Lititz, and Strasburg, and several residential districts in the City of Lancaster. An extensive area within the historic city limits has been determined eligible for listing in the National Register. In addition to its National Register listings, Lancaster County also possesses two National Historic Landmarks: the Fulton Birthplace and the Fulton Opera House, which were both nominated in 1964.

Architectural Resource Issues

Although considerable progress has been made in documenting and preserving the architectural resources of both counties over the past twenty-five years, there is still more work to be done. In addition to updating surveys and making such information readily available, as discussed above, the public needs to be informed about potential benefits associated with listing important resources in the National Register of Historic Places; and additional National Register nominations need to be prepared, by theme or by community. Also, as further discussed in the community planning section of this study, local protection

for historic sites is surprisingly weak given the extent to which surveying has already been accomplished. Municipal officials and civic organizations need to be educated about various preservation tools available.

Archeological Resources

The region is valued for its high concentration of archeological resources and the potential that these sites have to relate information about Pennsylvania's prehistory and history. The lands along the Susquehanna River and its numerous tributaries have yielded extensive information about the people who inhabited the region before European colonization.

Prehistoric Archeology

Excavations of several important historic and prehistoric Native American settlements have been carried out during this century along the banks of the Susquehanna River. The Shenks Ferry excavation in Lancaster County gave its name to a Late Woodland culture that first appeared in the lower Susquehanna Valley around 1300 AD. Around 1575, the Susquehannock Indians, migrating southward from Iroquois settlements in New York, subdued the local Shenks Ferry Indians and established fortified towns just outside Washington Borough, a community located in central Lancaster County along the Susquehanna River where significant sites have been excavated. Conestoga Town, an important Susquehannock trading center during the colonial era and the location of their last settlement, is another important archeological site. Artifacts uncovered at that site have been used to illustrate the extent to which native groups had become westernized by the early eighteenth century.

Several hundred reports and publications have been prepared as a result of the ongoing archeological work carried out in this region. Additional regional surveys and excavations have been carried out in compliance with Section 106 of the National Historic Preservation Act in preparation for such projects as wastewater treatment plants and gas pipelines. Some of the locations where such surveys have been undertaken include: Fulton Generating Site, New Holland Borough, Warwick Township, Penn Township, Lancaster, Washington Borough, Pine Grove Dam, Leola, Springettsbury Township, York Haven, and the City of York.

Historical Archeology

In addition to the extensive work being carried out to document prehistoric settlements, there is also rich potential for historical archeology within the region. Sites tend to be located also along the Susquehanna River, since its banks served as a major transportation and industrial corridor throughout the eighteenth and nineteenth centuries. Historic archeology projects in the region include excavations underway at Ephrata Cloister, being carried out by the Pennsylvania Historical and Museum Commission, and a ten-year program of fieldwork at the iron furnace near Chickies Rock, being conducted by the Anthropology and Sociology Department at Millersville University in partnership with the Lancaster County Parks Department.

Archeological Resource Issues

Despite the significant work carried out to date, more remains to be done. The region lacks a major interpretive center that can present the context for prehistoric settlement in the region to the layman. Some measure of public education about the findings of local archeological surveys as appropriate is needed so that people appreciate the resources below their feet.

Public access and interpretation of certain archeological sites on publicly owned land such as county parks could be pursued. Additional survey work and research on archeological sites in York County is needed. Finally, deregulation could affect stewardship policies for land owned by utility companies along the Susquehanna River.

Folklife Resources

The study of folklife or folklore today seeks to understand how community life and values are expressed through a wide variety of living traditions. This region possesses a rich cultural heritage, of which Pennsylvania German traditions are an important but by no means exclusive part. Other major contributing groups include the English and Scotch-Irish, who were among the first settlers; African Americans, many of whom established communities and careers in the region's river towns and industrial centers before and after the Civil War; and recent Hispanic immigrants, who have made significant cultural contributions in the region's larger cities.

The following folklife resources were identified during scoping discussions conducted as part of this study. Museums and historical societies, which are discussed in detail in Chapter Three of this report, represent other types of resources that are critical to the preservation of folk traditions. The primary activities of these institutions include the collection and exhibition of material folk culture and, in some instances, the reenactment of folk traditions as part of a program of living history or special events.

Traditional Arts

Those practicing traditional arts or trades in this region come from all backgrounds, including hog farming, film making, and teaching. Their range of interests varies just as widely, as shown by the abbreviated list of traditional arts currently practiced in the region (Table 3-2).

In addition to enjoying folk artists at local events, visitors and residents can gain a sense of the region's folk heritage at several interpretive sites. The Landis Valley Museum in Lancaster County uses living history to interpret the culture of the Pennsylvania Dutch. The Rothman Gallery, associated with Franklin and Marshall College, owns an extensive collection of regional folk art; many of its artifacts date to the nineteenth century. Finally, the Conestoga Historical Society's museum has recently undertaken an innovative venture to showcase folk culture, outfitting an eighteenth-century log cabin with traditional furnishings and decorative arts created by regional artists. All objects displayed are for sale, and visitors can contact artisans directly for custom work. That a large pool of artists employing historic techniques in their work remains in this region is a remarkable testament to the strength of surviving traditions.

Churches

The folk traditions that remain vital are those that are incorporated into daily life. Historically, churches have had an important role to play in preserving folk culture. The landscape here is dotted with churches, with one or more present in most crossroads communities. In many communities churches provide clues about the cultural groups who settled an area: Quaker Meeting Houses (English); Presbyterian (Scotch-Irish); Lutheran, Reformed, or Mennonite (German); African Methodist Episcopal (African American); and

Catholic (Irish, Italian, or Hispanic). At least two congregations in Lancaster County are now working to document the role of the Underground Railroad in the region.

Events

While folk traditions, such as special foods or stories, may be shared by members of a group all year, special events enable these traditions to be shared with the larger public. Fairs, not surprisingly in this agricultural region, are hallmark community events. The City of York boasts the longest-running official county fair in the state. In contrast to the spectacle of the large county fairs is the local flavor offered by the region's many local community fairs. The 1998 Lancaster County Heritage Tourism Plan identified community fairs in Denver, Elizabethtown, Ephrata, Manheim, New Holland, and West Lampeter. Other types of festivals that illuminate different aspects of the region's heritage include Reading Railroad Days, the Old Thresherman's Reunion, and Victorian Christmas Week.

<u>Decorative Arts</u>	Weaving	Broom Making
Calligraphy	Wood Graining	Gunsmithing
Fraktur	Wood Working	Harness Making
Furniture Making	Bucket Making	Pewtering
Needlework	Wood Carving (Decoys)	Tinsmithing
Paper Cutting		Tool Sharpening
Potter (Redware)	<u>Oral Tradition</u>	Wheelwright
Print Making	Farming Lore	
Quilting	German Translation	<u>Performance</u>
Religious Folk Art	Mennonite and Amish	Concertina Playing
Reverse Glass Painting	History	Fiddling
Rug Hooking and Braiding		Folk Dancing
Stenciling	<u>Trades</u>	Native American Dance
	Iron Casing	Yodeling

Source: Database compiled by the Pennsylvania Heritage Affairs Commission and maintained by the Institute for Cultural Partnerships in Harrisburg, PA.

Folklife Resource Issues

At least three issues are important to note for this study. First, although this region has been extensively studied, knowledge of the extent and range of folklife traditions is incomplete. Second, despite earlier efforts to collect oral histories, a redoubled effort is needed as we begin to lose the last generation which remembers life in the region prior to World War II. (Cultural traditions everywhere began to change more rapidly after the second half of the twentieth century. In Lancaster County, for example, tourism arose as the world at large became aware of the "plain and fancy" culture there, making the preservation of cultural traditions a self-conscious effort for the first time.) Such collections would support deepened interpretation of the region's history and change. And third, the Pennsylvania Dutch dialect has a declining number of scholars and speakers—like so many "minority" dialects and languages. Since language contains culture embedded within it, cultural traditions can

decline without its continued use—and scholarly study of those traditions will miss subtle cultural implications without knowledge of the language.

Resource Protection and Preservation

This region, Lancaster County especially, has been the focus of national attention concerning attempts to deal with sprawl and its impacts on the region's historic character. This and other major planning issues are further discussed in the Community Planning Overview. York and Lancaster County residents have access to a wide range of land-use and preservation tools, as well as to technical assistance. Planners at the municipal, county, and state levels are available to guide community leaders in implementing sustainable growth measures, including historic preservation tools that preserve historic resources and promote good community design. Has it made a difference? In some communities the answer is yes and in others no, which poses a problem: When preservation occurs piecemeal, surviving architectural landmarks or pockets of farmland under easement continue to have value as specimens, but the richness and vibrancy they once possessed in relationship to the larger cultural landscape is irretrievably lost.

This region has the tools and the knowledge to plan for the preservation of its heritage. Tools and knowledge, however, are useless unless they are put to good use. In many instances, community-initiated preservation efforts continue to be reactionary. Only after a major problem arises, do residents begin to discuss measures that might have averted the problem in the first place. A labor-intensive program of outreach, education, and mentoring is required to build a committed network of grassroots constituencies that can make heritage preservation happen on a region-wide scale.

Evaluation

The York-Lancaster region has substantial heritage resources and a well-developed infrastructure of public and private groups that support preservation initiatives at the county and grassroots levels. The region meets and exceeds the criteria necessary to become a Pennsylvania State Heritage Park with respect to cultural resources available for interpretation, as well as ongoing conservation efforts. Lancaster and York Counties possess a visually and historically rich cultural landscape of rural back roads and cosmopolitan towns that presently is at risk of unraveling due to unplanned growth brought about by economic expansion within the region. The challenge of heritage development within the region will be to engage local elected officials in using the technical assistance available to them in planning to preserve this heritage on a region-wide basis.

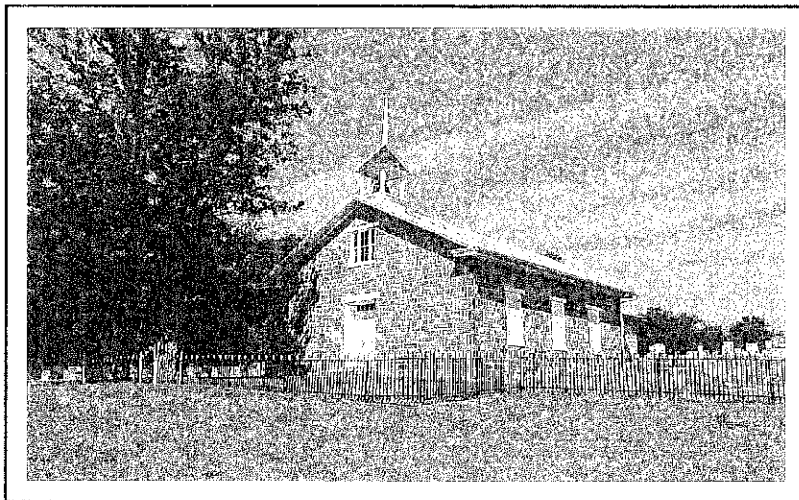


Plate 25. Such resources as this meeting house in Warrington Township, York County, can be used to interpret the cultural heritage of the region.

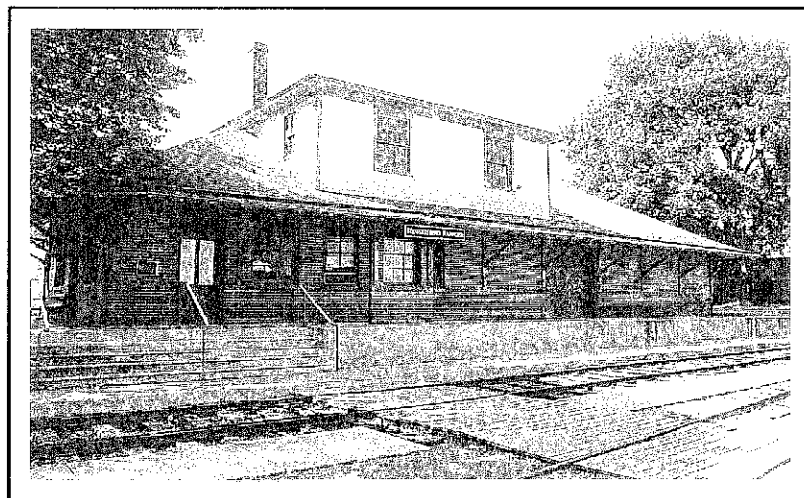


Plate 26. Railroad stations, such as this example in Stewartstown, contribute to the transportation history of the region.

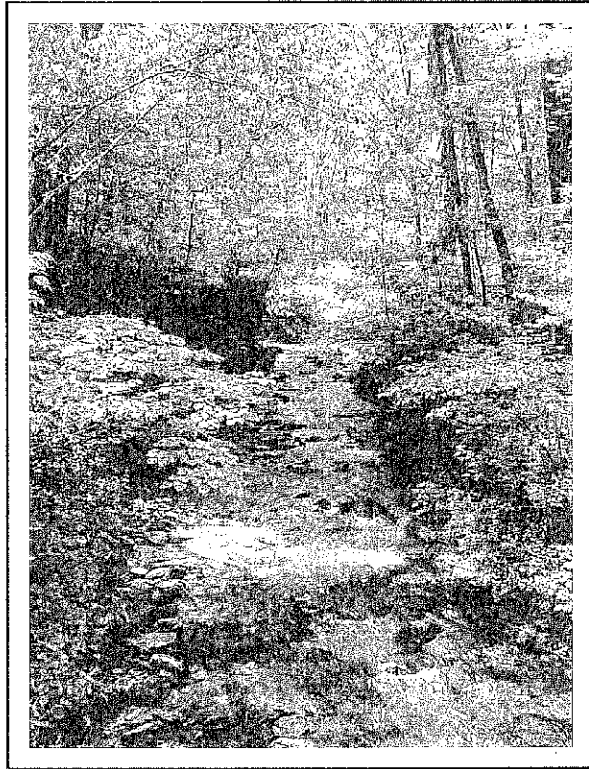


Plate 27. Maintaining the water quality of the region's many streams is an important concern, not just for Lancaster and York Counties, but for the Chesapeake Bay into which the Susquehanna River flows.

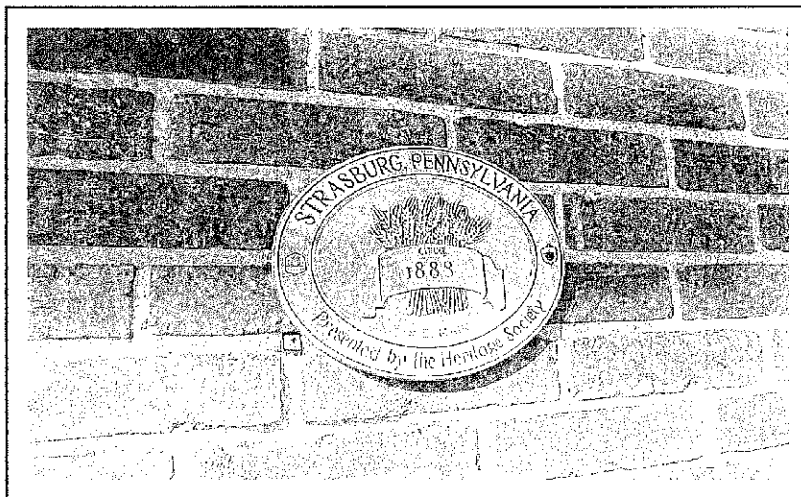


Plate 28. Education lays the groundwork for effective community planning. People plan to preserve what they respect and appreciate. Plaques, such as this one installed on a house in Strasburg, raises public awareness of the region's architectural heritage.

RECREATION, OPEN SPACE, AND NATURAL HERITAGE OVERVIEW

Outdoor Recreation and Public Open Space

Introduction

Outdoor recreation is a fundamental activity built into state heritage region programs. A focus on outdoor recreation has the major benefit of serving the local population as well as visitors. A plan for a state heritage region here must consider supporting and developing primary recreational attractions, especially greenways that link significant natural, recreational, and historic sites, and urban green spaces that enhance cities and boroughs and provide places for community events and celebrations (Figure 4). Also important, however, will be cultivating public and private recreational opportunities that can supplement visits focused on cultural and historic resources, in order to allow travelers a variety of choices—at the very least for a welcome break from car and bus touring. To become a successful heritage region, the area must have or be planning to develop an adequate amount and variety of all of these recreational resources.

Critical to outdoor recreation is the availability of public land and open space for public access and enjoyment. "Open space," as used here, implies land that is agricultural, forested, parkland, or otherwise available at least for recreational and visual "relief"—perhaps institutional lands such as school grounds, or utility line corridors—as opposed to land that is developed for commercial, industrial, residential, urban, or other "built" uses. (Agricultural lands are addressed in the section on community planning.)

In terms of publicly owned open space and recreational lands, the Lower Susquehanna River Valley region possesses perhaps the smallest proportion of state parks, state forests, and state gamelands in Pennsylvania (and a minimum of federal lands), totaling less than 22,000 acres. Most of that acreage is owned by the Pennsylvania Game Commission, more than 14,400 acres (4,000 in York, 10,400 in Lancaster), with another 940 leased from the federal government for hunting. Lancaster County has just 224 acres of state park land and only 10 acres in state forest, a tract in Lancaster being part of Cornwall Furnace State Forest, which is largely in Lebanon County. York County is comparatively well-endowed with state park land, more than 5,700 acres, but has no state forest land.

Systems of county parks and environmental education centers, plus municipal parks, form the backbone of public recreational lands here. Park acreage owned by the two counties totals about 6,000 acres (Lancaster, 2,018, York, nearly 4000). Acreage of protected open space is even greater, including natural areas owned by nonprofit organizations, agricultural easements, and other protected lands—much of it not open to public access, but nevertheless valuable for scenery, wildlife and plant habitat, water quality, flood protection, or long-term agricultural development. Moreover, both counties benefit by quasi-public land ownership along the Susquehanna River. Utility companies operating power plants along the river

conserve more than 2,000 acres in Lancaster County and approximately 4,000 acres in York County, with public access a part of the power companies' mandate.

Planning and Other Resources for Recreation

Both Lancaster and York Counties have planned extensively for recreation. Lancaster County responded to the open space needs of its rapidly growing population by adopting the Lancaster County Open Space Plan in 1992. Since the plan's adoption, county-owned parkland has nearly doubled to 2,018 acres, from 1,104 acres in 1990. The plan called for a larger county park system, more natural heritage preservation, and a county-wide greenway system. It set goals of five acres of county-owned parkland and ten acres of municipally-owned parks for every 1,000 residents, and recommends that no resident be more than ten miles from a county park. As a result of the plan, the county established the Community Parks Initiative (CPI)—a matching grant program to help municipalities and nonprofit organizations, such as the Lancaster County Conservancy and the Pennsylvania chapter of The Nature Conservancy, acquire important open space parcels.

Another important resource in Lancaster County recreation planning is the long-standing Open Space Planning Task Force, formed (under a different name) in 1961. Leaders on the task force were integrally involved in development of the open space plan and continue to push for a high level of county commitment to parkland expansion, natural areas, and greenways.

York County will undertake an open space/greenway plan in 1999. Even without current planning, however, the county has long benefited from widespread support for its park system, investing heavily in developing regional parks since 1968. Volunteers are a significant asset to the York County program. In 1997, volunteers donated nearly 24,000 hours of time and \$230,000 in goods and services directly to the parks or through the York County Parks' Foundation Charitable Trust.

Parks

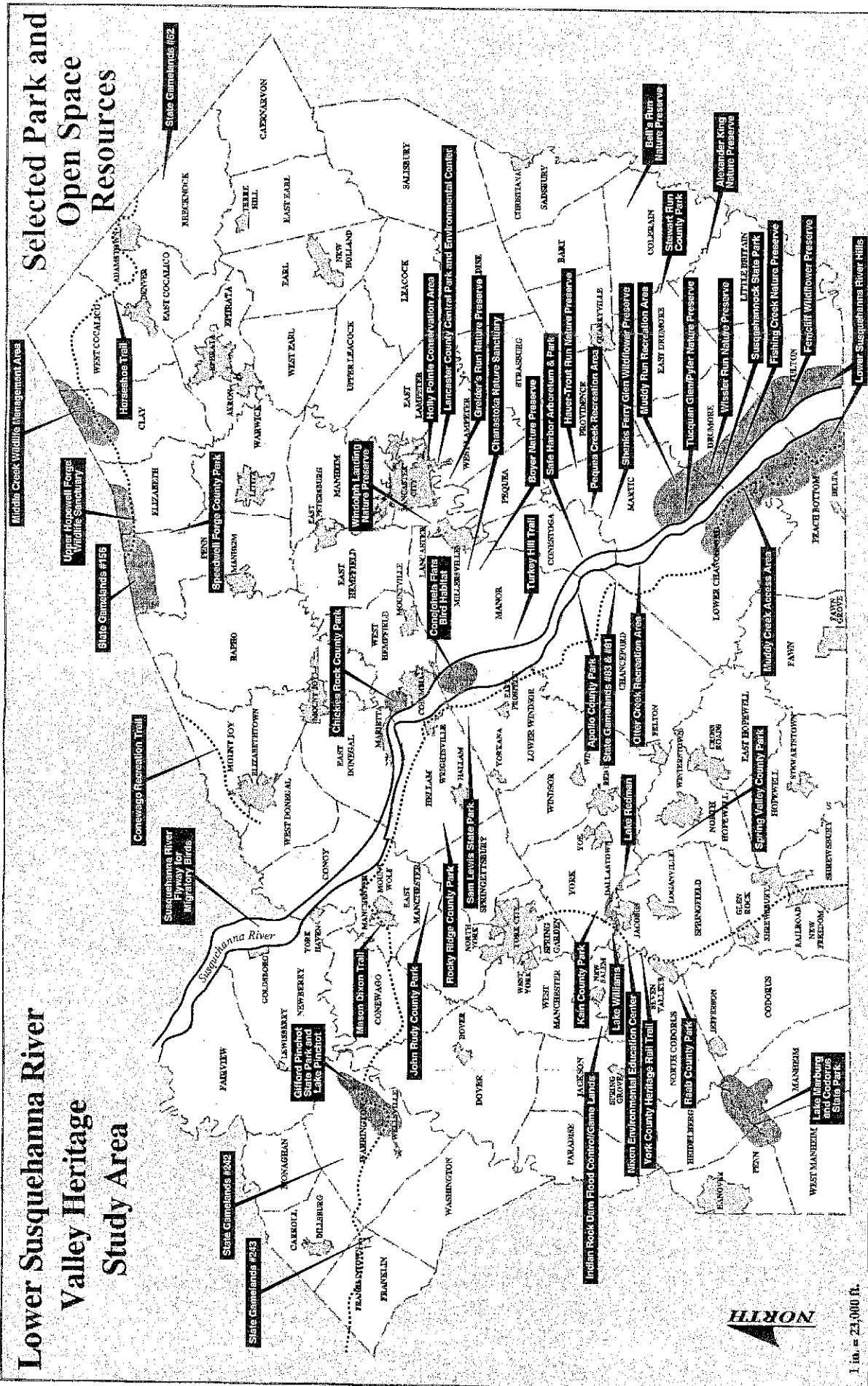
Lancaster County's six regional parks include Central, Buchmiller, Chickies Rock, Speedwell Forge, and Money Rocks Parks, and Parker Natural Area. The system also includes two former railroad rights of way converted to trails ("rail-trails"), totaling almost 8 miles. The county has one state park, Susquehannock, with 224 acres overlooking the Susquehanna River.

Lancaster County's Department of Parks and Recreation is devoted to the preservation and management of land and water for passive and active recreation, and to the conservation of lands of scenic, historical, or geological interest or having flora and fauna native to Lancaster County and south-central Pennsylvania. A staff of 31 full-time and 80 part-time employees operate the program.

