




# Lancaster-York Heritage Region Management Action Plan

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Prepared for the

Lancaster-York Heritage Region Steering Committee

June 2001

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# Introduction

## What is a Heritage Area?

A heritage area is both a place and a concept. Physically, heritage areas are regions with concentrations of important historic, cultural, natural, and recreational resources. These are places known for their unique culture and identity, as well as being good places to live and visit. As a concept, a heritage area combines resource conservation and education with economic development, typically in the form of tourism. In partnership with landowners, local governments, and state and federal agencies, communities across the country have developed heritage areas with the goal of creating more livable and economically vital regions.

## The Pennsylvania State Heritage Parks Program

In 1989 the Commonwealth of Pennsylvania created the Heritage Parks Program to promote regional conservation and appreciation for the state's heritage resources, and to facilitate economic development, primarily through tourism. Administered by the Department of Conservation and Natural Resources, there are currently nine state designated heritage regions, which annually receive technical assistance and funding to carry out their projects and programs.

## About the Plan

At the request of the York and Lancaster County Boards of Commissioners, the York and Lancaster Planning Commissions took on this joint effort to prepare the management action plan. Assistance was provided through a matching grant from the Pennsylvania Heritage Parks Program, with financial support from the two counties, York Chamber of Commerce, and York and Pennsylvania Dutch Convention and Visitors Bureaus. Through the development of this plan Lancaster and York Counties are seeking designation as a State Heritage Area. Both counties pledged substantial staff support for this project. A team of professional planners, designers, historians and economists, led by Mary Means & Associates, was hired to develop the plan. The consulting team was guided by a steering committee of community leaders who served as a sounding board throughout the plan's preparation.

It should be noted that since completion of the feasibility study, the name of the proposed state heritage area has been changed from the Lower Susquehanna Heritage Area to the Lancaster-York Heritage Region. The Susquehanna River remains an important linking and defining element. However, in evaluating how the name would be used and perceived by the public over the long term, it was determined that the "Lancaster-York" name was more appropriate for the following reasons: an exceptionally strong brand identity that is already familiar to people from far away; avoids confusion with the Lower Susquehanna Heritage Greenway in Maryland; and, it is easy to spell (e.g., when searching for information on the internet).





# Significance of the Lancaster-York Region

The Lancaster-York Heritage Region dramatically illustrates Pennsylvania's long and distinguished role in the development of the United States, the practice of long-held religious beliefs and cultural traditions, and the innovative spirit that has helped the U.S. retain its role as a world leader.

The popular cultural identity of the region—and Lancaster particularly—is strongly associated with the Plain People, more commonly known as the Old Order Amish and Mennonite communities. The Amish originally settled in Lancaster in the early 1700s after fleeing religious persecution in Europe, mainly Switzerland, Germany and the Netherlands. Today, Lancaster is home to North America's oldest and most densely populated Amish settlement, although it is no longer the largest settlement. They are now extinct in their European homeland. Their aversion to "modern conveniences" and the ability to continue their traditional ways in the face of tremendous external change and pressure has piqued national and international interest.

The Amish were not the only people to settle here. Indeed, the region is a striking example of Penn's doctrine of religious freedom, upon which the colony was originally founded. Attracted by the prospect of a life without religious persecution, European immigrants—English, Irish, Germans, Scots—eagerly settled in the region, bringing with them an assortment of faiths including Catholicism, Judaism, and a medley of Protestant sects including Pietists, Mennonites, Moravians, Lutherans, Huguenots, Dunkers, and Schwenkfelders. Penn's rejection of military conscription and successful peacemaking efforts further enhanced the appeal of the region to war-weary immigrants. By the time of the American Revolution Pennsylvania had grown to one of the largest colonies and since its settlement has been a highly cosmopolitan community. Some have called this region the first American melting pot. At one time the edge of the North American frontier, it was also a major outpost for those who would seek their fortune out west.

The promise of freedom extended beyond religion to the African-American men and women fleeing slavery. The predominance of people who opposed slavery and its

proximity to the Mason-Dixon Line helped to make this region an active part of the national network known as the Underground Railroad. Due to the clandestine nature of the Underground Railroad, it is not surprising that there is little physical evidence of the region's role, yet personal accounts passed on through generations and continuing research reveal the important role of the Lancaster-York region in this story.

Agricultural heritage is among the most distinct aspects of the Lancaster-York region. For centuries the region's farmland has served