York County is home to two of the larger state parks, Codorus (3,324 acres) and Gifford Pinchot (2,338 acres), both with large lakes. A third, small state park, Samuel S. Lewis (71 acres), affords a fine view across the county. The county system, one of the state's best, is composed of 8 parks and more than 4,000 acres—nearly 11 acres of county parkland for every 1,000 residents—and employs a professional staff of 30. William H. Kain Park surrounds two lakes owned by the York Water Company, 290-acre Lake Redman and 220-acre Lake Williams, where non-gas-powered boating and fishing are allowed. The county's

Lower Susquehanna River Valley Heritage Study Area

Selected Park and Open Space Resources



1 in. = 23,000 ft.

Figure 4. Selected Park and Open Space Resources.

newest park is the York County Heritage Rail Trail, established in 1992 along the old Northern Central Railroad (NCR) line (c. 1838). A special authority, the York County Rail/Trail Authority, was formed to acquire and develop this and other projects (see discussion of trails below). A third York County park, Nixon Park, includes a nature center visited by 35,000 people annually—many of them school groups. Although records are not available for annual visitation to all parks, weekly usage by residents has been documented at 19 percent (a high figure), and nearly 30,000 people attend Rocky Ridge Park's annual Christmas Magic celebration, a 15-year-old tradition, for which admission is charged. The York County Department of Parks and Recreation also sponsors and co-sponsors numerous other events throughout the year.

Trails

Trails for hiking, equestrian use, or off-road vehicle (ORV) use are small in number, partly as a result of the lack of state (and federal) lands. York County's park system includes 40 miles of multi-use trails, plus the York County Heritage Rail Trail. A 10.7-mile section of that rail trail is open from Hanover Junction south to the Maryland line where it continues as the popular NCR Trail. Another 9.5-mile segment to run north from Hanover Junction to the City of York is under development. The trail is unusual in that it is "rail-with-trail," allowing continued rail use with a trail built within the right-of-way. Current rail use is primarily for excursions, including a popular "dinner train." In the planning stages is a second project under the direction of the York County Rail/Trail Authority, conversion of a 15-mile segment of a former trolley line to a trail. It is part of the York-Hanover Trolley Line right-of-way owned now by an electric utility, extending between West Manchester Township and Penn Township. Country road linkages would allow a bicycling loop between the two trails.

Lancaster County's parks include more than 20 miles of multi-use trails. The county's two rail-trails are located in two townships—the 5.5-mile Conewago Trail in Mount Joy Township and the 2.3-mile Lancaster Junction Trail in East Hempfield. These trails are multi-use, allowing hiking, bicycling, and horseback riding; the Conewago Trail, recognizing traditional uses before its official development, allows snowmobiling as well. Kelly's Run, a 4-mile loop hiking trail with an especially scenic 2-mile stretch on utility land along a steep tributary to the Susquehanna River, has been designated a National Scenic Trail by the U.S. Department of the Interior.

The region possesses a number of well-known and established long-distance trails: the Horseshoe Trail (a spur of the Appalachian Trail) and the Conestoga Recreation Trail in Lancaster County, and the Mason-Dixon Trail in York County, which allows access to a number of other trails along the river in the southern end of the county. An effort to establish a cross-county rail-trail in Lancaster County on the now-abandoned historic "low grade line" (the Atglen & Susquehanna, c. 1905) has foundered on legal and landowner objections, although a citizens' group continues to pursue the possibility.

Water Recreation

The Susquehanna River is a premier recreational and open space asset for both counties. Flowing southeast between the two counties, it is a spectacular scenic resource as well as a place for recreational fishing and boating along much of its length. With its outlet to the Chesapeake Bay and thus the Atlantic Ocean, the river historically possessed a major shad

fishery; restoration of its spring shad runs has been underway for a number of years through stocking. This restoration effort has gained new momentum with the completion of fish lifts at three of the river's four dams (the fourth at York Haven will be complete in the year 2000). About 60 percent of shad observed returning to the river last year were native born. The lower section of this stretch of the Susquehanna, important for its natural and geological qualities, is described further below.

York County has more publicly accessible lakes (none in either county is natural), including greater access to the impoundments existing along the Susquehanna to support power generation: Lake Clarke, a ten-mile-long pool behind Safe Harbor Dam, and Lake Aldred, impounding eight river miles behind Holtwood Dam. Another seven miles impounded by Maryland's Conowingo Dam are located in Pennsylvania, with a roughly equal number below the state line. Lancaster enjoys the lake at the Middle Creek Wildlife Management Area, a state-managed gameland along the northern edge of the county, which includes an environmental center and many acres of wetlands drawing wildfowl in fall and spring. In addition, Muddy Run Recreation Area in southern Lancaster County is a power-generating impoundment also important for wildfowl; it includes land-based recreational facilities and 100 acres of the lake for boating. Together with lakes found in York County's state and county parks, these recreational areas explain why this region rivals the Pittsburgh area for numbers of boating licenses. Nearly seven percent of the boats licensed in Pennsylvania are licensed here, with York County ranking fourth (12,435 boats) and Lancaster ranking sixth (11,273 boats). Lake Clarke boasts four marinas within a mile of each other, one accommodating 500 boats. (Lake Aldred has only one marina and one public access point on each side of the river). The pattern of eager water recreationists continues with fishing licenses: in York County, ranked second, more than 38,000 licenses were sold last year, resident and nonresident; in Lancaster County, ranked fifth, nearly 35,000 were sold.

Landscapes, Scenic Byways, Bicycling Routes

Both counties have several spectacular overlooks where their beautiful and historic landscapes can be enjoyed. West of the river, Sam Lewis State Park affords a wonderful view and Urey Overlook just north of Otter Creek's confluence with the Susquehanna is a prized destination for local hikers, with more than a mile of broken cliffs overlooking the river, some more than 300 feet high. East of the river, Susquehannock State Park has lovely views of the river, and Pinnacle, Susquehanna and Chickies Rock Overlooks are favorites among local residents. The landscapes themselves, as cultural landscapes, are discussed in the cultural conservation overview. In general, both counties have an abundance of interesting landscapes and are blessed with topography that enables their enjoyment.

Many roads in the region would qualify for scenic status if such a program existed at the state level (except in a rudimentary, *ad hoc* form, it does not). Driving tours have been established in Lancaster County through its Heritage Tourism Initiative. Although these have been established for tourism purposes, not for scenic protection, local groups have been organized to examine this issue. (The initiative is further explained in the tourism overview.)

In addition to multi-use and rail trails described above, which welcome bicyclists, the country roads in both counties are inviting to bicyclists. Cycling outings by local and regional clubs draw cyclists from miles away. Also, through its Heritage Tourism Initiative, Lancaster

County has published one tour guide for bicyclists linking Ephrata Cloister, the Landis Valley Museum, and the Pennsylvania Railroad Museum. Manheim Township has a signed bicycle route along existing roads. York County has completed a Comprehensive Bikeway Plan and Implementation Strategy to promote more bicycling in the county. Lancaster County has completed a Non-motorized Transportation Plan which is largely a plan for shoulder improvements, to separate Amish buggies from automobile traffic. Such shoulder improvements could also improve cycling opportunities and safety.

Although perhaps to be judged more historic than scenic through much of both counties, busy Route 30 (and Route 462 between the cities of York and Lancaster) generally follows the route of the historic Lincoln Highway, the nation's first coast-to-coast highway. The highway enjoys state heritage region status in the western part of the state, from Greensburg to Chambersburg. Extension into Adams County, which adjoins York County, is being planned.

Wildfowl, Hunting, and Gamelands

Lancaster County especially, but also York County, are part of a major flyway for wildfowl leaving their winter grounds in the Chesapeake Bay to take up summer residence in the Arctic. Birding clubs and publications here are numerous, and draw upon an important heritage of naturalists' observation in the region that reaches back to the 18th century. In early spring, the Susquehanna River Valley is a birder's paradise, with tundra swans, snow geese, blue geese, Canada geese, and myriad duck species flying through on their way north. This region is the last resting area before tundra swans fly 3,000 miles nonstop to the Arctic. It is common to see flocks of wildfowl filling up on the young shoots of wheat and other spring plantings in farmers' fields during the day, returning to water for evening and nighttime. Conejohola Flats beside Washington Borough and the Muddy Run Recreation Area reservoir in southern Lancaster County are especially good viewing areas for these birds. Other notable areas for birding include Codorus State Park, the Middle Creek Wildlife Management Area, the Conowingo Reservoir, and the Octoraro Reservoir.

With their highly populated countryside, neither county is a favored hunting destination. Game lands are few and state forest lands are nearly nonexistent—as is the case in other southeastern/south-central counties in Pennsylvania that were settled early in the state's history. Lancaster County enjoys one major facility operated by the Pennsylvania Game Commission, the Middle Creek Wildlife Management Area. Local hunters can also enjoy the many smaller gamelands in York County. Hunting is also available on a limited basis in state parks, and on a 940-acre parcel leased by the Game Commission from the federal government, land associated with the Indian Rock Dam Flood Control Project along Codorus Creek in West Manchester Township.

Greenways and Urban Greenspace

Taken together, the individual recreational resources described here—parks, trails, lakes, streams, country roads (not to mention historic sites, protected agricultural lands, and natural areas described elsewhere in this report)—could be woven into a system of greenways in both counties. Greenways create strategic networks of green open spaces to promote outdoor recreation, wildlife habitat, water quality, environmental education, and scenic protection, so that the whole is greater than the sum of the parts. Historical interpretation often

plays an important role in such greenways—with its history of canals, railroads, and iron-making, Lancaster County's Chickies Rock Park, for example, is both natural and historic. The potential for such a system of greenways will be studied by York County in an Open Space/Greenways Plan to be undertaken in 1999, and a system was proposed by Lancaster County in its 1992 Regional Open Space Plan. The Lancaster Inter-Municipal Committee, whose area encompasses more than 150 square miles centered on Lancaster City, has identified more than 200 park sites (including school lands) with 4,500 acres that could support a network of greenways in its area. The committee's Greenway and Park Advisory Board has targeted parts of the Conestoga River and Little Conestoga Creek for its first efforts.

Outside the Lancaster Inter-Municipal Committee's reach, and the urban beautification programs of the cities of York and Lancaster (the latter has a business improvement district devoting significant resources to urban landscaping), there are no current formal urban greenspace efforts in the region. A number of municipalities in York County are examining the Natural Lands Trust's "Growing Greener" concept for their more developed areas. As pointed out in a recent report on south-central Pennsylvania's regional cultural identity, *Region of Riches* (Pennsylvania Historical and Museum Commission, August 1998), the highly attractive small towns in this part of the state are the real version of the "Main Street" to which tourists flock at Disney World in Orlando. They are the beneficiaries of formal town planning extending from the 18th century to the beginning of the 20th, complete with generous numbers of mature street trees, parks, and central squares or market areas. Most are well-maintained. The York Fairgrounds, adjacent to the city and the site of the oldest continuously operated county fair as well as numerous events throughout the year, is a particularly notable venue, as is Buchmiller Park in the City of Lancaster, with its outdoor concerts and other festivities. Otherwise, most communities have adequate places where they can conduct celebrations, although some of these (extra fields for parking, for example) may be threatened by development over time.

Other Points

One particular asset in emphasizing outdoor recreation in this region is the climate: although lacking in winter sports facilities, the "flip side" of this lack is the mildest climate in Pennsylvania. Visitors and residents can enjoy the outdoors during all seasons of the year. Besides other kinds of recreation described above, golfing is a popular pursuit in both counties, with 19 courses in York County and 18 in Lancaster County. York County, in fact, with its superior facilities, could develop into a golfing destination as Adams County, just to the west, increases its number of world class courses. Together with Pennsylvania's favorable taxes, climate and the golf may drive retirement development in the less-developed portions of York along with Adams.

Outfitters are available for visitors who come without gear. Eastern Mountain Sports, located just outside the City of Lancaster, rents tents, sleeping bags, backpacks, cross-country skis, and snowshoes, and also occasionally conducts day hikes and equipment clinics. Nearby, Era Ski & Bike rents cross-country skis and bicycles. In York County, Shank's Mare Outfitters on the "Long Level" section of the Susquehanna River below Wrightsville offers day-trip adventure travel packages, including sea-kayaking on the river and the upper Chesapeake Bay, as well as canoeing lessons. Starrk (sic) Moon Kayaks in Delta offers lessons for whitewater kayaking and sea-kayaking, rents whitewater rafts and "duckies" (kayak-like

inflatables), and with advance notice will arrange a shuttle for boaters running Muddy Run; a second store is opening in Havre de Grace, Maryland, at the head of the Chesapeake Bay this fall. All of these also sell gear and outdoor clothing. Guppy Gulch is a camp outside Delta that offers skin-diving lessons in one of the flooded slate quarries there as well as kayak lessons; cabins are available for rental. No bicycle rentals are available in York County. Clubs and other quasi-public organizations in both counties also offer a variety of outings (charging higher fees for non-members), although these are generally not promoted to tourists who arrive in the region without prior knowledge of such outings.

Early Ideas for Recreational Development

At least one major outdoor recreation or "eco-tourism" attraction could potentially be developed in this region in conjunction with a state heritage region. The lower half of the Susquehanna and its associated drainage area is spectacularly beautiful, with many cliffs, forest lands, and scenic views of the river and surrounding farmland. It is experiencing the least amount of development pressure in the region despite its ready accessibility to major East Coast populations. It would make a splendid recreational "eco-tourism" destination for canoe travel, camping, birding, hiking, nature photography, observation of wildflowers, environmental education (especially geological tours), and bicycling, with cross-country skiing and snow-shoeing possible in the winter. Even a driving tour, looping through both counties and using the two river crossings (three bridges), promises great attraction with good design and interpretation. Access points to trails, the river, and historic and natural areas could allow many points of interest for a tour that would encourage drivers to get out of their cars. The Mason-Dixon Trail already passes through a portion of the region; one state park overlooks the river (Susquehannock in Lancaster); a park on the York County side (maintained by Safe Harbor) preserves archeological remains of the canal era; and multiple river access points are maintained by the Pennsylvania Fish and Boat Commission, the electric utilities, and others. (A map showing access points from Three Mile Island to Conowingo Dam was produced by the Lancaster County Department of Parks and Recreation in cooperation with the Lancaster County Planning Commission and the York County Board of Parks and Recreation; it highlights 17 access points, seven from Long Level south to the state line, and two more in Maryland.)

The area potentially available for such a program should include the pool and lands behind Conowingo Dam just below the state line in Maryland, and the Lower Susquehanna Heritage Greenway below the dam. Both are linked to this region by the Mason-Dixon Trail. The Greenway is a recognized heritage area under a new Maryland program. A centerpiece of that effort is a system of bicycling and walking trails on both sides of the river. One of Maryland's largest state parks, Susquehanna, is located below the dam on the western shore, and both the area below Conowingo Dam (which draws eagles for winter fishing) and the Susquehanna Flats, at the head of the Bay beside Havre de Grace, are noted for birding.

Planning for this concept should include appropriate safeguards against stimulating too much recreational use in this area—which could harm wildlife and natural areas and degrade the "remote" quality of this area. Part of this area was proposed as a National Natural Landmark at one time (see discussion below). Other "destination" recreational attractions could include a rail-trail on the "low-grade line" in Lancaster County—despite the current controversy, this

idea should not be lost. It was identified as a high-priority project in the Lancaster County Open Space Plan.

Natural Heritage

Introduction

The preservation of natural resources and environmental quality is critical to maintaining the quality of outdoor recreation and environmental education that could be developed and promoted here through the state heritage region system. As in outdoor recreation, evaluation of this region's potential for protecting natural resources and open space through the state heritage region system should be two-fold: examining what resources already exist, especially in protected form, and what capability and strategies exist to protect still more resources.

Special Resources

Special natural resources already designated in the two counties include scenic rivers, streams with especially high water quality, one National Scenic Trail (Kelly's Run, described above in the section on trails), and one National Natural Landmark, the Ferncliff NNL of Benton Ravine.

As described in the following section on rivers and streams, both counties have a large number with clean water designated for special protection by the state under the federal Clean Water Act. (Many streams in both counties, however, remain threatened by nonpoint pollution, especially agricultural runoff.) Wetlands, however, have not fared as well; the few that survive in Lancaster County from the extensive number that once existed there are largely along streams in floodplains and at Middle Creek Wildlife Management Area (the result of a 20th century impoundment but nevertheless valuable wetland habitat). Important wetlands in Lancaster County that remain unprotected are adjacent to Speedwell Forge Park and along the Cocalico Creek (home to the federally endangered Mulhenburg bog turtle). These are targeted for protection by the county and The Nature Conservancy, respectively. In York County, the "Partners for Wildlife" cooperative program of the U.S. Fish and Wildlife Service to reclaim wetlands lost to drainage is gaining support.

Table 3-3. Selected Outstanding Geological Features in the Region		
Feature Name	Township or Borough	Comments
York County:		
Green Branch Rock Shelter	Chanceford	Prehistoric Native American Site
Otter Creek Gorge and Urey Overlook	Chanceford, Lower Chanceford	300 Foot cliffs, unique quartzite formations
Delta Slate Quarries	Delta Borough	Industrial Mining Sites
Codorus Furnace	Hellam Township	Old Iron Workings
High Rock Overlook	Heidelberg Township	Scenic Overlook
Muddy Creek Gorge	Lower Chanceford, Peach Bottom	Among region's most incised valleys
Bootlegger's Sink	Manchester	One of four sites where Ice Age mammal fossils have been uncovered.
Zion's View Dinosaur Site	Manchester	Only site in PA where 200-million-year-old dinosaur bones have been found.
Joe Raab County Park	North Codorus	Historic York Iron Company works
Railroad Rock Shelter	Shrewsbury	Prehistoric Native American site
Rocky Ridge County Park	Springettsbury	Scenic overlook
Stoney Brook Railroad Cut	Springettsbury	Among PA's best exposures of a diabase dike cutting through older rock.
Lancaster County:		
Gap Nickel Mine	Bart	Rare historic nickel works
Hopeland Coal	Clay	Rare deposit of 220-180 million-year-old coal
Chickies Rock	East Hempfield	Scenic Susquehanna River overlook and the best exposure of an anticline in the northeastern United States.
Mudd and Grubb Lakes	East Hempfield	Historic Iron Works
Wood's Chrome Mine	Fulton	Rare historic chrome works
Pinnacle Overlook	Martic	Scenic Susquehanna River overlook
Pequea Silver Mine	Pequea	Historic silver works.
Wind Cave	Martic	One of few "tectonic caves" in the world. Cave created by faulting, not water.
Falmouth Potholes	Village of Falmouth	Potholes visible in Susquehanna River at low water periods.

Source: York County Department of Parks and Recreation, with thanks to Jeri Jones, geologist and environmental interpreter, and the Pennsylvania Geological Survey's report, Outstanding Geological Features of Pennsylvania.

Both counties contain a wide variety of rock types, many interesting geological features, and a number of very important archeological or paleontological sites. Table 3-4 lists some of the outstanding sites in the region. Because of the limestone geology in a large part of the area, caves are also frequent—Lancaster County has 52 alone. Waterfalls are another special geological feature of this region, especially along the Susquehanna because it cut deep into the landscape during the glacial melt of the Pleistocene, leaving tributary valleys hanging high above the present level of the river. The Kelly's Run Trail, for example, is considered "scenic" because it follows a stream that tumbles dramatically toward the Susquehanna. Duncan and Counselman Runs, Benton Ravine, Otter Creek (York), Fishing Creek (York), and Tucquan Creek, all feeding the lower stretch of the river, are other tributaries exhibiting the ways that streams found their way to the "new" Susquehanna.

Rivers and Streams

Unusually, almost all streams found in the region originate within the boundaries of either York or Lancaster County, making it more possible to coordinate regulatory and volunteer mechanisms to protect water quality and watersheds. A number of streams are large enough to be popular for canoeing, especially the Conestoga River and the Octoraro River in Lancaster County, and Codorus Creek and Muddy Run in York County. The Octoraro is a state-designated scenic recreational river for 36.5 miles along its shared eastern boundary with Chester County. Tucquan Creek, a small stream in southern Lancaster County, is a designated scenic river for half its length, 8.1 miles. A preserve owned by the Lancaster County Conservancy protects much of the Tucquan's lower watershed and is a popular hiking spot. York County has one designated scenic river, Yellow Breeches Creek, 55.9 miles, shared with Cumberland County along its northern border. It is a splendid trout stream with many subterranean springs. Muddy Creek, especially along the gorge followed by the Mason-Dixon Trail, is considered eligible but designation is opposed by landowners.

A number of streams in both counties are designated by the state as having a high water quality and possessing cold-water fisheries, known in Pennsylvania environmental jargon as "HQ/CW streams." Although developed primarily as a means of assessing projects seeking permits to discharge wastewater into streams, these designations are an important indication of excellent natural habitat as well as the potential for fishing. York has three HQ/CW streams: South Branch of Muddy Creek, East Branch of the Codorus Creek, and a short portion of Codorus Creek itself above Gladfelter Paper Co. in Spring Grove. The latter is an important native trout fishery. Trout Run, in Hellam Township in York County, a tiny HQ/CW stream additionally designated as "exceptional value" ("EV") for its native trout fishery, has had its EV designation challenged in recent months by the owner of its surrounding watershed. Lancaster has 30 HQ/CW streams, two of which, Elders Run and Segloch Run, are additionally designated as EV.

Two watershed groups in Lancaster County are quite active: the Octoraro Watershed Association, and the Litz Run Watershed Association. In York County, the Codorus Creek Watershed Association was formed within the past year. These organizations are eligible to receive state watershed planning funds and undertake such projects as creating new wetlands to help manage local stormwater, and rehabilitating stream sides, including fencing out cattle, whose unlimited access can pollute streams.

The Susquehanna River

The 17.5-mile length of the Susquehanna River between Columbia and Fishing Creek is known as the Susquehanna Piedmont Gorge. Together with more than 14,000 acres of associated lands, this section of the river has been evaluated for National Natural Landmark

recognition, and some 6,500 acres were identified as worthy of recognition in a 1980 study. The area in question includes one already-designated National Natural Landmark, the Ferncliff NNL of Benton Ravine. It also contains substantial bird populations, fragments of old-growth forest, and fascinating geological features. Landowners objected to the proposed designation at the time, so it has not proceeded, but the area is little changed from 1980.

Moreover, significant Native American archeological resources have been discovered along the river, particularly at Washington Borough below Columbia, and across the river below Wrightsville, where the microclimate was particularly favorable. Above Columbia, ironworks once existed; these, together with canal remains along the length of the river on the York County side, constitute a significant historical archeological resource concentrated along the Susquehanna River. (For more information on prehistoric and historic archeological sites, see the cultural conservation overview.)

The Susquehanna River and one of its major tributaries, the Lackawanna River, were named together in July 1998 as an American Heritage River, a presidential designation. The designation, while not conferring specific environmental protection, is designed to encourage all parties with an interest in the river—local, state, and national, public and private—to collaborate. A "River Navigator" is appointed from among interested federal agencies to assist in promoting such collaboration. The York-Lancaster segment of the river is not included, but if a heritage development program proceeds in this region, expansion of the designation to this area could be investigated.

Natural Areas

Inventories of natural areas undertaken by The Nature Conservancy to identify unique or special habitats for flora and fauna in both counties (Lancaster, 1990; York, 1996) have identified 97 areas of statewide significance (Lancaster, 27; York, 70), and 33 areas of local significance (Lancaster, 23; York, 10). (Areas identified as significant include but are not limited to habitats of endangered or threatened species). Wildflowers are of special note in the Susquehanna River Valley, drawing residents and visitors in the spring to view the many woodland and wetland species there along the river and its tributaries, wetlands, cliffs, and ravines.

In terms of protection of natural areas beyond the utility-owned and publicly owned lands described in the preceding section on recreation and open space, the Lancaster County Conservancy has protected 591 acres in the county, in 14 reserves ranging in size from Tucquan Glen Nature Reserve's 249 acres to tiny Greider's Run Nature Preserve, less than an acre. Most are owned by the conservancy and are open to the public (camping, fires, vehicles and certain other activities are forbidden). Fully 90 percent of the acreage, some 539 acres, and 8 sites are found along the Susquehanna River. (*Guide to the Nature Preserves of The Lancaster County Conservancy*, undated.) The Lancaster County Conservancy further holds conservation easements on a number of sites, which are not publicly accessible. The Conservation Society of York County is the steward of the Bonham Wake Robin Wildlife Sanctuary and the Indian Steps Museum, which besides being the site of a well-known museum with Native American artifacts, also is home to the largest North American holly north of the Mason Dixon line. Both are found in the southern end of York County near the river. The Heritage Conservancy (based in Doylestown, PA) holds several easements on natural areas in the Mount Wolf area of York County, including several sites favored by

waterfowl and one used for an environmental education center. The Susquehanna Piedmont Preservation Council, formed since those easements were acquired, has targeted special lands for protection in the hills on both sides of the Susquehanna River and along some of the more remote tributaries, especially in York County.

Lancaster County has three native "Big Trees" registered through the American Forestry Association: an American beech near Christiana, a bur oak near Millersville, and a flowering dogwood in Lancaster.

Capability and Strategies for Protection of Natural Heritage and Open Space

Both county planning commissions and county programs for parks and recreation in Lancaster and York Counties have significant capacity to stimulate the preservation of natural resources and open space. As mentioned earlier, Lancaster County has a matching grant program available to municipalities and nonprofit organizations seeking to protect natural areas. Both counties also enjoy the benefits of experienced, citizen-based nonprofit land trusts (or "conservancies") seeking to work on a voluntary basis with landowners to protect special properties. The Lancaster County Conservancy, the York County Farm and Natural Lands Trust, and the Susquehanna Piedmont Preservation Council are all potential partners in a heritage development program to stimulate more preservation of natural resources and open space. The Wildlands Conservancy and the Pennsylvania chapter of The Nature Conservancy also are at work in this region. The Lancaster Farmland Trust and historical groups in both counties can also play a supporting role for natural resources and open space in the process of pursuing their primary agendas.

Evaluation

This region has sufficient parklands and recreational resources to support a successful state heritage region over the long term, potentially with one of the most diverse set of recreational offerings among state heritage regions. There is more to do, of course: Lancaster County has some distance to go in its goals for parkland; more trails and stream access would be desirable; and greater planning and development of greenways in both counties is needed. Urban greenspace needs further attention, as well, to assure full maintenance and capital for parks and greens in the counties' many boroughs, and long-term planning for preservation of urban tree canopies and availability of space for community events. On the whole, however, both counties, together with many of the region's municipalities, have been diligent in comparison to many other communities in addressing their recreational needs, and have done admirable planning and development to date, with considerable citizen support. Such support would likely carry over to a state heritage region effort that emphasizes open space, recreation, "urban greening," and natural heritage. Over time, therefore, reinforcement of the counties' efforts to date through a state heritage region program would be likely to lead to extensive additional recreational development, greenways, open space, and urban greenspace.

The Lower Susquehanna River Valley region also has a considerable and highly diverse natural heritage that would support a successful state heritage region over the long term. In particular, it should be possible to showcase a great deal of that natural heritage through the creation of an "eco-tourism" destination on the lower Susquehanna River, as described above. As for protecting that natural heritage, both counties have done the required planning. While in view of the development pressures both counties are experiencing, achieving actual protection is a great challenge, just as in the provision of recreation resources and open space,

public and institutional commitment exists to an impressive degree and much has already been accomplished. A state heritage region program here would be likely to support additional protection for special resources, especially if aided by an aggressive program for environmental education (see education and interpretation overview) and recreational resource development in order to further engage the public and illustrate the benefits of such protection.

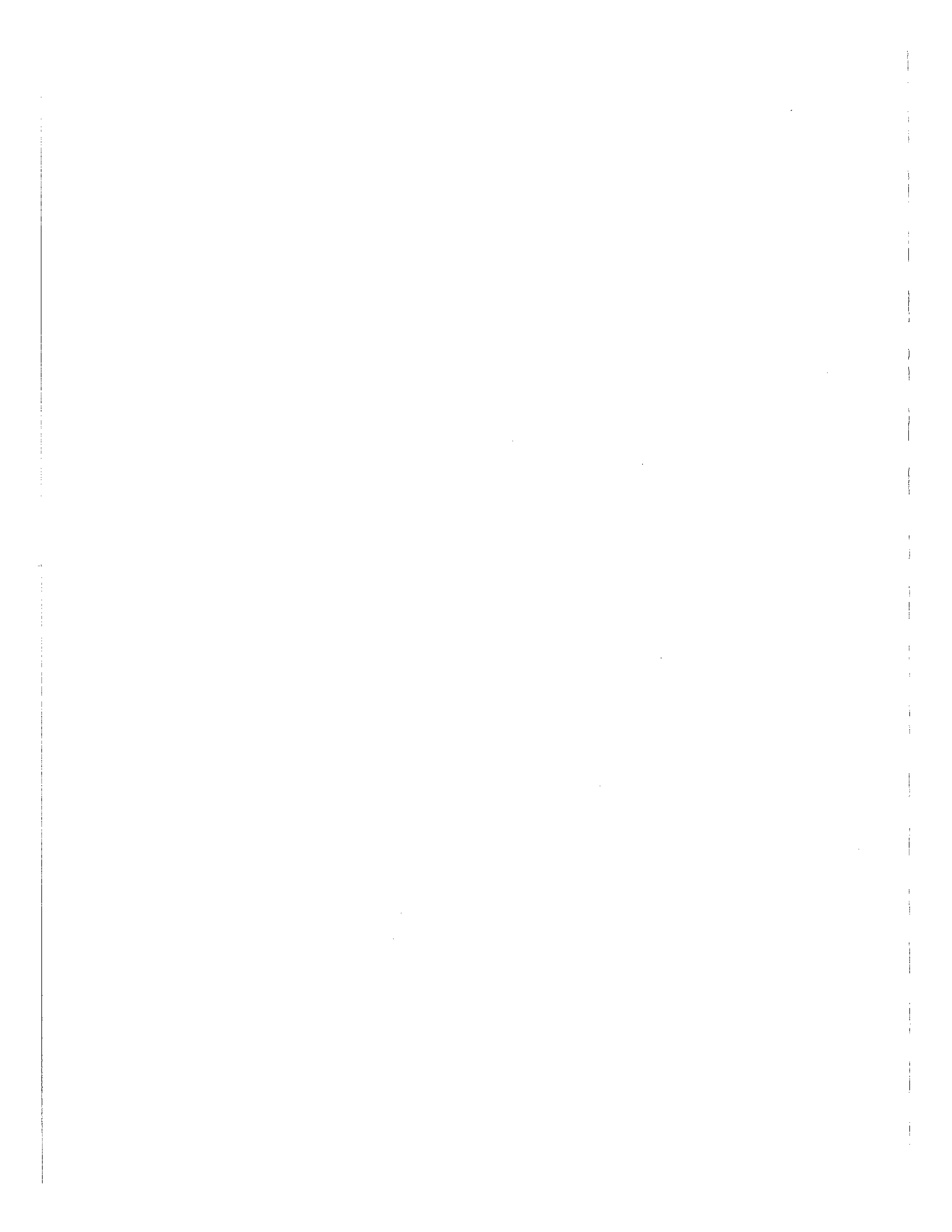




Plate 29. A fisherman at Lake Marburg at dusk. Manmade lakes in York County attract residents interested in boating, fishing, hiking and lounging on the banks.

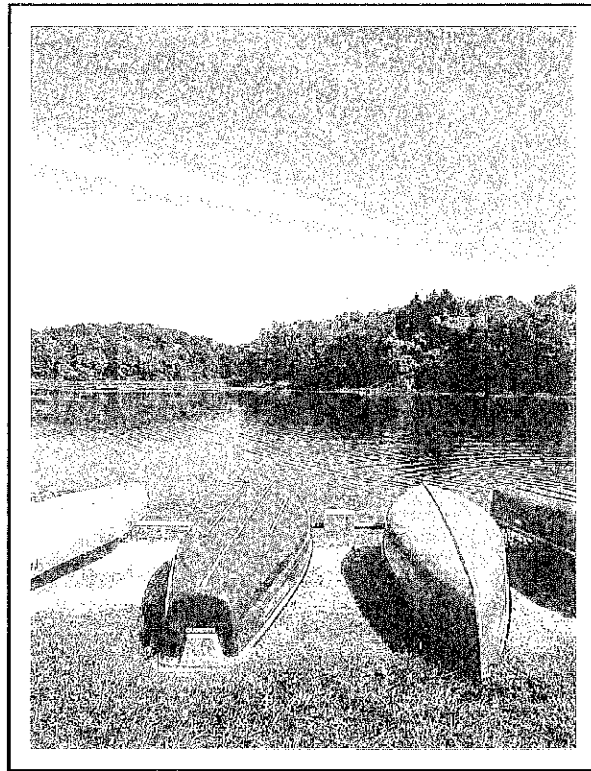


Plate 30. Canoes at the edge of Pinchot Lake.

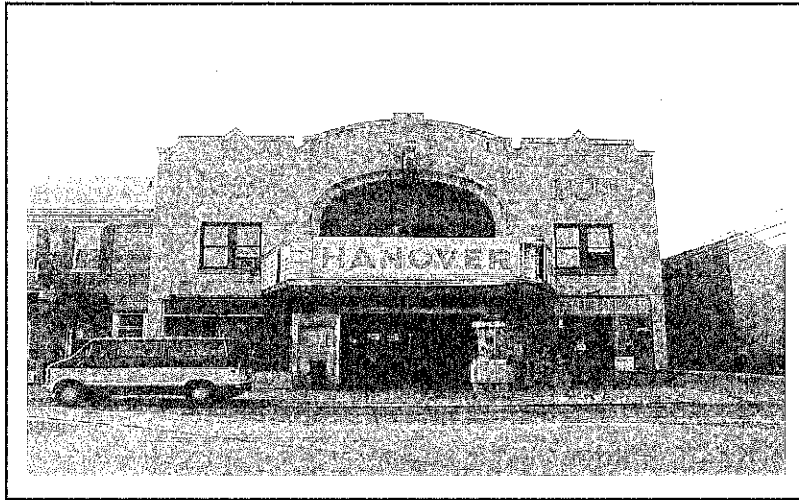


Plate 31. Facilitating the preservation of historic buildings, such as the Hanover Theater, through adaptive reuse and renovation is one focus of heritage development.

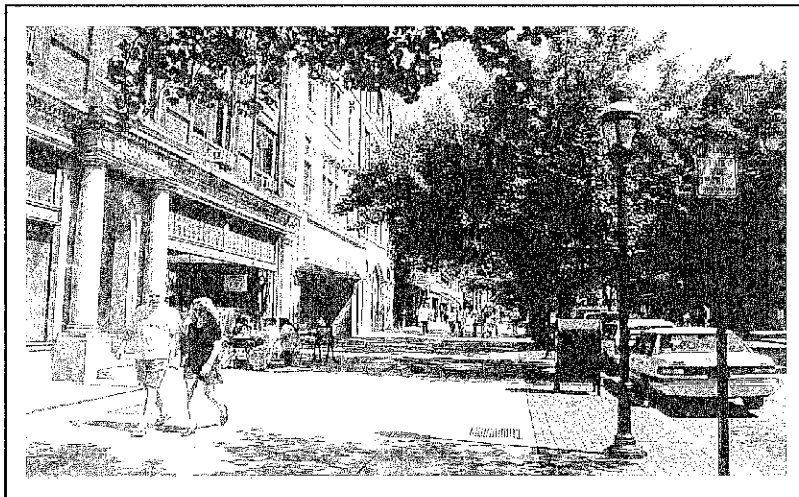


Plate 32. Participation in the Pennsylvania Main Street Program and broad support from the local business community has enabled the City of York to make strides in attracting people back downtown. View of Market Street showing recent streetscape improvements.

COMMUNITY PLANNING OVERVIEW

Introduction

Critical to the establishment of a state heritage region is the promise that investments made in interpretation, recreation, tourism, historic preservation, and other projects will be protected over the long term by committed elected and civic leaders. Growth and change in the region should result in attractively designed buildings, sites, and communities, and otherwise should be done in such a way that the very qualities that make this region of interest to tourists are not degraded. Those who would invest time in heritage development here should be confident that its scenic views, lovely streams, historic landscapes, trails and parks, environmental centers, and the host of other heritage sites and experiences that exist or will be developed throughout the region can be expected to survive intact. Indeed, committed partners and communities should expect nothing less than the principle that public and private investment will enhance the region's heritage and character.

Following is a discussion of existing community planning efforts that might reinforce, and be reinforced by, a Management Action Plan. Note, however, that it is presumed that these efforts will continue to be led by agencies and organizations that have undertaken them. Information is provided on major planning efforts in the region, as required by the Pennsylvania Heritage Parks Program. Critical issues being addressed by officials and planners in York and Lancaster counties include growth management, transportation, farmland preservation, and historic preservation. The region's population is projected to increase outside its two cities by more than 24 percent by the year 2010. Lancaster County has lost more than 100,000 acres of farmland since 1959, with 380,000 acres in farm use today; York has lost more than 135,000 acres since 1960, with 250,000 acres remaining. As discussed elsewhere in this study, Lancaster County completed an open space plan in 1993, and York County will undertake such a plan in 1999, and both counties have completed inventories of natural areas. Other relevant plans and studies completed by both counties are listed in Table 3-4.

Community Vision

Developing consensus about a community vision is an important first step that can lay the groundwork for leadership and appropriate planning measures. Often, providing a community forum for discussion sparks imaginations and generates needed enthusiasm. The York-Lancaster region has had at least two examples of positive developments that arose from community visioning projects: The Borough of Hanover's visioning program and the preparation of Lancaster City's 1993 Comprehensive Plan. Over several months, the planning commission held more than sixty-five meetings with city residents. The plan, the first to be approved by City Council since 1945, helped to shift public policy away from urban renewal toward preservation. As a result, the city sponsored a survey of historic buildings within the original city boundaries. It has funded a preservation specialist position this year to formally nominate the district that was identified to the National Register, serve as a liaison to the city's several Historic Architectural Review Boards, and pursue public

education projects. In addition, an advisory committee is also in the process of preparing recommendations for an overlay conservation zone that will encompass areas within downtown Lancaster.

Growth Management

Lancaster and York Counties possess some of the most sophisticated planning and growth management programs in the nation. Both have vigorously addressed the need to work on growth management implementation with their townships and boroughs, which in Pennsylvania are directly responsible for zoning, subdivision, and other growth management regulations.

Both counties increasingly are coming to rely on urban growth boundaries or designated growth areas as a technique to be implemented by municipalities if the counties' growth management plans are to be fully implemented. This technique establishes boundaries beyond which urban services and utilities (e.g., water and sewer) will not be extended, at least in the foreseeable future, to protect farmland and rural resource areas beyond the boundaries, and reinforce settled communities within them.

York County's 1997 Growth Management Plan calls for the adoption of five "Primary Growth Areas" and five "Secondary Growth Areas." (The latter would not necessarily contain the full range of services that would be necessary for a fully self-contained community). Lancaster County instituted its program in 1993, targeting 13 areas for the establishment of "urban growth boundaries" or "UGB's," and village growth areas as appropriate (the difference has to do with the expected level of urban services provided inside the boundary, to be less in villages). As of June 1998, eight of the 13 UGB's are completely implemented by 20 participating municipalities, and portions of the remaining five are covered. Three village growth boundaries are underway.

Farmland Preservation

Both counties are also nationally renowned for their work to preserve farmland. Lancaster and York are ranked third and ninth in the nation for the number of acres preserved through their county-wide agricultural conservation easement programs, which are supported by state and county funding (*Farmland Preservation Report*, Bower Publishing Inc. 1998.) As of June 1998, 27,900 acres of farmland were permanently preserved in Lancaster County, and 13,680 acres in York County. Lancaster County has deployed a portion of its purchases of agricultural conservation easements to reinforce the growth boundaries described above.

York County has also instituted a pioneering agricultural zoning program based on a sliding scale concept (where the number of housing sites allowed per farm depends on the size of the farm), which has withstood a number of court challenges. As of 1997, 19 municipalities had implemented such programs. A smaller number also have ordinances allowing the transfer of development rights (TDR) to protect farmland. Many other municipalities employ a form of agricultural zoning which does not restrict housing development (*York County Growth Management Plan*, pp. 28-32.)

Urban Planning and Main Street Programs

The challenge for the region's cities and boroughs has been to attract and sustain enough pedestrian traffic, especially on nights and weekends, to support both established and new businesses. The sprawling development of shopping malls and other services in outlying

areas makes it difficult to entice customers from residential areas beyond municipal boundaries on a consistent basis. Downtown housing, farmers markets, office recruitment, and enhanced availability of arts and performances are all strategies being undertaken to boost the number of downtown visitors and customers, especially in the two cities.

Several communities within the region participate in Pennsylvania's Main Street Program, administered by the Department of Community and Economic Development, including the city of York and the boroughs of Hanover, Elizabethtown, and Ephrata. This program involves a coordinated approach to hours, marketing, and design of storefronts and "streetscape" improvements. In addition, the city of Lancaster is now in its sixth year of operating a business improvement district in its downtown area, which is a special arrangement that allows tax funds generated in the district to be spent in the district under the direction of representatives of property and business owners. This initiative has improved public perception of the district, enhanced its appearance and street trees, and increased the number of businesses within the district. One recent effort involved inviting resident college students into the district to introduce them to businesses there, with special transportation and business discounts.

Hanover's Main Street program evolved out of a visioning process undertaken six years ago in part with support from the Center for Rural Pennsylvania. In this process, residents identified aspects of community life that they valued and wished to preserve, with particular support for the borough's downtown commercial center. The district has since been listed in the National Register for Historic Preservation, and an extensive program of facade improvements and rehabilitation projects is underway. Businesses in downtown united with merchants in modern outlying shopping districts in an image campaign entitled "Discover Hanover," which promoted the diverse retail opportunities in the greater Hanover area.

Historic Preservation

Lancaster and York County residents are caretakers of a rich historical legacy. Both counties contain a staggering number of historic sites and districts that are listed in the National Register—possibly the state's largest collection of listed resources outside Philadelphia and Pittsburgh. In addition, hundreds of other resources have been surveyed and documented, in large part through the efforts of the two county-wide preservation organizations in the region.

Leadership

Both counties have strong leaders in preservation at the county level. Historic York has long been an advocate for preservation initiatives and has established and maintained a close relationship with the City of York. This complementary relationship has been instrumental in realizing award-winning downtown improvement projects. In the coming year, Historic York will be launching its third capital campaign, which should enable the organization to become a one-stop preservation resource for York County, offering services from technical assistance and small grant support to architectural salvage.

The Historic Preservation Trust of Lancaster County has a long history of providing professional advice to local governments on preservation-related matters, such as design review for proposed development in local historic districts. It has also conducted most of

the survey work in the county. The Trust will be initiating its first capital campaign in the near future, in part to initiate a revolving loan fund to support specific preservation projects.

Another source of leadership in the area of cultural conservation is the region's corporations. This region is one of the state's economic powerhouses. In the city of York, particularly, financial support for preservation initiatives has come from the city's historic, locally owned businesses. The region will need to continue to cultivate the support of local businesses in order to attract the private investment that will be required to carry out proposed projects.

The two cities have enthusiastically embraced historic preservation. At the smaller municipal level, however, in many boroughs and townships, knowledge and use of preservation planning tools varies greatly. Some have preservation language in their comprehensive plans, but often without a means of enforcement. In this rather conservative region, the idea of regulations generally meets with a wary response.

Leaders at the local level who work together can work more effectively to draw attention to preservation issues and take a comprehensive approach. The Lancaster Inter-Municipal Committee comprises the twelve municipalities of the greater Lancaster Area, and has undertaken to collaborate on several initiatives including establishing a greenway (see the Recreation and Open Space Overview in this Chapter) and coordinating certain ordinances. The group's work on a model preservation ordinance was never formalized, but it serves as a good example of a joint preservation initiative.

Regulations

Few local preservation ordinances are in place within the region, and neither county has special historic preservation plans at the county or municipal level. Strasburg Borough, the City of Lancaster, and the City of York are the only municipalities that have adopted local ordinances to regulate activity within locally designated historic districts under the state's Act 167, the Historic District Act. In addition, Lititz and Manheim Boroughs have incorporated provisions within their zoning ordinance giving special consideration to historic resources. Pequea Township, also in Lancaster County, has established a historic resource overlay district. Moreover, long-term preservation of scenic areas, cultural landscapes, and community character remains a concern. Heroic farmland preservation efforts and equally commendable initiatives to reduce sprawl through urban growth boundaries, both as described above, will have some impact on rural cultural landscapes. Urban centers large and small, however, require redoubled efforts on multiple fronts—design, historic preservation, economic development. Lancaster County's recent initiation of a "circuit rider" who will provide technical assistance for economic development in the county's boroughs and villages is a model in supporting small businesses and small "downtown" initiatives, which among other benefits will help to keep buildings in use and enable their owners to maintain them.

Preservation Tools—Grants and Tax Benefits

In addition to historic preservation regulations, there are a number of voluntary tools that have been utilized within the region, including applications for preservation grants administered by the Bureau for Historic Preservation, and development projects carried out

in accordance with the historic rehabilitation tax credit program administered by the State Historic Preservation Office and the National Park Service.

Funding from the Pennsylvania Bureau for Historic Preservation provides grants in support of preservation planning efforts from the preparation of National Register District nominations to the production of architectural restoration drawings. Recent applications from preservation organizations within the region have been limited: there was one in 1995-96, none in 1997, and two in 1998-99. The Borough of Red Lion applied for funding for preparation of a National Register district nomination, and the Springettsbury Township applied for funding for a district nomination and additional survey work in the township.

Local developers and preservationists have a strong record of using the historic rehabilitation tax credit program to finance the adaptive use of historically significant buildings in the region. A burst of tax credit activity took place in 1983 and 1988 with forty projects being carried out in Lancaster County and fifty-two in York County during that period. Although participation in the program declined somewhat after changes in legislation limited potential tax benefits, a significant number of projects continue to be carried out. Since 1993, twelve rehabilitation projects representing an investment of \$18.2 million have been completed in Lancaster County and fifty projects representing over \$17.5 million in investments have been completed in York County.

Evaluation

York and Lancaster Counties face difficulties in dealing effectively with the considerable development pressures generated in this highly attractive region. The same factors that have made this region successful since the eighteenth century continue to make it attractive today: strategic geographic location, pleasant climate, fertile soils, plenty of water, hardworking and caring people. That the two counties may fall victim to their success, as development begins to overwhelm the region's unique heritage resources, is an especially troubling statement. In view of how active both counties have already been in protecting, promoting, and investing in their heritage, it would be an incalculable loss. York and Lancaster Counties are recognized nationwide for their innovative leadership in developing and refining land use management techniques to protect farmland and create urban growth boundaries, as sketched here, and also for their work to protect historic resources and water quality. This discussion is therefore by no means meant as a criticism; there is no existing or proposed heritage region more effective at community planning, and the state's system would likely benefit from the participation of this region, as an example for others. The question is, if good growth management can't be done successfully here, can it be done anywhere?

In view of this dilemma, it is possible that state heritage park designation or some other kind of heritage development could help to tip the balance. Certainly, the creation of a state heritage region is practically the only technique that has not yet been tried here, and would mesh well with existing efforts. "We are a heritage region, we are special" would be a mentality on the part of the public that could reinforce officials, citizens, and property owners in creatively addressing growth and change —without necessarily freezing out growth itself. The management action planning process, and the implementation of heritage development programs, especially for environmental education, should be deliberately designed to build citizen support for additional investment, regulation, and education in furtherance of the commendable community planning efforts already made by these two counties.

LOWER SUSQUEHANNA HERITAGE AREA
FEASIBILITY STUDY

Table 3-4. Major Planning Studies Completed or in Progress in Lancaster and York Counties	
Document Title	Year Adopted
Lancaster County:	
Comprehensive Plan; Policy Plan	1991; amended 1995
Draft Policy Plan Update	1998
Heritage Tourism Plan	1998
Long-Range Transportation Plan	1998
Non-Motorized Transportation Plan	1998
Comprehensive Plan; Growth Management Plan	1993; amended 1997
Subdivision and Land Development Ordinance	1991; amended 1997
Water Resources Plan; Water Supply Plan and Wellhead Protection Program	1996
Historic Transportation Cultural Resource Study	1995
Comprehensive Plan; 1995/96 Housing Plan	1995
Crime and Violence in Lancaster County; A Report of the Crime and Violence Task Force of	1995
Livable Communities Handbook	1994
Regional Open Space Plan	1992
Natural Areas Inventory	1990
York County:	
Comprehensive Bikeway Plan and Implementation Strategy	1998
Healthy York County Coalition Report	1998
Protecting York County's Rural Environment; Current Practices of Zoning Regulation of Agricultural Land	1998
Wellhead Protection Plan	1998
Water Supply Plan	1998
Comprehensive Plan	1992; updated 1997
Communities Facilities Resource Report	1997
Growth Management Plan	1997
Growth Trends Report	1997
Housing Resource Plan	1997
Long-Range Transportation Plan	1997
Transportation Resource Report	1997
Natural Areas Inventory	1996
Natural Features Report	In progress
Open Space Plan/ Greenways Report	Scheduled for 1999

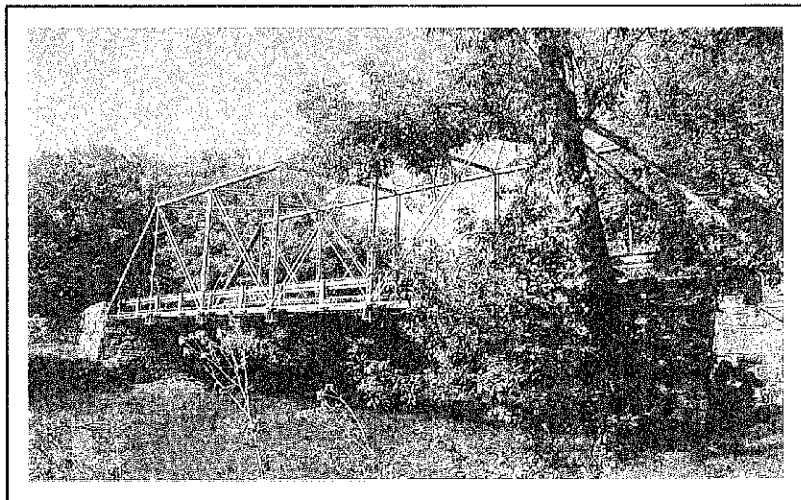


Plate 33. The little-traveled country lanes of Lancaster and York Counties are well-suited to touring cyclists. Historic covered bridges and iron truss bridges, such as this example south of Dover in York County, are common sights in the region.

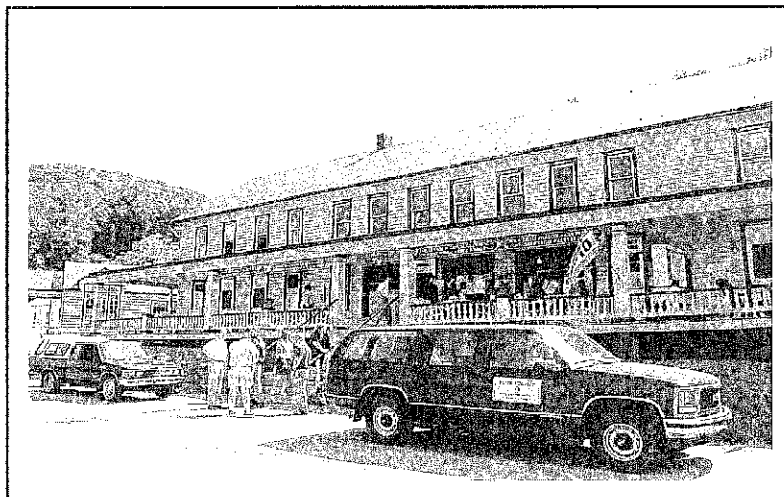


Plate 34. An outfitter, housed in a historic resort building at the popular Long Level River Access Area, offers guided tours of the Susquehanna by kayak. Past tours have focused on Native American history and wildlife observation.

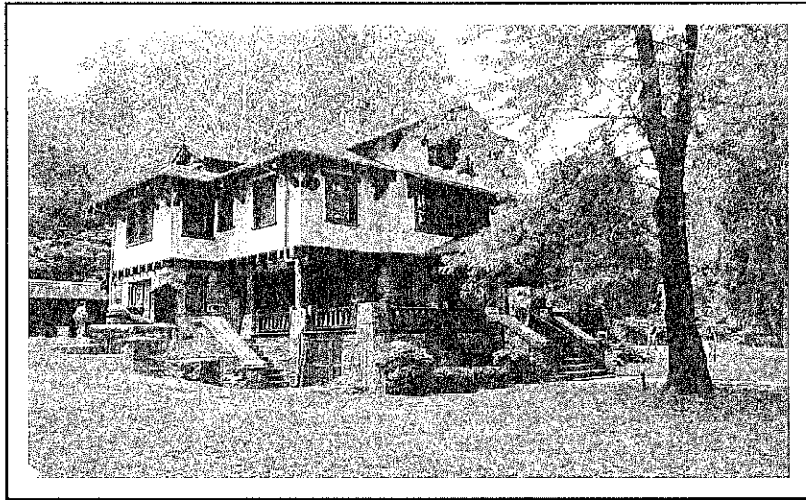


Plate 35. View of the Indian Steps Museum on the banks of the Susquehanna River in York County. Museums and historical societies will be important regional partners in the areas of education and interpretation.

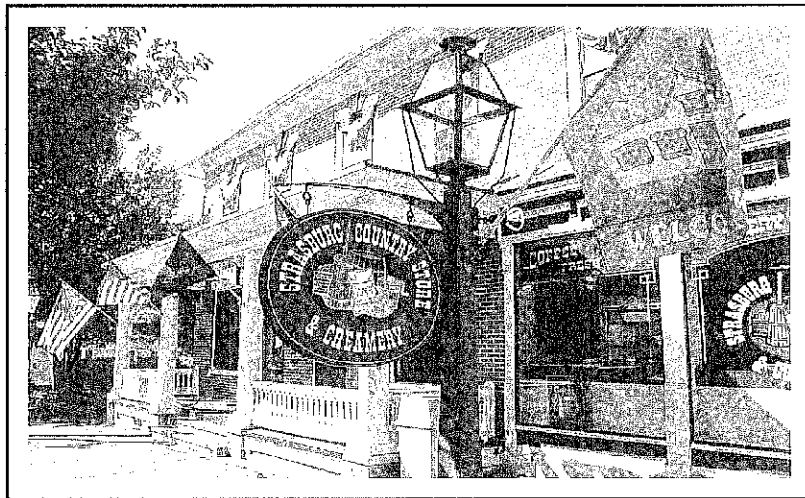


Plate 36. Tourism is a major component of heritage park development, and success in this type of venture requires the active participation of the region's business community. The involvement of food and lodging attractions, such as the Strasburg Country Store, is critical.

PARTNERSHIPS OVERVIEW

Introduction

Cooperation is the cornerstone of heritage development and is critical to its success. Working jointly, representatives of diverse interests brought together to discuss community heritage and related quality-of-life issues can identify overlapping areas of concern and develop effective strategies and funding for addressing them. Through coordination and partnerships, individual agencies and organizations can achieve more and do it more rapidly than would have been possible working alone.

Pennsylvania's state heritage regions are deliberately designed to encourage regional public and private cooperation—usually involving multiple counties. Collaborating across jurisdictional boundaries is not an easy task in any case, requiring the expertise and influence of government officials, civic groups, and the business community. A first, but critical, step in the heritage development process is to convince community leaders to advocate for the efforts of the group as a whole, in addition to pursuing their own specific interests. Enlightened self-interest is key. Consequently, a base of trust and mutual respect among participants must be established early in the planning process in order to create an open atmosphere that is conducive to productive discussions.

Planning for a state heritage region proceeds through several stages, from this investigative stage known as the feasibility study, to the planning phase described in the next chapter, to implementation. Each of these steps provide opportunities to bring potential public and private partners together, learn about their missions, and identify ways to achieve parts of their agenda through collaboration. Moreover, this process must enable these partners to build working relationships and develop leadership within the group, identify a permanent means for sustaining heritage development, and begin making commitments to support those portions of the overall plan that meet their own objectives. Above all, to sustain a designated heritage region, project partners must have a stake in its success. By the time it is time to implement a plan, commitments of capital and in-kind donations are important to daily operations, but perhaps even more critical to such a venture is enthusiasm and initiative on the part of its partners built in the months leading up to the completion of the plan.

This element of heritage development is so important that the Pennsylvania State Heritage Parks Task Force—itsself an interagency partnership—requires strong indications of potential partnerships at the feasibility stage before allowing further planning to proceed.

York and Lancaster Counties are both blessed with a highly developed network of organizations and agencies that share common goals with the heritage parks program. The region has access to capable leaders who are experienced in such important areas as constituency building, fundraising, marketing, historic real estate development, downtown revitalization, and open space preservation. The following are the types of partners that

would likely have important roles to play in the heritage planning process. Many of these are already represented on the Steering Committee or Task Force.

County Government

This feasibility study was undertaken through the leadership of the York and Lancaster County Boards of Commissioners. These officials saw the Pennsylvania State Heritage Parks Program as an opportunity to move forward decisively in working together, recognizing the program's potential to support sustainable planning policies and established tourism efforts across their shared region. The county governments directly contributed not only matching funds to the feasibility study, but also considerable human resources, beginning with the personal participation of Commissioners from both counties. Moreover, staff from both planning commissions have been instrumental in the preparation of this study, including working to assure the participation of a representative Steering Committee and Task Force that will provide the foundation for heritage development partnerships built in the future, as discussed further in the following chapter. Park and recreation department heads from both counties have also participated in the Steering Committee, providing valuable assistance in identifying historic and natural resources and the tourism potential of the properties they manage.

In proceeding to management action planning, it will be important that Commissioners remain engaged in the process through briefings, public presentations, and meeting attendance whenever possible. Their guidance will be critical to ensuring that the goals established in the plan mesh with their vision for the region. As heritage development initiatives are identified in the plan, specific roles and responsibilities should be developed with Commissioners, planning officials, parks and recreation departments, and public educators in mind to further cement each county's commitment to the project. Continued involvement of the two planning commissions and their staffs will be critical to provide continuity between planning phases.

Tourism Promotion Agencies

Heritage development planning here represents a unique opportunity to develop a regional strategy of tourism promotion, utilizing the best that each county has to offer. York and Lancaster Counties each have well-developed tourism programs that are supported by independent convention and visitors bureaus. The two have rather different marketing and promotion strategies. The Pennsylvania Dutch Convention and Visitors Bureau (PDCVB), with an annual operating budget of more than two million dollars, capitalizes on the region's Amish heritage and outlet shopping. The York County Convention and Visitors Bureau (YCCVB), which has had modest budget of less than one quarter of Lancaster's and is currently a part of the county's Chamber of Commerce, expects a substantial increase next year due to the recent passage of a hotel tax, to more than \$800,000 annually. The YCCVB concentrates on repeat convention business supplemented by recreational, shopping, and touring opportunities. A factory tour of the Harley-Davidson plant and the York Fairgrounds are primary draws; downtown York is growing in popularity thanks to intensive improvements and promotion. (The two tourism programs are described in detail in the tourism overview provided earlier in this study.)

The two counties have overlapping markets, competing for the same tourist dollars even as they are known for quite different experiences. The two tourism agencies have operated beside one another with only limited interaction. While there is recognition that the two

counties can develop a complementary relationship in tourism planning, development, and promotion, in order to "expand the pie" for both, the actual nature of that relationship is still somewhat nebulous. In order for heritage tourism to succeed in this region, roles must be further defined for the two tourism agencies and other tourism partners and the ways in which all can support one another must be further defined. Each agency must be able to present to its respective constituency how its involvement in the program will result in benefits to its members and the region as a whole.

A unique program in Lancaster County is its Heritage Tourism Initiative, a public-private partnership with more than three years' experience in planning, developing, and promoting new tourism experiences—thus, far the program has created four driving and bicycling tours for areas of the county that were under-utilized by tourists. The nationally recognized program enlisted the cooperation not only of the PDCVB, the Lancaster County Planning Commission, the Pennsylvania Historical and Museum Commission, and the National Trust for Historic Preservation (who provided initial grant funding in recognition of its three state museums in the county), but also the Lancaster County Preservation Trust and private and nonprofit operators of historic sites and tourism services. From developing tours, the group proceeded this year to create an ambitious Heritage Tourism Plan, and the PDCVB successfully sought state support for a program to "spread the word" about heritage tourism among south-central Pennsylvania tourism agencies. The success of Lancaster's effort—thus far organized on an informal basis and staffed by the county planning department—is an indication of ways that collaboration between the two counties might be organized to support tourism. It is furthermore one of the best examples of existing partnerships discovered during this study.

Economic Development Agencies

With strong economies, York and Lancaster Counties continue to undertake significant economic development activity. As with the tourism promotion agencies, however, most of that activity is organized on a county-wide basis with limited interaction across the river. Nevertheless, working within their county jurisdictions, agencies such as the Economic Development Company of Lancaster and the York County Industrial Corporation, have been able to accomplish much across municipal boundaries. The success of a majority of these undertakings has been largely due to the cooperation of both public and private interests. Representatives from several economic development agencies, chambers of commerce, and private business interests have been active in the preparation of the feasibility study and were added to the Steering Committee during the process. They are excited about the potential of the heritage park program to create a forum for the discussion of regional economic strategies based on heritage development. York County, which has spearheaded a major downtown revitalization program and numerous rehabilitation projects of historic structures; and Lancaster County, with its successful Heritage Tourism Initiative, which is expected to stimulate small business, and which has recently instituted a "circuit rider" program to support business development in small communities, have much to share with each other.

Civic Groups

Numerous nonprofit organizations and community leaders are represented in this planning effort through the Task Force, which met three times to contribute ideas, and furthermore participated in interviews and telephone conversations to guide the feasibility study.

Potential partners' participation to this point has not required more than dialogue—no projects were undertaken, which would be a beneficial step at the next stage. Thus far, the program has attracted a large and diverse group, including leaders of both county-wide and local historical interest groups, environmental groups, and chambers of commerce, plus academic programs. Leaders of community service groups were not invited to participate, but several members of the Steering Committee and the Task Force are part of each county's "Healthy Communities" initiative, which provides ties to other civic (and governmental) leadership across the region. While many of the individuals participating in this feasibility study know each other, few have worked together before (the Healthy Communities initiatives, however, provide a recent model, although each of these is intra-county). Only one organization embraces both counties, the Susquehanna Piedmont Preservation Council, a newly formed land trust focussing on the Susquehanna River Hills. Lancaster County's environmental groups and historical groups also each meet on a routine basis every few months to exchange information, but other multi-organization partnerships within interest groups were not in evidence during the study. All potential partners participating or identified in this study are highly effective within their own spheres, however—many are professionally staffed—and are ready to explore the benefits of cross-group cooperation through this process.

Evaluation

Consultations with stakeholders regarding the potential of the heritage park program received favorable reactions in both counties. Many of those contacted recognized the general disconnect that has long existed between the two counties and supported efforts to build new metaphorical bridges across the Susquehanna River. It should be noted that the separation between the two counties has not been due to the presence of any inherent animosity, but rather to the formidable geographic barrier presented by the river from their earliest history. While the two counties share common cultural traits, they developed similarly yet independently from one another. Thanks to geography, York County's trading relationships have traditionally been with Baltimore and Lancaster County's have been with Philadelphia, reinforcing the physical separation.

With few exceptions, no current model of inter-county cooperation exists. Yet, because of similar histories and similar modern challenges to their heritage, and because of the supportive political atmosphere and the enthusiasm expressed by the various participants on the Steering Committee and Task Force, prospects for a partnership between the two counties appear to be good. The heritage park program presents an undeniable opportunity to forge a new type of relationship between the two counties, based on a shared sense of stewardship for their cultures and their historic and natural heritage, and the wish to make this heritage more understood across the region and beyond. What is needed is to expand each county's collaborative scope beyond the perceived boundaries that are now in place.

Moreover, the prospect of attracting supportive partners also appears good. The heritage region has a wealth of potential partners, of which only a fraction have participated in the feasibility study. Dozens of educational organizations, civic groups, business interests, and conservation groups are present in the region. Although informal networks of volunteer and professional contacts exist, communication among these groups and across county boundaries needs to be improved. The heritage park program has much potential for aiding in the development of new channels of communication. One benefit of the relatively small size of the study area is that most potential participants are within one hour's drive of one

another and potential meeting locations. This should help to encourage regular meeting attendance and strengthen lines of communication

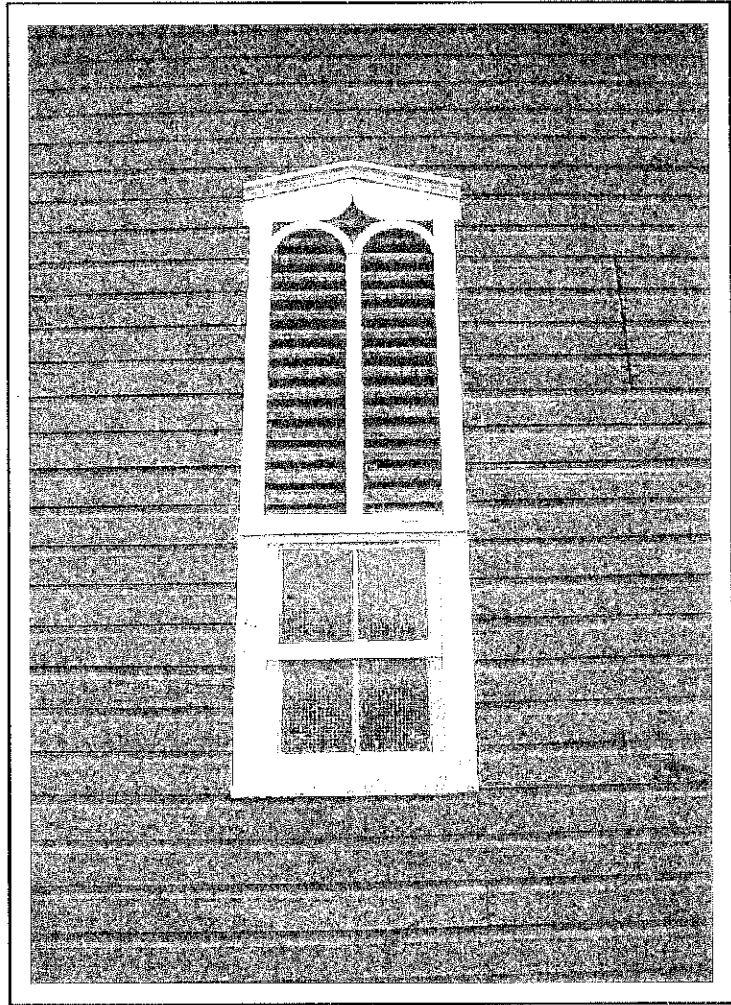
Currently, potential partners are generating a great deal of activity, which requires substantial funding. Should a determination be made in the management action planning phase to establish a heritage region, it may be difficult for that program to compete with other, more established programs for visibility and private funding, to the extent that such funding is required. It is important that the program not be perceived as redundant or a competitor, but as a mechanism for moving forward the agendas of its partners. The heritage region must position itself as a facilitator of projects that are in need of assistance and fall within the parameters of the state's program. It must bring multiple leaders to the table—governmental as well as private, state and federal as well as local—in support of these projects, in effect becoming a "heritage development agency" for the region, whatever legal form it takes (as discussed in Chapter Five). An important part of the next planning phase will be to establish a recognized role for the heritage region, working with partners to identify specific areas in which assistance is required and ways in which mutual support will be mutually beneficial.

Both counties have an established base of leadership and a strong record of accomplishment in carrying out tourism, economic development, natural heritage, recreational, and historic preservation initiatives separately. The challenge is to develop a compelling vision and process through which partners will join in supporting a region-wide initiative for heritage development that embraces all of their agendas. Existing and potential partnerships indicate that a heritage region here can gain both immediate and far-reaching success through planning and collaboration among its supporters.



Chapter Four

Interpretive Themes





CHAPTER FOUR

INTERPRETIVE THEMES

York and Lancaster Counties possess a multitude of historic resources, dating primarily from the mid-eighteenth century through the early twentieth century. Many resources are related to the agricultural and civic development of the region. Others convey technological, entrepreneurial, and industrial aspects of the region's heritage.

The general themes outlined below have been prepared based upon information gathered from project participants and historical sources. During an early workshop, Task Force members mapped areas of historic significance in the region. Potential interpretive stories were also outlined. Among the interpretive topics that surfaced were iron, archeology, water power, pottery, religion, natural areas, the Underground Railroad, agriculture, manufacturing, and transportation. Upon consideration of the region's potential stories and identified resources, it was felt that the latter three categories were broad enough to encompass many of the more specific stories that arose during those discussions. Consequently agriculture, manufacturing and commerce, and transportation were selected as the region's primary interpretive themes for discussion in this study.

After analyzing data collected during the preparation of the historic overview, it was determined that several important story areas were not addressed by the three primary themes. Consequently, three supporting themes were identified—Native Americans, cultural hearth, and natural resources. The historical context, which underpins these themes, is presented in Chapter Two of this study.

PRIMARY INTERPRETIVE THEMES

Agriculture

Farming in this region evolved from a subsistence enterprise to a major commercial venture with exports of diversified crops to national and international markets. Agriculture matured early, was strongly influenced by cultural tradition, and has continuously adapted to market pressures, all factors contributing to the region's distinct character. York and Lancaster Counties are also national leaders in farmland preservation, working to ensure that agriculture remains a viable industry and that the scenic countryside, which is a major component of tourism in the region, remains open and uncluttered. The efforts of conservationists and the many farm families that are foregoing potential short-term profits from the development of their land by donating agricultural easements should also be related to visitors within the region.

In addition to several regional institutions that interpret agriculture, particularly the Landis Valley Museum and the York Museum of Agriculture and Industry, the region's cultural

landscape presents a broad canvas for discussing various issues related to the region's agricultural development. While York and Lancaster Counties certainly possess sufficient resources to discuss the evolution of agriculture, an interpretive program that broadly outlines the agricultural history of the region needs to be developed for public consumption.

Manufacturing and Commerce

The theme of manufacturing and commerce addresses the consistently prominent economic position of the region. Within this theme, the technical ingenuity and business acumen of the region's craftspeople, inventors, and farmers can be examined. Commercial trends among the Native Americans and Europeans were first established during the colonial fur trade. Later phases included production of such goods as rifles and wagons for westward-moving pioneers. Some industries were related to agriculture, such as machine works, distilleries and cigar factories, while others like iron forges were completely independent. Remains of canals and iron forges are available for the public to see in parks and recreational areas along the Susquehanna River. The manufacturing interests of the region continue to develop today, so that modern factory tours also support this theme. The cities of York and Lancaster are integral to this story, because of their roles as market and manufacturing towns.

Transportation

As gateways between the urban East Coast and newly opened western territories, York and Lancaster Counties benefited from an extensive and efficient transportation infrastructure. The region could never have risen to commercial prominence had there not been dependable means of conveying agricultural and manufacturing products to their respective outlets. Whether on foot or by canoe, raft, ox cart, Conestoga wagon, canal boat, train, streetcar, or truck there were journeys of many different types within and through the region. The transportation theme describes how those journeys changed with advancements in transportation technology. It is possible to review the entire history of the region through the lens of transportation alone. Some stories, especially the development of the King's Road, the Low-Grade Line, the Lancaster Turnpike, and the Columbia Railroad, are of national interest and significance. Each type of transportation system had its own associated features—mile markers, toll houses, canal locks and railroad stations. However, interpretive efforts must establish a context within which their significance can be understood since most of the turnpike, canal, and railroad systems have fallen out of use and disappeared.

SUPPORTING INTERPRETIVE THEMES

Native Americans

Interpreting the history and lives of the region's first occupants, the Native American theme describes the landscape as it appeared centuries before Europeans had conceived of its existence. Although the region was the center of the Susquehannock culture, only a limited number of tangible resources are presently available to the public, and the Native American history of the region receives only limited public attention. Many Native American settlement and camp sites have been identified in the region through archeological surveys. Most of these sites are located within the Susquehanna River corridor and its major tributary streams. Due to the lack of available interpretive facilities, this theme will play a supporting role in the interpretive program.

Cultural Hearth

The theme "Cultural Hearth"—a node of cultural development from which ethnic and folk traditions spread as pioneers moved south and west into new territory—examines the ethnic backgrounds of the eighteenth-century European immigrants who settled the region. Evidence of character traits, such as religious tolerance and individualism, will be traced by examining elements of the built environment and traditional practices, such as handcrafts and events. These traits and aspects of material culture became nationally significant when they were spread south and west, helping to shape the character of settlements beyond the Allegheny Mountains and into the Shenandoah Valley. Comprehensive surveys conducted in the 1970s and updated more recently have identified communities that exhibit distinct ethnic characteristics, whether English, Scotch-Irish, or Germanic. The distribution of interpretive facilities for this theme is somewhat unbalanced. Lancaster County possesses the vast majority of institutions devoted to cultural studies, while York County has a limited number of comparable organizations. Due to its interconnections with the three primary themes, this theme will play a strong supporting role in the interpretive program.

Natural Resources and the Susquehanna River

This region is blessed by a wealth of designated natural areas and wildlife preserves; a multitude of streams and the Susquehanna River itself; and a fascinating geological legacy. Recreational opportunities could be used as launching points for exploring the environmental history of the region, which has played an important role in its settlement and development from prehistory to the present. Park and recreation departments, soil conservation districts, and power companies owning land along the Susquehanna River Gorge are anticipated to be important partners in developing interpretation for this theme.

INTERPRETIVE ASSESSMENT

Agriculture, manufacturing and commerce, and transportation are the strongest interpretive themes within the region. Evident throughout the landscape, these interpretive story elements are readily identifiable and understandable for the average visitor. During the planning process, the idea of emphasizing agriculture in one county and manufacturing in the other was raised. It was felt, however, that that approach would not succeed in providing a thorough and representative system of regional interpretation. The themes of cultural hearth and Native Americans are less obvious to the untrained eye, because those resources are more ephemeral. Both of these themes would require more interpretive context for visitors to understand the stories being told. It is recommended that agriculture, manufacturing and commerce, and transportation be designated primary themes for this region, with the themes of Native Americans, cultural hearth, and natural resources playing supporting roles, further elaborating on the distinct character of the region.

POTENTIAL PARTNER SITES AND ORGANIZATIONS

The following are staffed historical or educational sites and organizations within the region that are candidates for becoming partners in the heritage region initiative. Many of these partners can contribute to the development of interpretive programming for more than one theme. Therefore, they are not divided by theme for the sake of avoiding undue repetition. The maps that conclude this chapter identify the locations of many of these sites.

LOWER SUSQUEHANNA HERITAGE AREA
FEASIBILITY STUDY

- American Canal Society
- Bonham House
- Caernarvon Historical Society
- Charles Demuth House and Tobacco Shop
- Columbia Historical Society
- Columbia Museum of History
- Conestoga Area Historical Society
- Conservation Society of York County
- Cooper's Shed Museum
- Elizabethtown College
- Elizabethtown Historical Society
- Ephrata Cloister
- Evangelical and Reformed Society
- Fasig House
- Fire Museum of York County
- Franklin and Marshall College
- Fulton Opera House
- General Gates House
- Golden Plough Tavern
- Hanover Area Historical Society
- Hans Herr House
- Heritage Center of Lancaster County, Inc.
- Herr Family Homestead
- Historic Preservation Trust of Lancaster County
- Historic Rock Ford Plantation
- Historic York
- Historical Society of the Cocalico Valley
- Historical Society of York County
- Indian Steps Museum
- James Buchanan Foundation for the Preservation of Wheatland
- Lancaster County Bird Club
- Lancaster County Conservation District
- Lancaster County Parks and Recreation Department
- Lancaster County Environmental Center
- Lancaster County Historical Society
- Lancaster Mennonite Historical Society
- Landis Valley Museum
- Lititz Historical Foundation
- Lititz Moravian Archives
- Lititz Museum and Johannes Mueller House
- Log House
- Manheim Country Store and Museum
- Manheim Historical Society
- Manheim Railroad Station
- Marietta Restoration Associates
- Maryland and Pennsylvania Railroad Preservation Society
- Mascott Roller Mills
- Maytown Historical Society
- Millersville University
- Mount Hope Mansion
- Mount Joy Historical Society
- National Association of Watch and Clock Collectors Museum
- Nixon Park
- North Museum of Natural History and Science
- Old Town Hall Museum
- Penn State University at York
- Pennsylvania Railroad Museum
- Red Lion Area Historical Society
- Robert Fulton Birthplace
- Rothman Folk Art Gallery
- Rothsville Historical Society
- Samuel S. Haldeman Mansion
- Sehner Ellicott-von-Hess House
- South Central Genealogical Society
- Schroy House
- Southern Lancaster Historical Society
- Strasburg Heritage
- Strasburg Railroad
- Student Historians of Pennsylvania
- Sturgis Pretzel House
- The Museum Council (Lancaster County)
- Wheatland, James Buchanan's Home
- Wilbur Chocolate Candy Americana Museum
- Winters Heritage House Museum
- Wright's Ferry Mansion
- Wrightsville Historical Museum
- York Agricultural and Industrial Museum
- York College of Pennsylvania
- York County Conservation District
- York County Parks
- Young Center for the Study of Anabaptist and Pietist Groups

PRELIMINARY INVENTORY OF HERITAGE EVENTS

The following are events regularly held in Lancaster and York County that reflect one or more aspects of the region's cultural heritage:

Agriculture

- Sheep Shearing Days, April
- Naylor Grape Blossom Festival, June
- Annual Berry Festival, June
- Pedal to Preserve (Lancaster Farmland Trust), June
- The Amazing Maize Maze, July
- Turkey Hill Old Fashioned Ice Cream Festival, July
- York Fair, September
- Annual Fall Farm Days, October
- Pumpkinland Fall Festival, October
- Landis Valley Museum Harvest Days, October
- Farm Visit Day Southern York County, November
- Denver Community Fair
- Elizabethtown Community Fair
- Ephrata Fair
- Farmersville Auction
- Manheim Community Fair Show
- New Holland Farmer's Fair
- Southern Lancaster County Fair
- West Lampeter Community Fair
- Landis Valley Fair, June
- Landis Valley Harvest Days, October
- Old Thresherman's Reunion, August

Manufacturing and Commerce

- York Business and Manufacturing Expo, April
- Great Eastern Invitational Microbrewers Festival, June

Transportation

- Wheels, Wheels, Wheels Classic Car Show, May
- National Street Rod Association Nationals Eastern Meet, June
- Annual Route 340 Food and Folk Fair, June
- Annual Invasion of Nascar, July
- Harley Davidson Open House, September
- York Bike Night, September
- Bridge Bust, October
- Annual Open House and Model Railroad Show, December
- Reading Railroad Days, July

Native Americans

- Native American Fall Festival, September
- Native American Day at Samuel S. Haldeman Mansion, May
- Native American Day at the North Museum, January

Cultural Hearth

- Original York Antique Show, January
- Lancaster Bible College Annual Spring Craft Show, March
- Lancaster Heritage Antiques Show, March
- Annual Quilters' Celebration, April
- York Folk Art and Craft Show, April
- Adamstown Antiques Extravaganze, April
- Spring Gulch Folk Festival, May
- Rhubarb Festival, May
- Riverside Craft Days, May
- Lititz Antique Show and Sale, June
- Great York Outdoor Antique Show, June
- York 4th of July Fireworks, July
- Keystone National Rib Cookoff and Music Fest, July
- Franklin and Marshall Craft Show and Sale, July
- Hanover Dutch Festival, July
- LancasterFest, August
- Summer Beer Fest, August
- Riverwalk Arts Festival
- Heart of Lancaster County Arts and Crafts Show, September
- Hay Creek Fall Festival, September
- East Berlin Colonial Days, September
- Sweets and Sours Festival, September
- Gates and Plough Tavern Oyster Festival, October
- Pennsylvania Dutch Food Festival, October
- Schnitz Fest, October
- York Folk Art and Craft Show, November
- Wheatland Victorian Christmas Tours, December
- Glen Rock Carolers Association Concert, December
- Greek Orthodox and Winter Gyro Fest, February
- Kwanzaa Celebration, Crispus Attucks Community Center
- Christmas Candlelight Tours at Ephrata Cloister, Hans Herr House, Historic Rock Ford Plantation, Marietta Borough, and Wheatland, December
- Landis Valley Days of the Belsnickel, December
- Scotch-Irish Heritage Festival, May

Natural Resources

- York Garden and Flower Show, February
- North Museum Rock and Mineral Show, April

INTERPRETIVE RESOURCES

The maps that follow present the three proposed primary themes for the region and provide a preliminary inventory and locational reference for interpretive resources within the Lower Susquehanna region. The maps were developed based upon the annotated base maps prepared during the Task Force workshop, supplemented by information obtained from sources reviewed as part of the assessment portion of this study. It is anticipated that further inventory will be required as part of the management action plan phase. The intent of these maps is to indicate the extent of sites that are presently accessible to the public and are either already offering interpretation and programs or have the potential to be interpreted in the near

future. Due to their overwhelming number, privately-owned structures of state or national significance that are not accessible to the public on a regular basis are not included in the following maps. Their contribution to the overall appearance of the region's cultural landscape, however, should not be underestimated. These resources are extensively documented by each county's survey of historic resources, which are available through Historic York and the Lancaster County Historic Preservation Trust.

Agricultural resources are documented on Figure 5; manufacturing and commerce resources on Figure 6; and transportation resources on Figure 7. Resources relating to the secondary themes—Native Americans, cultural hearth, and natural resources—as well as other supporting interpretive sites are shown on Figure 8. Many of the historical institutions indicated on this map interpret all aspects of local history and therefore do not fit neatly into one of the six categories. Figure 9 illustrates areas of thematic emphasis and describes the types of stories that are appropriate to different geographic areas within the two counties.

Vertical line of text on the left margin.

Vertical line of text on the right margin.

Lower Susquehanna River Valley Heritage Study Area

Selected Agricultural Resources

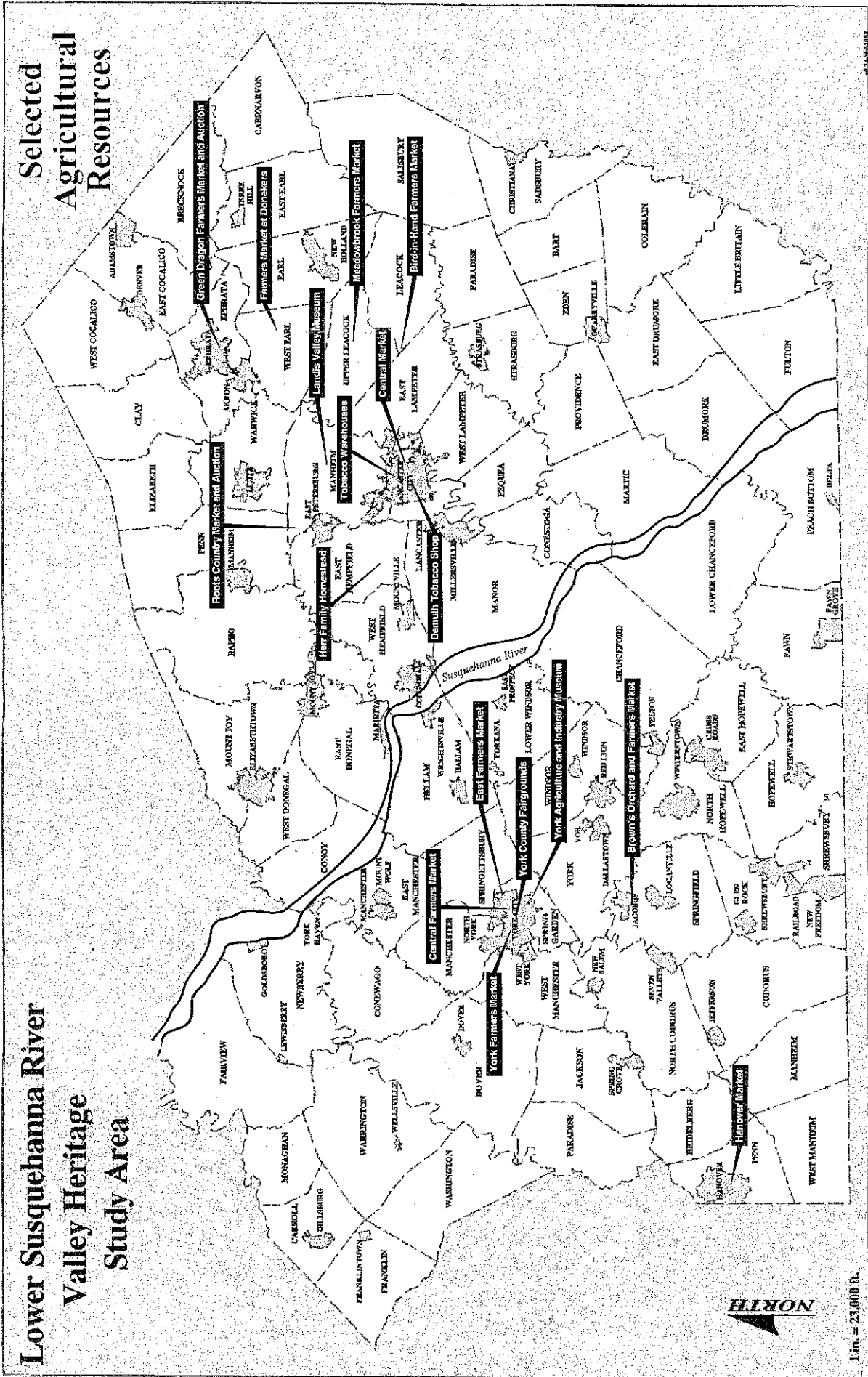


Figure 5. Selected Agricultural Resources.

Lower Susquehanna River Valley Heritage Study Area

Selected Manufacturing Resources

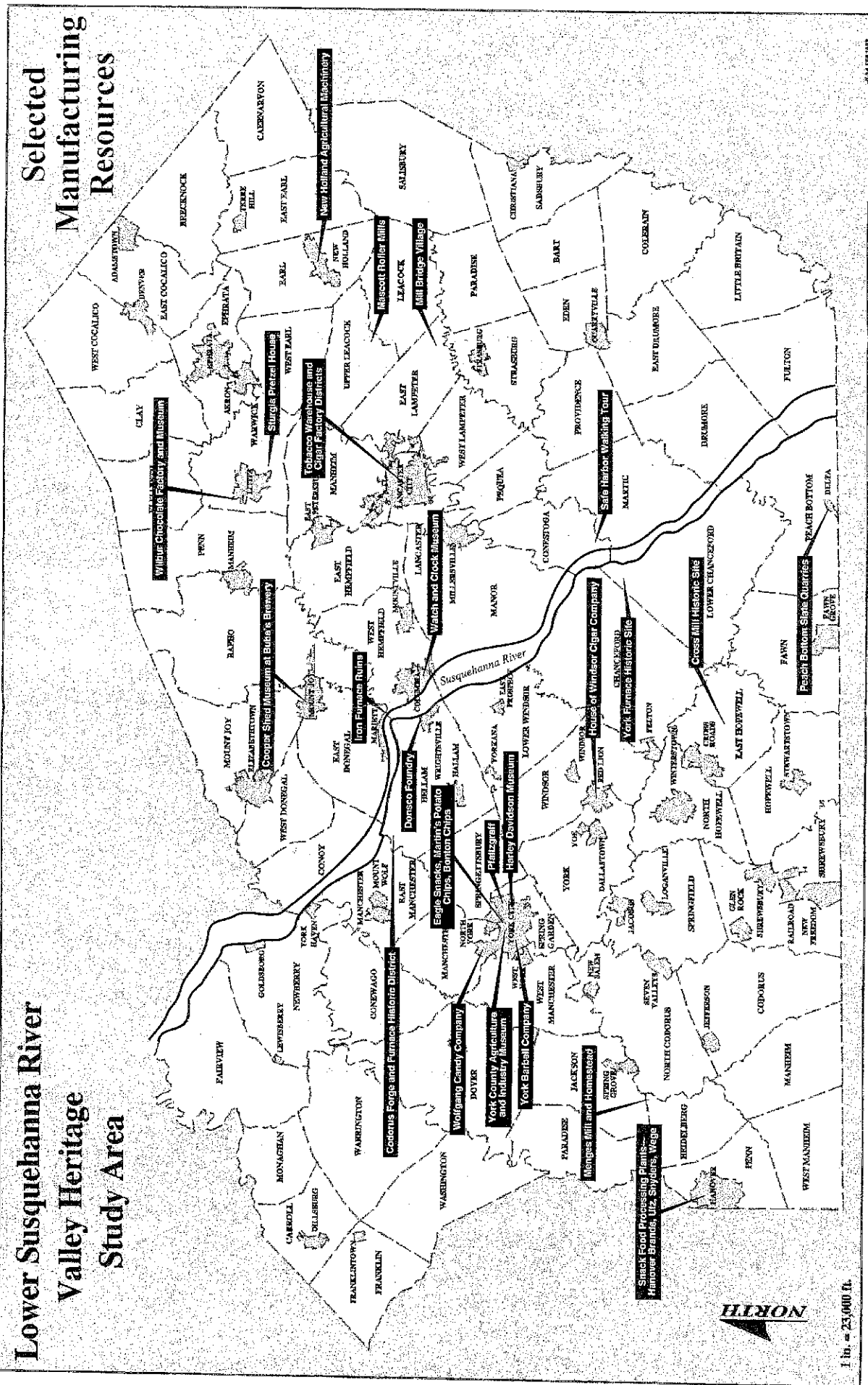


Figure 6. Selected Manufacturing Resources.



1 in. = 25,000 ft.

Lower Susquehanna River Valley Heritage Study Area

Selected Transportation Resources

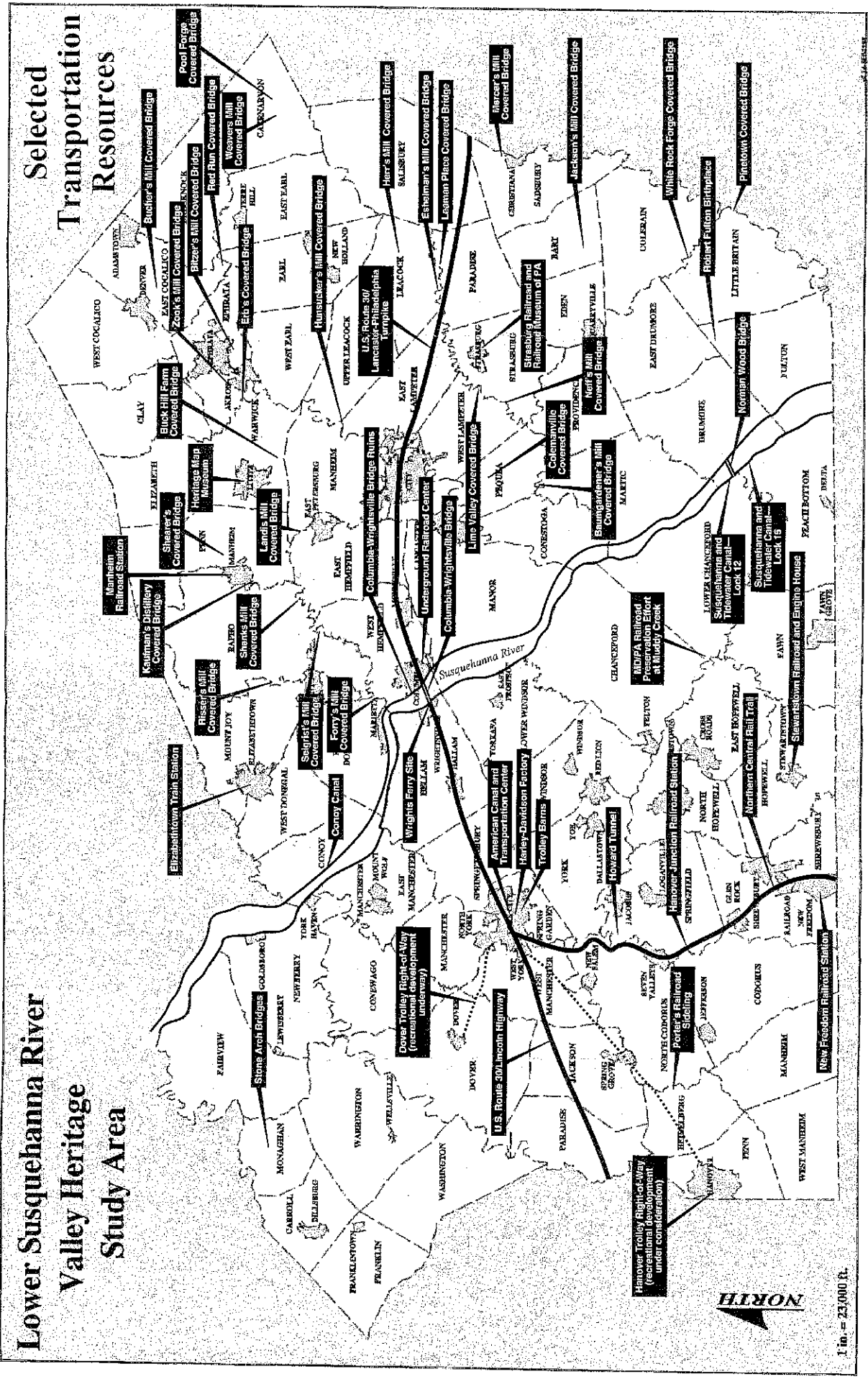
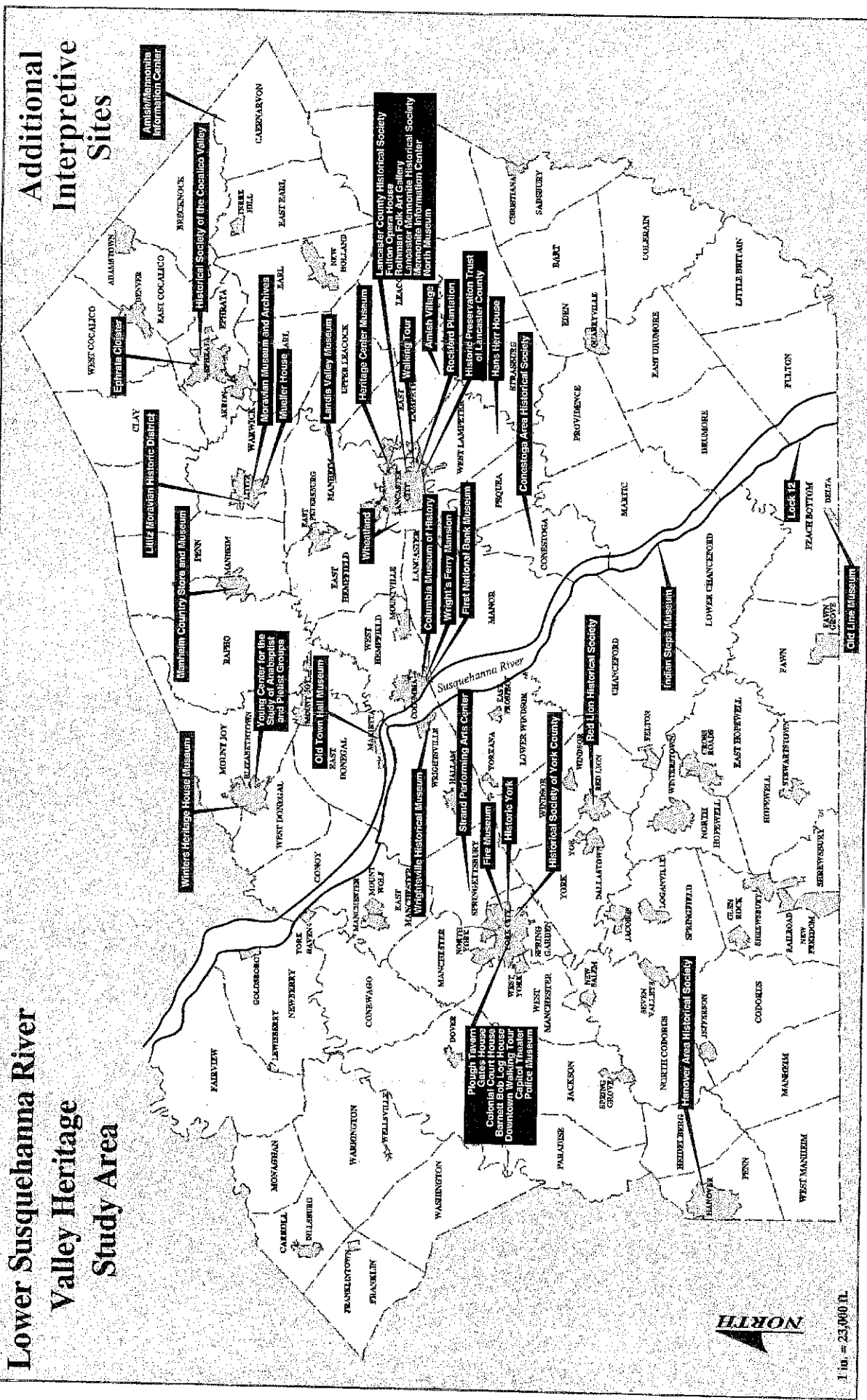


Figure 7. Selected Transportation Resources.

1 in. = 23,000 ft.

Lower Susquehanna River Valley Heritage Study Area

Additional Interpretive Sites



1 in. = 25,000 ft.

Figure 8. Additional Interpretive Sites and Educational Organizations.

Lower Susquehanna River Valley Heritage Study Area

Areas of Potential Interpretive Emphasis

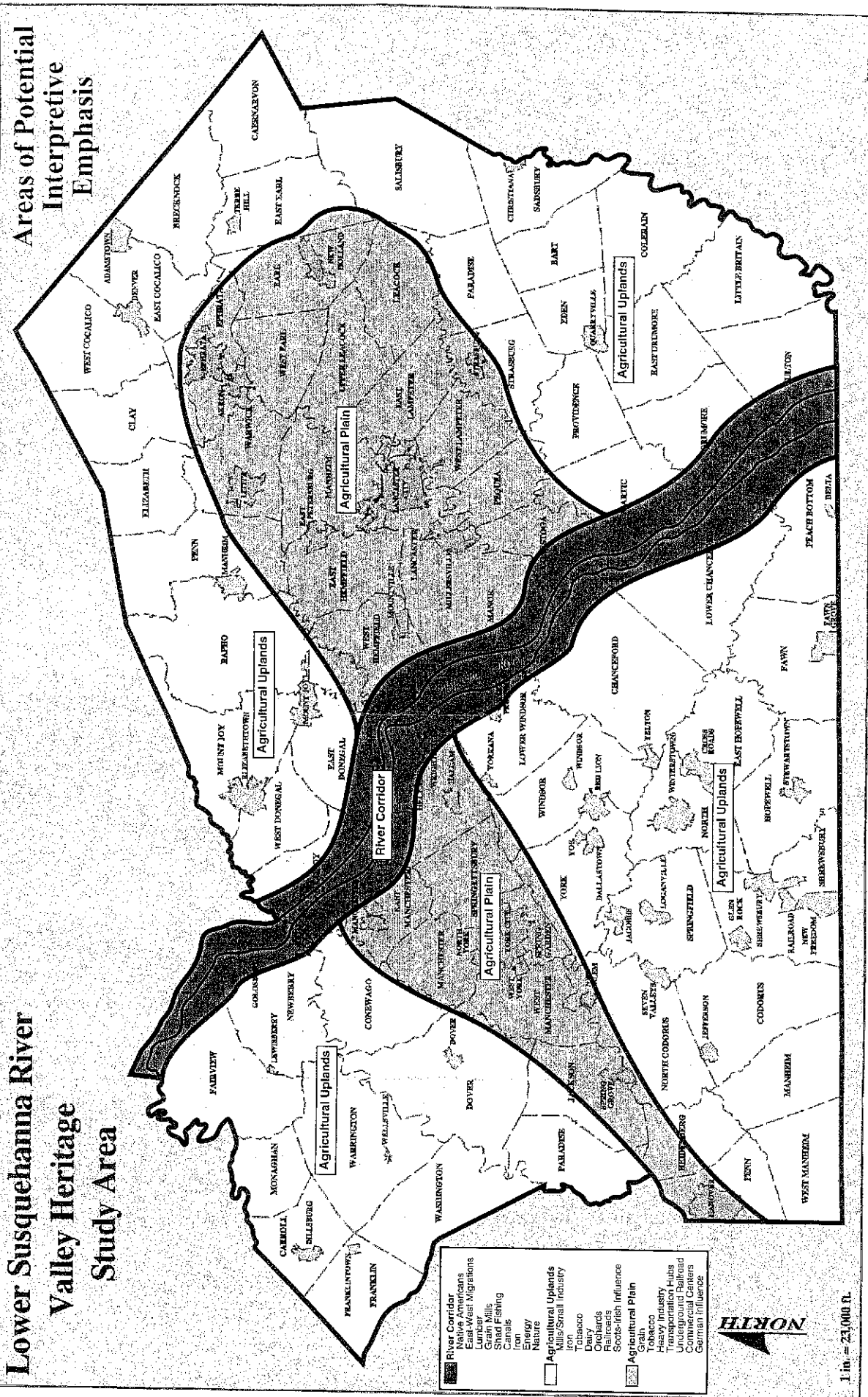


Figure 9. Areas of Potential Interpretive Emphasis.

Chapter Five

Goals and Alternatives



Vertical line of text on the left side of the page.

Vertical line of text on the right side of the page.

CHAPTER FIVE

GOALS AND ALTERNATIVES

INTRODUCTION

This chapter discusses different options for three aspects of heritage development planning: program goals; circulation and boundary; and management. A fourth topic for consideration is the emphasis to be selected or combinations to be made among interpretive themes as discussed in the preceding chapter. By combining choices available within each of these areas, alternatives can be developed that help project participants imagine ways that they might implement their ideas, considering them in combinations that shed greater light on potential benefits and liabilities. One goal of the feasibility study is to prepare the groundwork for the process of formalizing and prioritizing alternatives, which will take place in the next planning phase.

The consulting team worked closely with the Steering Committee and the Task Force to generate the options that follow. The Steering Committee held meetings in which each of the four strategic planning areas was discussed. One of the first steps taken was to have Task Force members assist the consulting team in identifying key resources within the two counties. Ideas about circulation were discussed in a second Task Force meeting. The Steering Committee took part in two additional meetings, one to discuss organizational options and another to set program goals for the project.

PROGRAM GOALS

The Pennsylvania State Heritage Parks Program enhances and promotes the state's industrial heritage in four program areas—education and interpretation; economic development and tourism; cultural conservation; and recreation and open space. In a goal-setting exercise held in October 1998, the Steering Committee evaluated and prioritized these program areas with the following results. For the purposes of this study, economic development and tourism were considered separately. Another area emphasized by the Commonwealth, partnerships, was deemed not to require evaluation at that level of detail.

Priority Assessment

In one part of the exercise, each Steering Committee member was given three votes and asked to choose among the five program areas. Of the five program areas, tourism and education/interpretation received the greatest emphasis, garnering 32 percent and 23 percent of the category votes respectively. The remaining votes were divided relatively evenly among the other three categories—recreation and open space (18 percent); economic development (14 percent); and cultural conservation (13 percent). These preliminary findings indicate that the heritage region should consider focusing on the dual goals of developing the region's heritage tourism potential and interpreting its history for residents and visitors. In the other three program areas, the heritage region would support and coordinate with organizations that are already engaged in heritage-related activities, rather than taking responsibility for

spearheading those types of programs. In the second part of the exercise, Steering Committee members distributed a second set of twenty votes among various activities in each of the program areas. What follows is an analysis of that second exercise.

Tourism

Tourism is an integral part of the history of this region, especially in Lancaster County, which has experienced a progressive evolution of the industry. The primary areas of emphasis under the tourism program goal were increasing overnight stays, increasing urban tourism, and expanding the marketing of heritage products. Together, these three activities accounted for over 70 percent of the votes.

Education and Interpretation

Votes within the education category were more broadly distributed among activities than in the tourism category. School involvement in the heritage development effort (curriculum and site visits) was a primary area of concern, receiving 15 percent of the vote. Development of heritage sites; more interpretive programming for residents and visitors; better coordination of existing programming; regional wayfinding; and establishing a regional identity each garnered 10 percent-11 percent of the vote. Several areas in which the region is already strong earned few votes, because other organizations are in place to address those needs. Included among these are the publication of books on local history, new museums, adult education, and environmental education.

Economic Development

Participants in the goal-setting exercise acknowledged the influential role of economic development in the heritage region by casting votes for preservation of farmland and heritage resources; increasing business growth within the cities and boroughs; and creating public-private partnerships to focus investment within the region. Given the results of this exercise, it is evident that participants hope to refocus economic development activities within the region and to develop strategies that support the preservation of resources. New jobs, business expansion, and stabilizing the local tax base were low priorities in this category, because the economies of both counties are extremely strong at present.

Recreation and Open Space

The vast majority of votes (61 percent) within the recreation and open space category were directed towards two activities—preservation of natural areas and the creation of additional mixed-use trails and greenways. This interest reflects current regional concerns about the conversion of extensive tracts of open space for residential and commercial development. The voting results also indicated a need for additional urban green space. Areas that received few votes, perhaps indicating that they are adequately addressed, were more recreational events, increased water access, and more neighborhood parks.

Cultural Conservation

While the cultural conservation category received the fewest number of votes, it can be attributed in part to the fact that many activities organized under other categories also contribute to the conservation of the region's cultural resources. The primary area of emphasis in this category was maintaining regional character by undertaking improved community design and increasing funding for the preservation of important resources. Public arts, folklife activities, and development of additional preservation programs received

a modest number of votes.

Summary Table

The goal-setting exercise undertaken by the Steering Committee indicates that the creation of a heritage area could assist York and Lancaster County in the following areas. This is a preliminary assessment and reflects only the priorities of the Steering Committee participants. The information below should be used to guide future discussions about priorities for the heritage region.

1. Additional Trails and Greenways -- 20	11. Business Growth in Cities and Boroughs -- 9
2. More Overnight Stays -- 15	12. Economic Dev in Support of Preservation -- 9
3. Expanded Levels of Urban Tourism -- 15	13. Creation of Regional Investment Strategies -- 9
4. Development of Heritage Products -- 13	14. Regional Wayfinding System -- 8
5. School Participation -- 12	15. Historical Programs for Residents -- 8
6. Preservation of Community Character -- 11	16. More Urban Green Space -- 8
7. Funding for Community Design -- 10	17. Historical Programs for Tourists -- 7
8. Habitat/Natural Areas Preservation -- 10	18. Regional Interpretive Coordination -- 7
9. Increased Preservation of Farmland -- 10	19. More Heritage Sites Developed -- 8
10. Strengthening Regional Identity -- 9	20. Business Alternatives for Farmers -- 6

BOUNDARY AND CIRCULATION

Determining a heritage region boundary and selecting a regional system of circulation and gateways are both important decisions, because they serve to direct funding and shape the visitors' experience. Based upon discussions with the Steering Committee and the Task Force, the consulting team has developed four boundary/circulation options for the region. Comments on the inherent challenges and opportunities, which arose during the July 1998 Task Force meeting, are included in the discussions below. Figures 10, 11, 12, and 13, which are located at the end of this chapter, illustrate each of the options and summarize their salient features.

City-Centered

This option encompasses the entirety of both counties with the cities of York and Lancaster serving as the hubs of the visitor experience (Figure 10). The boundary is expansive to accommodate the broadest interpretive scope and the largest number of potential partners. Pending further development in the Management Action Plan phase, it would be possible to draw a smaller programmatic boundary to limit capital investment funding to priority areas within the region. As county seats and historic commercial centers, the two cities are logical gateways to the region. The heritage region would direct resources towards downtown revitalization and sympathetic community design. A wayfinding system of signs, maps, and brochures would orient visitors once in the cities and direct them towards opportunities to follow established tours of the surrounding countryside. The strongest interpretive themes in this option are manufacturing and transportation, which have a major presence in the city centers. Agriculture would be a complementary component that could be addressed through the countryside tours.

Benefits of this option would be a high degree of visibility, since activity would initially be concentrated in the most populous areas of the region. In addition, both cities have

extremely high concentrations of historic buildings in their commercial cores and neighborhoods. The cities are also the cultural centers of the counties, and a substantial number of potential partners are located there. Finally, the potential economic benefit would be maximized, because the cities are in the greatest need of assistance. Obstacles presented by this option are the perceptions that access to the cities is difficult; that the tourism infrastructure is not as well developed; that there is a security risk; and that it would be difficult for a heritage effort to achieve needed visibility and recognition in the midst of so many other programs and initiatives.

Decentralized

The decentralized option is a variant on the city-centered approach (Figure 11). It builds upon the Heritage Tourism Initiative recently established in Lancaster County and expands it to include the entirety of both Lancaster and York Counties. This approach calls for the creation of a series of automobile and bicycle tours along back roads, linking participating sites that have been approved as authentic heritage resources. No official gateways are called for in this approach in contrast to the emphasis on central hubs in the city-centered approach. Cities, boroughs, and villages would be encouraged to develop visitor services to the level of their abilities, addressing identified gaps in the regional tourism infrastructure. Preservation of open space and scenic views is important to the success of this approach, because the rural quality of the back-roads setting will become a major marketing asset. Due to its emphasis on regional touring, this option would strongly support the agriculture and transportation themes; however, it could also easily incorporate elements of all other themes if interest were to be expressed by partners.

One benefit of this approach is that the heritage tourism program in Lancaster County can be used as a model. It has a high degree of flexibility, because efforts can be targeted wherever sufficient interest, support, and resources exist. By embracing a diverse set of partners, the program can build a strong grassroots constituency. Decentralization also spreads travelers throughout the region, which can minimize negative impacts to sensitive resources. Potential problems with this approach would be that it might not effectively knit the two counties together. Without prominent orientation centers, there is no single, concrete "starting point" for experiencing the region, and the impact of the heritage area may become too diffused if spread out over such a large area.

River-Centered

The river-centered approach focuses on the river and some of its major tributaries. Columbia and Wrightsville would provide the orientation centers to the corridor with other river communities playing supporting roles (Figure 12). Investment in the infrastructure of Columbia and Wrightsville would be a priority. A potentially important project for this option could be the creation of a major archeological museum utilizing artifacts found within the corridor. Interpretive themes that would be emphasized within the corridor would include transportation, Native Americans and, perhaps, power generation. Promotion of the eco-tourism potential of the lower Susquehanna River Valley would also be further developed, along with reaching across the state line to Maryland's state-recognized Lower Susquehanna Heritage Greenway. Circulation would be limited to routes running north-south along the river and the three bridge crossings that are present. This option supports the interpretation of Native American and environmental history, as well as facets of the region's early transportation systems and manufacturing industries. The boundary delineation does not, however, support the interpretation of agriculture.

Benefits of this option are that it would bring the two counties together in a meaningful way and concentrate investment in an area that is clearly defined by its geography. It would also build upon the established history of cross-river cooperation among Wrightsville, Columbia, and Marietta. The difficulties of this option are that the number of potential partners would be limited; terrain restricts access to the river in a substantial portion of the corridor; and motorized transportation routes along the river are circuitous. In addition, the boundary would de-emphasize the discussion of agriculture, which is critical to establishing the historical context for the region.

Crossroads

The crossroads option is a variation on the previous river-centered option (Figure 13). Here, the boundary is expanded outward along the original U.S. Route 30 to include the cities of Lancaster and York. The result is a cruciform-shaped boundary that sets up a dynamic interaction between the river towns and the county seats. Resources would be devoted to infrastructure improvements along the river and within the Lincoln Highway corridor between York and Lancaster, but would not extend out into the countryside. Circulation would have a linear orientation, using roads along the river and the original U.S. Route 30. The interpretive possibilities of this approach are similar to those of the river-centered option. Expansion of the boundary to include the two cities would, however, significantly strengthen the theme of manufacturing and would pose less of a constraint on the interpretation of agriculture.

Benefits of this approach would be to provide more partnership and interpretive opportunities than would be possible using the river-centered approach. Links could also be made with the promotional efforts of the Lincoln Highway Heritage Corridor. One limitation of this approach is that U.S. Route 30 is not the most scenic corridor in the region. As in the river-centered approach, discussion of the region's agricultural history would be limited.

MANAGEMENT

The following management options are intended to serve as a basis for further discussion to be conducted during the Management Action Plan phase of the project. No matter what option is selected, regional partners will need to commit time and resources towards effectively "growing" the program. Developing a regional heritage initiative is a unique opportunity for organizations from both counties to merge their assets and begin to develop new solutions for shared concerns.

Existing Nonprofit Affiliation

In this approach, the heritage region would team with an existing nonprofit organization that has similar goals and objectives. In order to succeed, the board of the existing organization must accept the increased responsibilities required of the heritage region. Benefits of this approach include minimal administrative start-up costs and established public recognition. Potential problems include inheriting the negatives of the host institution; difficulty with accommodating new programs into an existing organizational framework; competition between new and established projects; and pre-determined staff and director's salaries. At this point, no institution that serves both counties and could serve as a host organization has been identified.

Affiliation with an Academic Institution

The academic affiliation approach is a variation on the previous option with an academic institution serving as host organization. This type of association has its own particular benefits and liabilities. Benefits would likely include regional recognition and respect; shared educational mission; established administrative support; and access to professional expertise and student assistance. Liabilities would be administrative politics; bureaucratic program limitations; need for a fully committed, charismatic leader; and lack of an established model. Several academic institutions with a liberal arts focus exist within the region, but no stakeholders have yet come forward to advocate such an approach.

New Nonprofit Organization

In the new nonprofit approach, the Steering Committee would establish a 501(c)(3) organization—either a freestanding organization or a cooperative venture among partnering organizations that pledge operating and administrative support. Starting with a clean slate would enable the creation of an independent organization that is fully responsive to participating interests while avoiding inherited “baggage.” Hand-selected staff and board members and custom by-laws would offer flexibility in planning and developing programs. Nonprofit status also offers a favorable position for philanthropic fundraising and the ability to accept government donations. This is also the most frequently used model. Substantial lead time for administrative start-up; need for a proactive executive director; and full responsibility for fundraising are all potential drawbacks to this approach. Considerable tax and legal assistance would also be required. Numerous heritage-related nonprofit organizations already exist in Lancaster and York Counties. The creation of a new entity, therefore, could be considered unwelcome competition for limited funds unless the organization can be perceived as a leader in “growing the pie” for others.

Government Authority

This government authority approach calls for the creation of an official government body that would plan and execute implementation projects. Benefits of this approach would be the ability to galvanize local political support for proposed projects and the possibility of issuing government-backed bonds to fund capital-intensive projects like facility development and property acquisition. The primary negatives for this type of approach are counterproductive political entanglements and negative public perceptions of government-sponsored projects. Another variation on this approach is a dual management structure. The governmental authority would work with a nonprofit friends group to cooperatively manage the heritage region. The primary functions of the authority would be to advocate for government support and oversee strategic planning. The friends group would implement recommendations, pursue philanthropic funding, and maintain stakeholder involvement. While this approach allows for a broad leadership base and combines the “best of both worlds,” it is problematic to explain to the public and has the potential to cause rifts over funding and spending.

Joint Venture among Planning Commissions

The joint venture approach unites the two county planning commissions with a nonprofit friends group to manage the heritage region. This would avoid the potentially more cumbersome step of establishing an authority for the same purpose, or perhaps function as a “first phase” option before a more permanent entity is put in place. This could be accomplished through an intergovernmental agreement to support cooperation. Together the planning commissions would support the creation of a staff position responsible for

coordinating heritage region activities. The friends groups would serve as a conduit for funding and carry out projects at the grassroots level. Benefits of the joint venture would include consistent, demonstrated leadership; close communication among county governments and established regional planning policies; and administrative and political support. Negatives include the possibility that the organization could be subject to political pressure; there would be competition with other priority programs for attention; and it may be more difficult to achieve the goal of active support and involvement from the private sector. In addition, there is no model for this type of structure. This approach would require further study to see if it could work within established state policies.

NO ACTION ALTERNATIVE

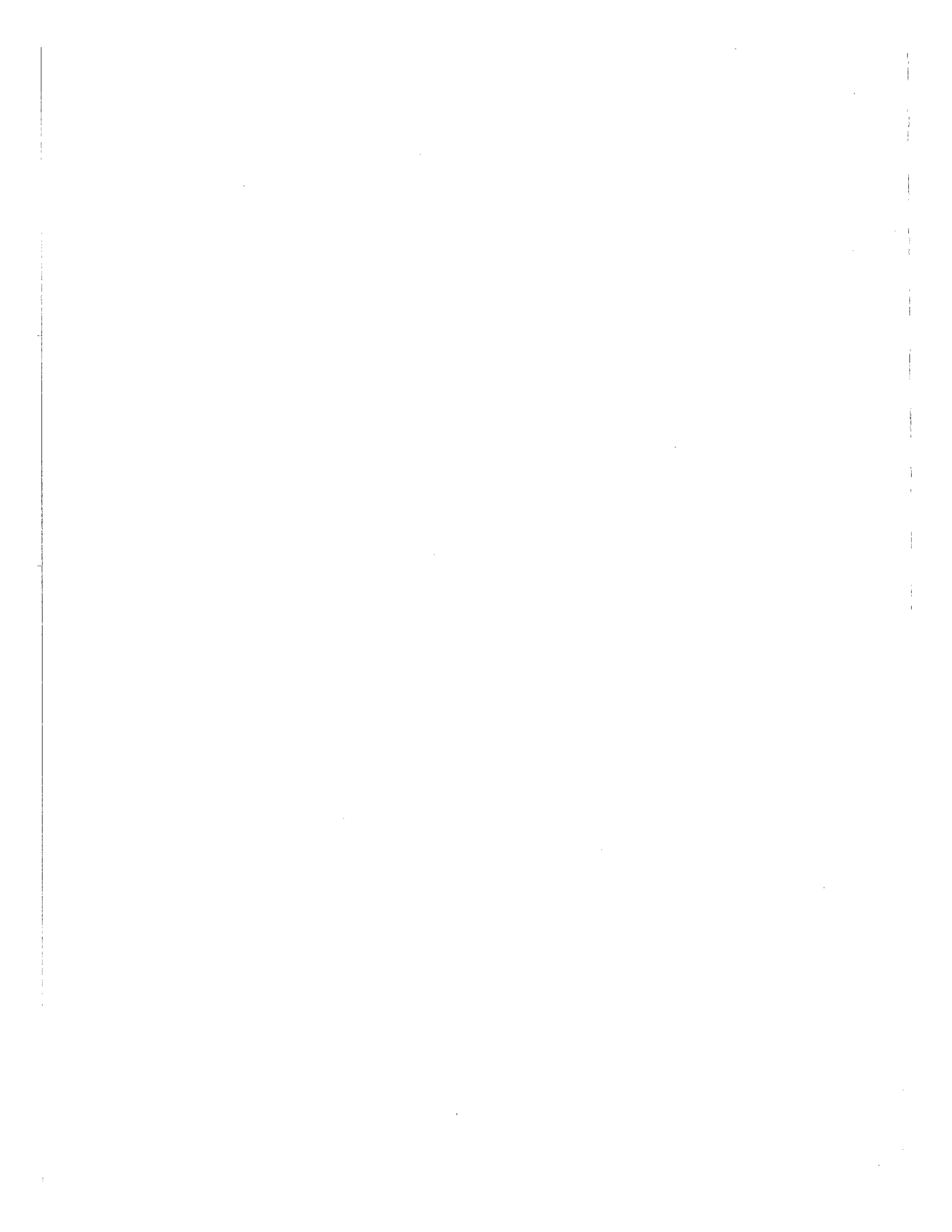
As in any thorough planning process, it is also important to consider the "no action" alternative. In this option, both counties would remain open to working jointly on regional planning initiatives, but activity would occur on an informal basis. Heritage Park designation would not be pursued in this scenario. The two counties could continue to apply for funding through other state programs to carry out greenway and recreational development and tourism and interpretive programs. All projects would be pursued on a case by case basis and would not be packaged as part of the larger Pennsylvania Heritage Parks Program.

EVALUATION

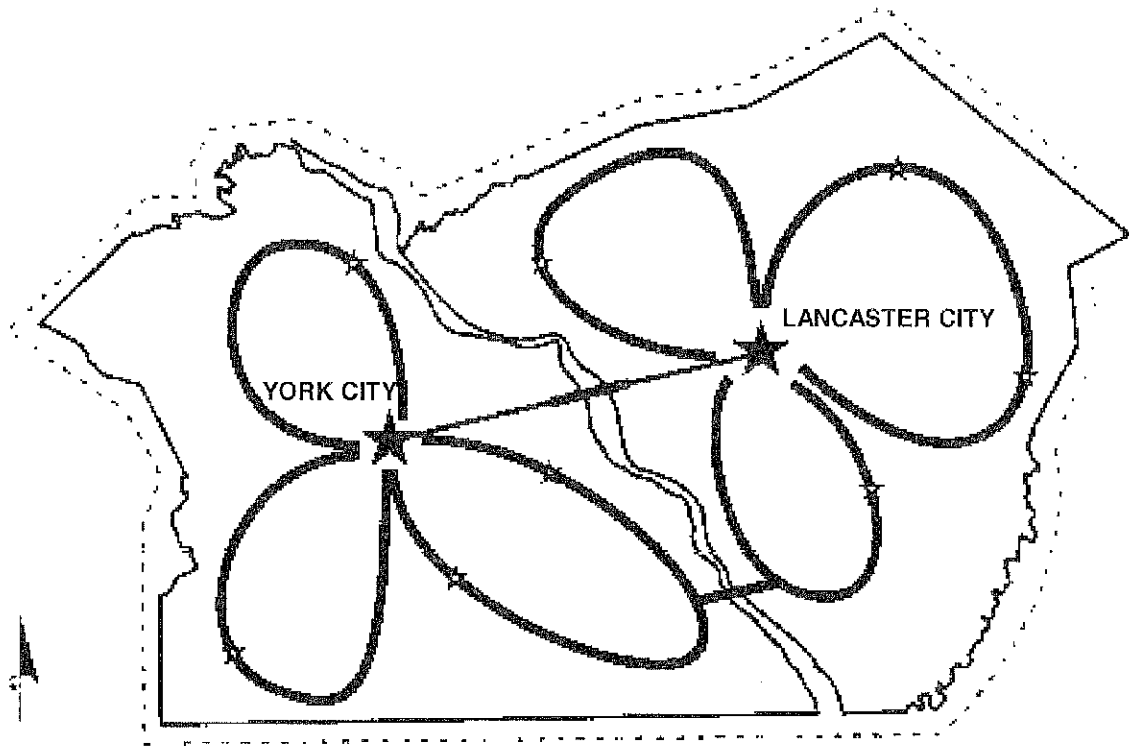
Alternatives can be created by mixing and matching options, which are summarized in the table below, in a multitude of ways. The results of the goal-setting exercise undertaken by the Steering Committee should guide the development of these alternatives, which will occur in the next phase of the planning process. In addition to shaping these program area options into full-fledged alternatives, the development of the management action plan will help project participants in determining which alternative best meets the region's needs.

The following table summarizes the contents of this portion of the study and is intended to be used as a reference tool in discussing and selecting an appropriate course of action for the heritage region.

State Program Areas	Interpretive Themes	Boundary/Circulation	Management
Tourism	Agriculture	City Centered: Entirely of Both Counties, Loop Trails	Existing Non-Profit Affiliation
Education- Interpretation	Manufacturing- Commerce	Decentralized: Entirely of Both Counties, Loop Trails	Academic Affiliation
Economic Development	Transportation	River Centered: River Corridor, Linear Travel	New Nonprofit
Recreation-Open Space	Native Americans	Crossroads: Linear Travel along Rt. 30 and the Susquehanna River	Government Authority/With or Without Friends Group
Cultural Conservation	Cultural Hearth	No Action	Joint Venture of Planning Commissions and Friend's Group
Partnerships	Natural Resources/ Susquehanna River	---	No Action



CITY-CENTERED OPTION



- ★ Gateways
- Bridge Crossings
- Loop Tour Routes
- - - Potential Boundary Line

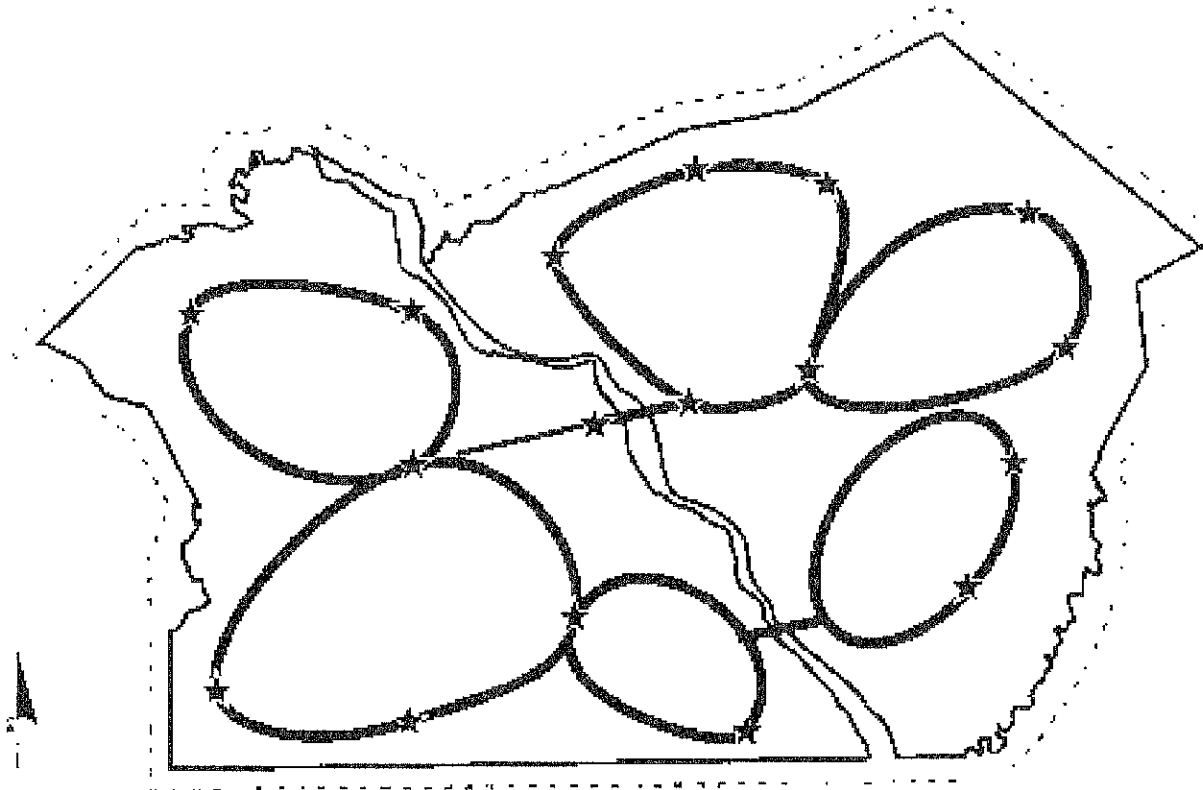
★ Participating Sites and Communities

- Includes the entire boundary of both counties.
- Investment and program development is focused on the gateway communities of York and Lancaster cities.
- Orientation occurs in the city gateways and then visitors follow loop tours in the countryside.

Figure 10. City-Centered Boundary and Circulation Option



DECENTRALIZED OPTION



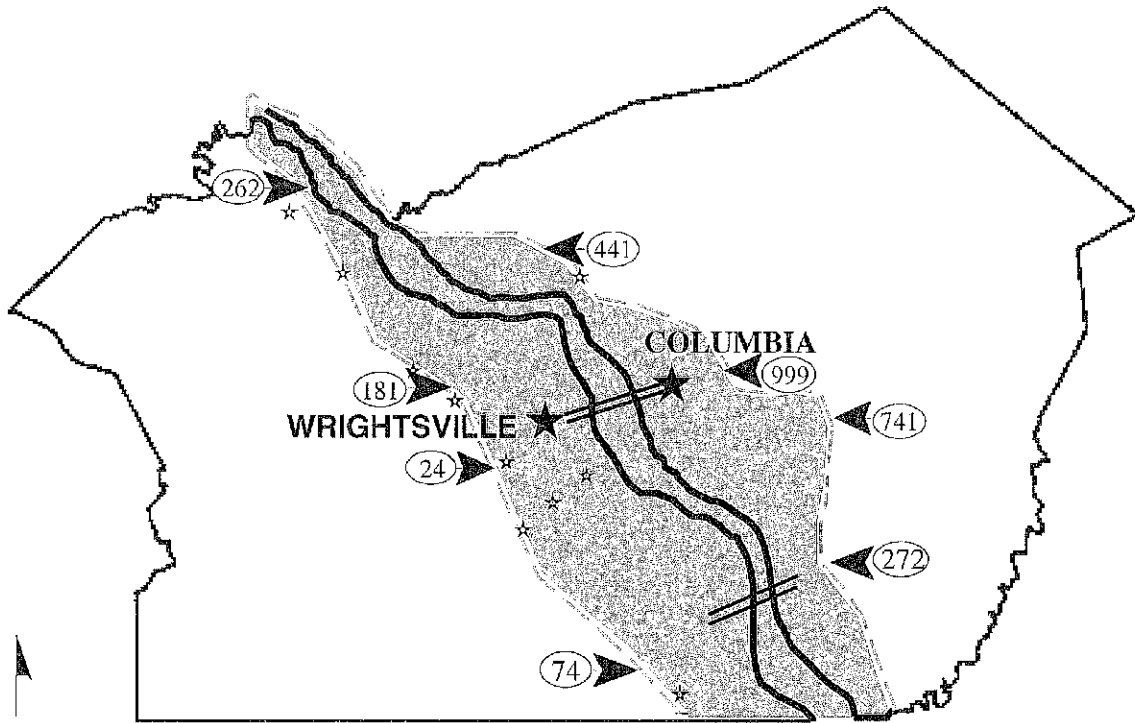
- Includes the entire boundary of both counties.
- No primary visitor orientation centers.
- Network of themed tours in participating communities and throughout the countryside.
- Expands upon Lancaster County's existing heritage tourism program.

Figure 11. Decentralized Boundary and Circulation Option

Vertical line on the left side of the page.

Vertical line on the right side of the page.

RIVER-CENTERED OPTION



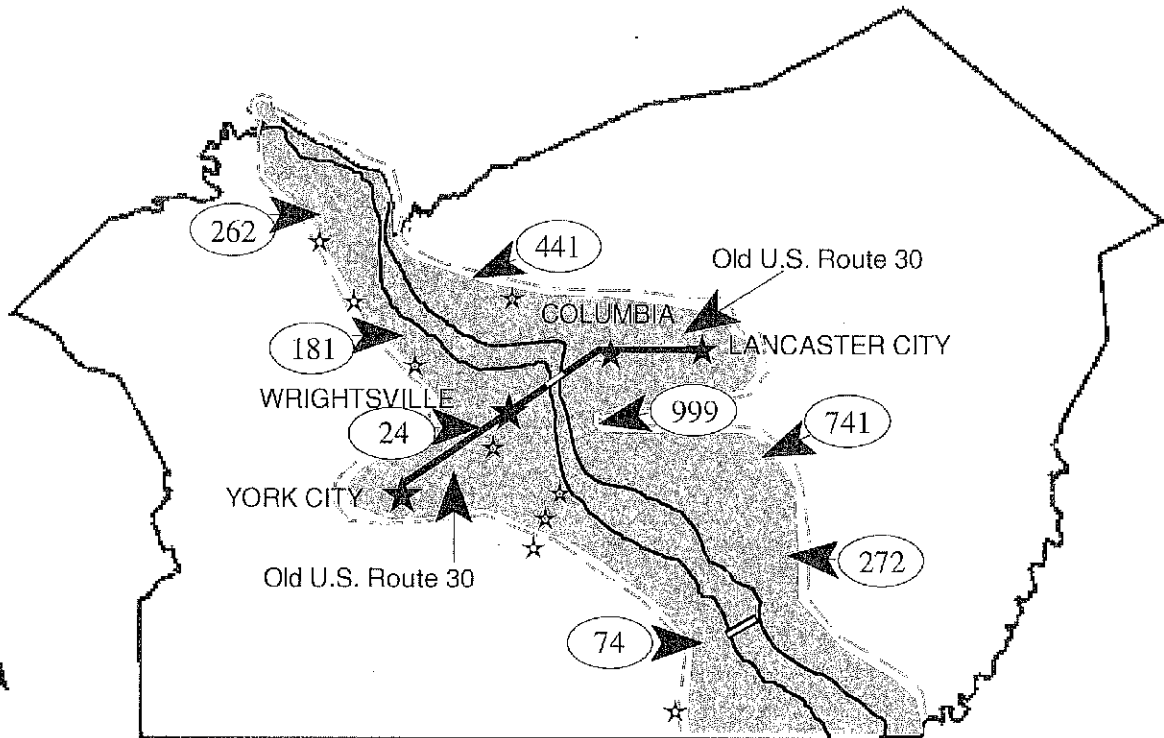
- | | |
|--------------------------|------------------------------------|
| ★ Gateways | ==== Bridge Crossings |
| ☆ Supporting Communities | - - - - - Potential Boundary Lines |

- Boundary confined to areas contained within the primary north-south, river-corridor roads.
- Program development focused on gateway communities of Wrightsville and Columbia.
- Linear travel up and down the corridor utilizing the two bridge sites at U.S. Route 30/State Route 462 and at State Route 372.

Figure 12 River-Centered Boundary and Circulation Option



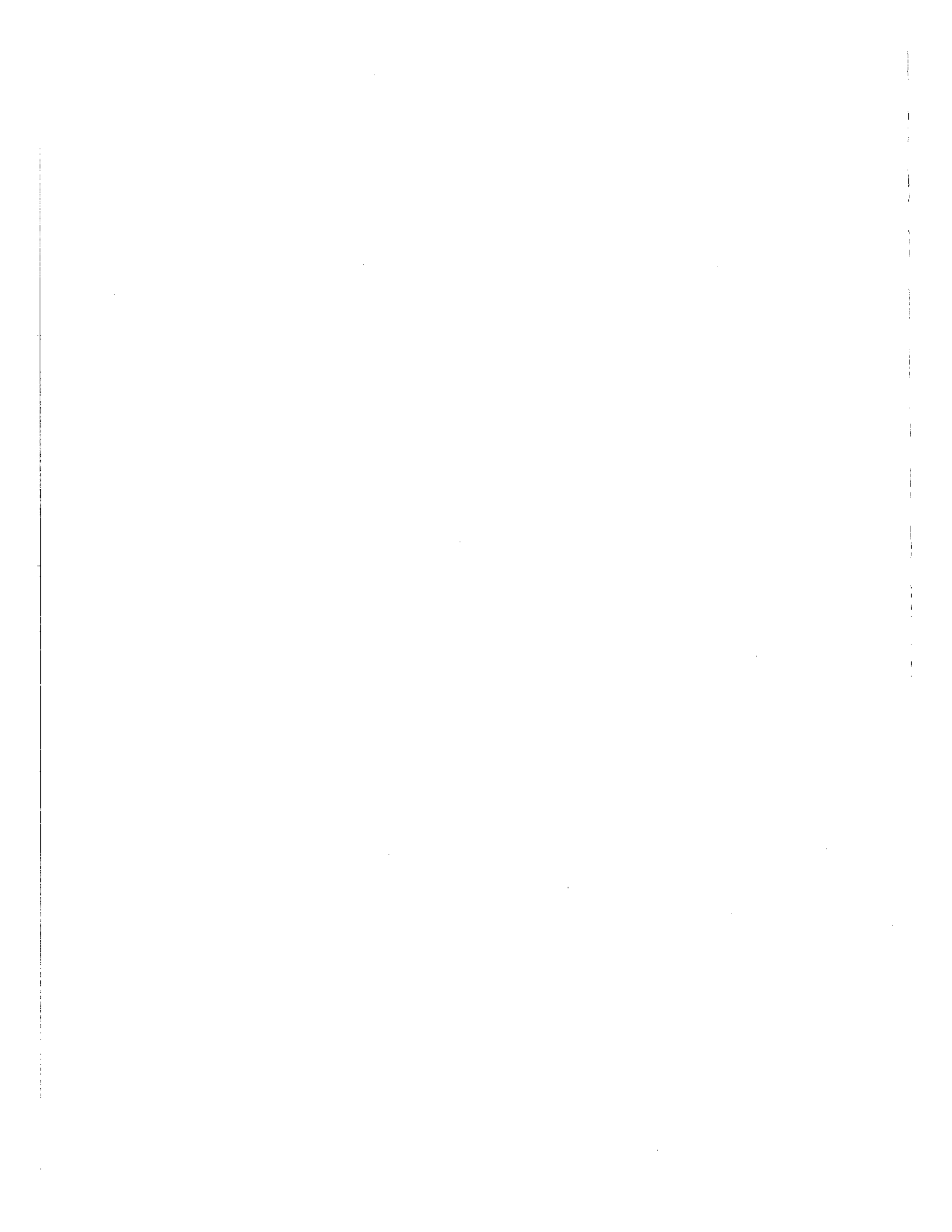
CROSSROADS OPTION



- | | | | |
|---|------------------------|-------|-------------------------|
| ★ | Gateways | — | Bridge Crossings |
| ☆ | Supporting Communities | - - - | Potential Boundary Line |

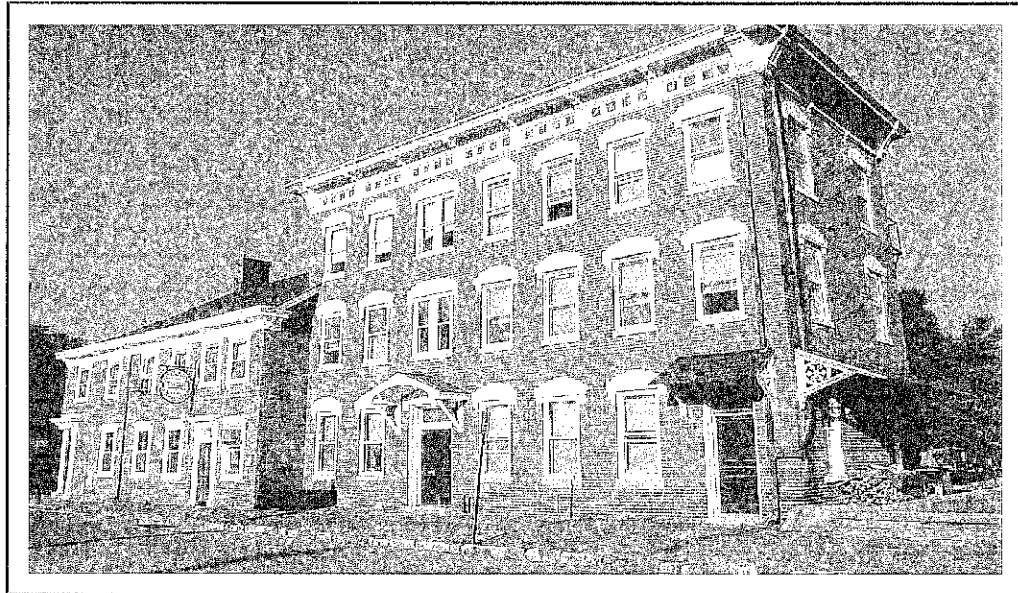
- River-centered boundary expanded to include historic U.S. Route 30 corridor between York and Lancaster.
- Four gateway communities - Lancaster, Columbia, Wrightsville and York.
- Linear travel east-west along the original U.S. Route 30 alignment and north-south travel along the river corridor.

Figure 13. Crossroads Boundary and Circulation Option



Chapter Six

Recommendations





CHAPTER SIX

RECOMMENDATIONS

FINDING OF FEASIBILITY

The concept of a state heritage region designation within the Lower Susquehanna Heritage Area is found to be feasible. By submission of this study and supporting applications to the Pennsylvania State Heritage Park Task Force, York and Lancaster Counties request permission to proceed to the management action planning phase to allow further public consideration of state heritage park designation. The region meets the five program goals and has the inventory of resources, local commitment, and leadership capacity to continue the initiative. There are, however, challenges to be met. For instance, while there are many potential partners within the region, there is no existing model for inter-county cooperation. The exact form that a collaborative relationship between the two counties might take requires further consideration.

In light of the state's five program goals, it appears that both the state and the region would benefit from further study and, potentially, the designation of all or a portion of these two counties as a Pennsylvania Heritage Area. The program reinforces the heritage tourism initiatives now underway in the region. Heritage development would support existing programs for greenway creation and open space preservation. The program would also draw upon the extensive resource base and scenic cultural landscape to interpret state heritage themes of agriculture, manufacturing and commerce, and transportation.

Moving forward into the management action planning phase would permit these two receptive counties to continue building cooperative, complementary relationships. Strong political support at the county level and interest expressed by a wide range of project participants indicates that heritage park planning is a worthwhile venture in this region. The consulting team recommends that the planning process, which provides a valuable forum for exploring regional relationships, proceed to the development of a regional Management Action Plan.

This chapter addresses the work that must be done in the months following anticipated acceptance of this report by the Pennsylvania State Heritage Parks Task Force and the decision to proceed to management action planning. The Steering Committee must develop the details of a work plan and schedule, confirm the contributions of those who will do the work, organize the involvement of the Task Force, and reach out to potential partners and the public. The following sections discuss organization and management; provide a draft work plan and schedule; outline a strategy for public involvement; estimate the cost of the management action phase and examine a funding strategy; and list potential early implementation projects, together with a discussion of state requirements.

ORGANIZATION AND MANAGEMENT

In the process of working on this feasibility study, the Steering Committee—the administrative or oversight body for the project—was expanded to include more leaders from economic development and the two cities, as ideas for interpretation and circulation took in a greater portion of the landscape than the river corridor itself. This process of expansion may be complete, but the newly reconstituted committee should examine this report and determine whether the Steering Committee is the right size and mix. The committee should remain fairly small for administrative purposes, but should be large enough to allow some members of the committee also to participate in the activities of the Task Force and its subcommittees.

The Task Force will take on a much greater role in the next phase, taking on activities and projects to support the actual development of the management action plan. The Task Force should be divided into subcommittees charged with reviewing sections of the plan. This will typically follow the state program's goals, the same or some combination of the divisions illustrated in Chapter Three: education and interpretation, economic development, tourism, cultural conservation, recreation and open space, and partnerships. The task of working on partnerships should be assigned to the group responsible for determining the final shape of the organization or organizations that would lead implementation of the plan. A further subcommittee may also be desirable, to take on the task of public outreach, to the media and the public. These subcommittees would work in tandem with the staffs of the county planning department—whose involvement is already promised by the counties—and any consultants that are necessary to create the plan. They would take on a wide variety of supportive tasks, such as reviewing information collected, reaching out to partners, developing project ideas, refining options to be combined into alternatives, and offering comments on the details of the preferred alternative. To the extent that these subcommittees can also adopt projects of their own to be accomplished during the planning phase, they will build an *esprit de corps* and obtain insights that they might not otherwise gain, helping them to become more capable of providing leadership over the long haul. For example, the public outreach subcommittee might take on the task of publishing the newsletter described below in the work plan, or the recreation committee might develop a driving tour and map of the area along the Susquehanna below Wrightsville and Columbia.

As explained in a preceding section on partnerships, partner involvement is critical. It should be the first factor considered in reviewing membership of both the Steering Committee and the Task Force for the next phase. Finding capable people—individuals who are willing to spend time on the management action plan and can transcend their individual missions to fashion an agenda that unites the region—is critical. It is necessary to make sure that those partners most important to long-term implementation are involved early in the process. Educators, officials from both boroughs and townships, and local groups concerned with recreation, historic preservation, community service, small business development, and environmental quality should all be represented in the next round—many of these already are. In particular, managers of the PHMC sites and state and regional parks should be recruited. Meetings with key individuals from these potential partners, and their boards—in addition to any representatives participating in the Steering Committee and Task Force—will also be important in the next round. Again, this was a part of the feasibility study, but must be intensified as the process moves along. It should be a goal of this process that at the end

of the planning phase, a wide variety and large number of partners are prepared and able to commit to specific roles, project leadership, and other contributions.

MANAGEMENT ACTION PLANNING: WORK PLAN

The following is a work program for a management action plan to be completed approximately eighteen months after beginning the project (typically, the starting date occurs once a contract is finalized with a consulting team). The steps outlined here, plus the very basic scheduling suggested, should provide the basis for developing a Request for Proposals for those services which must be obtained beyond the contributions of the county planning departments. A key emphasis in this work plan is on interpretive planning. Although the final outcome is dependent on the selection of a preferred alternative, this work program assumes that whatever the alternative chosen, significant interpretive planning can be accomplished during management action planning. This is in part due to the extensive base of information already available for interpretive planning and the number of professional interpretive and educational institutions present here. It is also in part due to a healthy budget, little of which furthermore must be devoted to research and collection of basic information because so much fine work has been done in this region to date.

Although it is possible to specify a management plan that addresses only the next five years, it is recommended that the timeframe specified for the plan be ten to fifteen years, because of the potential capital costs involved in creating projects that support several interpretive themes that are currently under-interpreted in the region.

Goal-setting and Visioning (months 1- 4)

The project initially needs to revisit guidance begun in the feasibility study by the Steering Committee, as described in the preceding chapter on goals and alternatives, and assure that all members of the Steering Committee and the Task Force clearly understand the possibilities and ideas to be gained from the process ahead. Many recent projects in both counties have undertaken visioning, so it is not necessary to perform a formal process of visioning, but instead to understand what has already been done and how that can fit into a plan for heritage development.

Inventory and Analysis (months 1-4)

Like visioning and goal-setting, it is not necessary to undertake an intensive process of inventorying and analysis in this region, since large quantities of data, studies, and maps are already available in both counties. The process should rely on existing information to the greatest degree possible. The study area is defined as the two counties for the first months of study, until alternatives are developed, some of which may call for project investment areas that fall within county boundaries instead of coinciding with them.

While existing inventories offer copious raw data, little has been done to synthesize this information and format it in a way that can easily support intensive interpretive planning. Historic resource inventories in both counties are dated but are in the process of being updated; these along with county histories and inventories of natural and recreational resources (which are up to date) will form the basis of the search for interpretive sites that support selected interpretive themes. At this stage in the process, it may be necessary to undertake some supplementary historical inventorying, in advance of interpretive

inventorying that will take place as the preferred alternative is detailed, as described below. In particular, analysis of historical transportation routes in York County may be required.

In addition, during this phase, consultations with partners and potential partners, including "key person interviews," should be undertaken. This can be time-consuming, but pays dividends in building partner support and creating a plan that is widely acceptable.

Finally, it may be desirable early in the process to work with the two county tourism agencies on data collection that will support a marketing analysis. Some of this research may also be needed after the preferred alternative is chosen, as discussed further below. (Determination of when to undertake marketing research may in part be dictated by the time of the year, as visitor surveys should be done at various times during the year, depending on research design.)

Alternatives (Development, Analysis, Selection)

Up to four combinations of the options presented in the chapter on goals and alternatives, plus others developed in the early part of this planning phase, should be created, including a "no action" alternative. Each alternative should be analyzed in terms of benefits (economic and otherwise), financial costs (using an "order of magnitude" analysis at this stage); non-financial opportunity costs; management indications; and relation to existing planning. (*months 3 - 8*)

Each alternative should fully describe:

- Boundary
- Physical Linkages (circulation, gateways, links to other heritage regions)
- Goals, Strategies, Actions, Capital Investments for:
 - Interpretation and Education
 - Tourism
 - Economic Development
 - Recreation, Open Space, and Natural Resources
 - Cultural Conservation and Historic Preservation
 - Community Planning
- Implications of the principles and actions of the Lancaster County Heritage Tourism Initiative
- Emphasis or priorities among the goals, strategies, actions, and capital investments
- Early action opportunities
- Partnership opportunities (what issues will require partner coalitions? which partners can take the lead on which issues?)
- Other issues as necessary to describe and explain each "alternative vision"

The process for deciding among alternatives involves creating a brief written and graphic description of the alternatives (approximately *month 9*); one or more presentations or workshops to the Steering Committee, Task Force, and public at large (approximately *month 10*); analysis of public comments and input from project participants (approximately the end of *month 10*); and a final presentation prior to the selection of the preferred alternative (end of *month 11*). It is at this point that the real work of writing a management plan will actually begin.

Preparation of Draft and Final Management Action Plan (months 11-18)

- Preparation of the draft management plan includes the following steps:
- A detailed description of the preferred alternative as outlined above;
- A detailed interpretive plan (discussed below)
- For all actions with costs, and capital investments:
 - costs
 - lead partner(s)
 - priority or timing, and phasing options
- A management strategy presenting
 - a detailed organizational and partnership structure
 - a discussion of costs, and sources of funding to meet those costs
 - a discussion of personnel requirements over the first five years

Interpretive planning is a key feature of the specific management action planning process to be designed for the Lower Susquehanna Heritage Area. Instead of calling for more-detailed interpretive planning following completion of the management action plan—and hence enduring a delay that it appears is not necessary, given the potential partners and existing level of interpretation and tourism—it is proposed here that complete interpretive planning be developed concurrently with the management action plan. Each would benefit from the other. Long-range interpretive planning would include a complete detailing of themes, resources, partners, roles of partners, contexts for existing interpretive sites, projects to be completed at potential sites, interpretive exhibits for touring and wayfinding systems, costs, and phasing. It should be closely coordinated with wayfinding and tourism promotion schemes, and indeed, research through "focus groups" (group interviews with individuals drawn from the region's key markets) can be used during the development of the preferred alternative to support both tourism planning and interpretive planning.

PUBLIC INVOLVEMENT STRATEGY

Concurrent with the work of creating a management action plan will be reaching out to the public through presentations and the media. The following outlines the elements of a public involvement strategy:

- Public workshops and community meetings;
- Consultations and "key person interviews"; and
- Publications and visuals, including:
 - Project newsletters (in advance of or just following key public presentations)
 - The draft and final management action plan
 - The draft and final interpretive plan
 - A freestanding "executive summary" in full color, a marketing piece
 - A brief slide show or other graphic media (video, PowerPoint production) for use in further public outreach once the plan is complete
 - A Web site
 - Special events organized by subcommittees or supporting partners (e.g., seminars, lectures, expositions, festivals)
 - Speaking engagements by project leaders (committee, staff, consultants)
 - Media coverage

COST ESTIMATE AND FUNDING STRATEGY

Given the extent of interpretive planning that is possible in this region, we suggest aiming for a cash cost of \$250,000. In-kind/volunteer services are estimated at a minimum of \$100,000, including contribution of all costs for participation of county planners.

Up to \$200,000 is available from the state for management action planning, requiring a 25 percent match, or an additional \$50,000 if \$200,000 is applied for. Five percent of the grant amount must be raised from private contributors. Both counties and original private contributors for the feasibility study (Pennsylvania Dutch Convention and Visitors Bureau, York County Chamber of Commerce) have already budgeted the necessary \$20,000 and \$5,000 respectively (\$25,000 total from each county). In-kind contributions do not count in this calculation, although they could conceivably be used to match still other funds applied toward the project.

Over the long term, it will be necessary to raise funding to sustain the operations and projects of the heritage program, including projects of partners. This generally means raising a combination of public funds, from local and state sources, and private funding from foundations, corporations, nonprofit organizations, and individual donors. It may be possible to obtain local corporate support for special projects related to the program, such as sponsoring specific issues of newsletters or the executive summary.

POTENTIAL EARLY IMPLEMENTATION PROJECTS

Certain projects supported by the managing entity for the Management Action Plan are eligible under state guidelines for "early implementation" funding following institution of the planning phase (awarding of the state grant). Generally speaking, this would occur about a year after the start of management planning; a few of these projects have been identified at this point and are suggested here so that they can be considered more fully as the management planning begins. None of these represent a commitment on the part of the project at this point.

The state requires that such projects be those which will "result in a usable area, facility or product that can stand on its own merits" (with or without state heritage park designation at the end of management planning) and which will "generate significant public awareness of the overall goals of the Heritage Park effort." In addition to these benefits, such activities help to build leadership capabilities and a sense of momentum or accomplishment among the managing group as it also guides the management planning effort, which is longer term and results in few visible products. Some individuals important to the success of the overall effort prefer participating in tangible projects, while others enjoy the give-and-take dialogue and evolution of ideas involved in planning. The opportunity for early implementation projects allows a wider, more diverse number of people to become involved in the process.

Moreover, early implementation projects need not wait for the longer process to occur of putting major funding in place after the Management Action Plan concludes, for full implementation. Subject to availability of local funding, these projects may proceed more quickly than the completion of the Management Action Plan, which can help to "fill the gap" between the completion of the plan and the start of implementation, thereby maintaining and building momentum.

Grants for early implementation can be up to \$100,000, and must be matched on a dollar-for-dollar basis (often called a "50-50 match"). At least 10 percent of the grant amount must come from private contributors. Thus, a \$50,000 project would be eligible for \$25,000 of state support, and must include at least \$2,500 from private contributors, such as corporations, foundations, nonprofit organizations, or individuals. The remainder, \$22,500 is allowed to come from other government funds (some other agencies, however, do not allow their grants to match other funds from governmental agencies). Eligible grant applicants include counties, county authorities, and 501(c)(3) organizations "designated by the partners in a heritage park area to act on their behalf." Planning projects are not eligible for early implementation funding (but these and other kinds of implementation would be eligible following the completion of an approved management plan, at a more generous grant level).

Listed below are ideas for early implementation:

Publications:

- A full-color brochure on potential designation and possible themes and activities

Events:

- "Main Street" Weekend, coordinating events in participating downtowns (not necessarily those with Main Street programs) and creating a "road rally" type of event that leads people from one place to another. Walking tours, musical performances, and sales of food and crafts would be among the ideas each borough should consider, each of which reinforces the heritage development idea.
- A "Farm Visitor" Weekend, where residents and tourists are invited onto selected farms to view farming activities and purchase farm products. Towns with farmers' markets (those that are open, plus any that choose to hold a special opening that weekend) could also participate in this event, and even towns without a farmers' market might hold a one-day "farmers appreciation" event with a one-time market or festival.
- Combine the above two ideas into a week-long or long-weekend "Town and Country Days" celebration in early spring, ahead of the main tourist season. Use the event to reinforce the idea of coming back to Lancaster and York counties for other events scheduled for the rest of the year.
- A series of special day-long tours, exploring the various interpretive themes and supporting themes set forth in this study. Part of the message could be "come explore with us as we seek to understand the best ways to present these ideas to the public." Begin these tours with special lectures or seminars by entertaining speakers the night before to draw in people who cannot spend the entire day on the subject. A brochure to market this event could treat it like a subscription series, and also explain the project.
- Preservation workshops for local leaders and developers, in the City of Lancaster or other locations.

Capital investment:

- Lancaster City Discovery Center
- York County Visitor's Center at the Harley-Davidson Plant just east of the City of York
- Archeological trail development and interpretation at Chickies Rock County Park

Programs:

- Extension of Heritage Tourism Initiative developed by Lancaster County, into York County, either as an independent initiative or as an expansion of the current initiative.

Bibliography





SELECTED BIBLIOGRAPHY

PRIMARY AND SECONDARY SOURCES

History

Egle, William

1876 *History of Pennsylvania*. Dewitt, Goodrich, and Company, Harrisburg, PA.

Ellis, Franklin and Samuel Evans

1883 *History of Lancaster County, Pennsylvania*. Everts & Peck, Philadelphia, Pennsylvania. Reprinted by Lancaster County Historical Society, 1974.

Kent, Barry C.

1984 *Susquehanna's Indians. Anthropological Series No. 6*. Pennsylvania Historical and Museum Commission, Harrisburg, Pennsylvania.

Lancaster County Planning Commission

1972 *Lancaster's Heritage, A Historical Preservation Study for Lancaster County*. Lancaster County Planning Commission, Lancaster, Pennsylvania.

Schneider, David B.

1994 *Foundations in a Fertile Soil, Farming and Farm Buildings in Lancaster, Pennsylvania*. Historic Preservation Trust of Lancaster County, Lancaster, Pennsylvania.

Sheets, George R.

1991 *Made in York, A Survey of the Agricultural & Industrial Heritage of York County, Pennsylvania*. Agricultural & Industrial Museum of York County, York, Pennsylvania.

Economic Development and Tourism

Bureau of the Census

1980 *The Census*. Bureau of the Census, United States Department of Commerce. Washington, D.C.

1990 *The Census*. Bureau of the Census, United States Department of Commerce. Washington, D.C.

LOWER SUSQUEHANNA HERITAGE AREA
FEASIBILITY STUDY

Census of Agriculture

1992 *Agricultural Census for Lancaster County*. United States Department of Agriculture, Washington, D.C.

Census of Agriculture

1992 *Agricultural Census for York County*. United States Department of Agriculture, Washington, D.C.

Economic Development Company of Lancaster County

1996 *A Sourcebook on Business Success, Lancaster County, Pennsylvania*. Economic Development Company of Lancaster County, Lancaster, Pennsylvania.

Lancaster County Development Company

1995-97 *Lancaster County Development Company Annual Report(s)*. Lancaster County Development Company, Lancaster, Pennsylvania.

Lancaster County Planning Commission

1997 *Lancaster County Heritage Tourism Plan*. Lancaster County Planning Commission, Lancaster, Pennsylvania.

Shields, Martin and Keithly Jones

1997 *The Economic Impacts of Agriculture in Lancaster and York Counties*. Penn State Cooperative Extension Service, Department of Agricultural Economics and Rural Sociology, The Pennsylvania State University, State College, Pennsylvania.

York County Industrial Development Corporation

1995-97 *York County Industrial Development Corporation Annual Report(s)*. York County Industrial Development Corporation, York, Pennsylvania.

York County Planning Commission

1995 *York County Growth Trends*. York County Planning Commission, York, Pennsylvania.

Natural/Recreational Resources

Derck and Edson Associates

1989 *Master Plan, Chickies Rock County Park, Lancaster County, Pennsylvania*. Derck and Edson Associates, Lititz, Pennsylvania.

Keystone Wild! Notes

1997 Bird's-eye, IBA Program targets valuable habitats in state. *Keystone Wild! Notes*. Wild Resource Conservation Fund, Harrisburg, Pennsylvania. Fall 1997/Winter 1998, pp. 1, 8-9.

Lancaster County Conservancy

n.d. *Guide to the Nature Preserves of The Lancaster County Conservancy*. Lancaster County Conservancy, Lancaster, Pennsylvania.

Nature Conservancy

- 1990 *A Natural Areas Inventory of Lancaster County, Pennsylvania.* Pennsylvania Science Office, Nature Conservancy, Middletown, Pennsylvania.

Nature Conservancy

- 1996 *York County Natural Areas Inventory of York County, Pennsylvania.* Pennsylvania Science Office, Nature Conservancy, Middletown, Pennsylvania.

RETTEW Associates, Inc.

- 1992 *Lancaster County Regional Open Space Plan.* RETTEW Associates, Inc., Lancaster, Pennsylvania.

Unknown

- 1994 *The Lower Susquehanna Heritage Greenway Resource Report.* Towson State University.

Cultural Resources

City of Lancaster, Department of Housing and Community Development

- 1995 *The Historic City of Lancaster, A Report on its Historic Resources,* edited by David B. Schneider. Historic Preservation Trust, Lancaster, Pennsylvania.

Historic Preservation Trust of Lancaster County

- 1985 *Our Present Past, An Update of Lancaster's Heritage.* Historic Preservation Trust of Lancaster County, Lancaster, PA.

Lancaster County Planning Commission

- n.d. *Significant Themes Identified by National Register Printout for Lancaster County, Pennsylvania.* Lancaster Planning Commission, Lancaster, Pennsylvania.

Lancaster County Planning Commission

- 1995 *Lancaster County Historic Transportation Cultural Resource Study.* Lancaster County Planning Commission, Lancaster, Pennsylvania.

Pennsylvania Historical & Museum Commission

- n.d. *National Register Individual Properties and Historic Districts in Pennsylvania.* Pennsylvania Historical & Museum Commission, Bureau for Historic Preservation, Harrisburg, Pennsylvania.

Pennsylvania Historical & Museum Commission

- 1997 *National Register/Listed and Eligible Properties in PA, York County.* Pennsylvania Historical & Museum Commission, Bureau of Historic Preservation, York County, PA.

Shank, William H.

- 1991 *The Amazing Pennsylvania Canals.* American Canal and Transportation Center, York, Pennsylvania.

York County Planning Commission

1975 *York County: A Window on the Past, A Topical Study of Historic Sites in York County.* York County Planning Commission, York, Pennsylvania.

York County Planning Commission

n.d. *Historic Districts, York County, Pennsylvania.* York County Planning Commission, York, Pennsylvania.

Growth Management

Lancaster County Planning Commission

1997 *Lancaster County Comprehensive Plan, Growth Management Plan.* Lancaster County Planning Commission, Lancaster, Pennsylvania.

Lancaster County Planning Commission

1995 *Lancaster County Comprehensive Plan, Policy Plan.* Lancaster County Planning Commission, Lancaster, Pennsylvania.

Wrightsville Borough Planning Commission

n.d. *Wrightsville Borough Comprehensive Plan.* Wrightsville Borough Planning Commission, Wrightsville Borough, (York County) Pennsylvania.

York County Planning Commission

1997 *York County Growth Management Plan.* York County Planning Commission, York, Pennsylvania.

York County Planning Commission

1995 *York County Community Facilities.* York County Planning Commission, York, Pennsylvania.

INDIVIDUALS CONTACTED

Ginny Abendschein, Columbia Downtown Development Corp.

Mark Arbogast, Pennsylvania Power & Light

John Ahlfeld, Lancaster Inter-Municipal Committee

Sam Allen, Bube's Brewery

Karen Arnold, Historic York

Tom Baldrige, Lancaster Campaign

Dr. Beam, Millersville University German Department

Gerry Book, Lancaster County Bird Club

Lisa Boyd, Strasburg Historical Review Board

Virginia Brady, Pequea Township Supervisors

Thomas Brant, York County Department of Parks and Recreation

Sandra Butt, Hanover Area Chamber of Commerce

Randy Campbell, York County Industrial Development Corp.

Dr. Carballo, Millersville University, Latin American Studies

David Carver, Industrial Development Corporation

Joan Clippinger, York Agricultural and Industrial Museum

Lee Creyer, PA Fish and Boat Commission

Don Crownover, Student Historians of Pennsylvania
Felicia Dell, York County Planning Commission
Mike Domin, Lancaster County Planning Commission
Thomas Donley, York County Chamber of Commerce
J. Reed Dunn, York County Planning Commission
Heather Edris, York County Industrial Development Corp.
Carole Epler, Lancaster City Planning Office
Allan Erselius, Pennsylvania Dutch Convention and Visitors Bureau
Timothy Essig, Landis Valley Museum
Dr. June Evans, Millersville University
Carol Faill, Rothman Gallery
Patrick Foltz, Historical Society of York
Kim Fourtney, Lancaster County Heritage Center
Amy Frakas, Elizabethtown Main Street Program
Bob Gingerich, Museum Council
Joe Glass, Millersville University
Ed Goodhart, Lancaster County Supervisors Association
Al Granger, Manor Township Planning Commission
Randy Harris, Lancaster County Historic Preservation Trust
Mindy Higgins, Historic York
Ken Hoak, Conestoga Area Historical Society
Jack Hubley, Lancaster Sunday News
Paula Jackson, Lancaster City Planning Office
John Jarvis, The Hourglass Group
Jeri Jones, York County Parks and Recreation Department
Marshall Kaiser, Safe Harbor Water Power Corp.
Funmi Kennedy, Bethel AME Church Lancaster City
Diana Kerr, PA Department of Economic and Community Development
Marie Killian, North Museum
Tammy Klunk, York County Parks
Carol Lee, Pennsylvania Historical and Museum Commission
Michel Lefevre, Pennsylvania Historical and Museum Commission
Don Lehman, Historic Wrightsville
Gary Lehman, Conservation Society of York
Gerald Letz, Strasburg News
Gwen Loose, York Rail-Trail Authority
Jack Loose, Lancaster County Historical Society
Sam Loth, Lancaster Business Improvement District
Julie McNamara, Susquehanna Valley Chamber of Commerce
Ed Melhorn, York Fair Board
Eric Menzer, York County Office of Economic Development
John Mikowychok, Lancaster County Department of Parks and Recreation
Alan Musselman, Land and Community Conservation Services
David Nikloff, Economic Development Company of Lancaster
Elaine Savucas, Hempfield High School
Elizabeth M. Schaefer, Wright's Ferry Mansion
Susan Shearer, Preservation Pennsylvania
Ginger Shelly, Lancaster County Historical Society

LOWER SUSQUEHANNA HERITAGE AREA
FEASIBILITY STUDY

Martin Shields, Penn State University
Mike Showalter, Ephrata Cloister
Adele Siebold, Main Street York
Al Spiese, Audobon Society
Chotty Sprengle, Octoraro Watershed Association
Scott Standish, Lancaster County Planning Commission
Nora Stark, The Bank Museum
Phyllis Stellfox, Lancaster County Planning Commission
Andrew Stern, Springettsbury Township Office
Connie Stuckert, Landis Valley Museum
Steve Sylvester, Franklin and Marshall College
John Symonds, Lancaster County Conservancy
William Trout, American Canal Society
Kip Van Blarcom, Lancaster County Planning Commission
Dr. Steven Warfel, Pennsylvania State Museum
Barb Warren, Ulendo Environmental Education Center
Karen Weibel, Citizens for Responsible Growth
Bonnie Wilkinson, Pennsylvania Historical and Museum Commission
Dan Witmer, Lancaster Chamber of Commerce
Andrew Wyatt, Pennsylvania Historical and Museum Commission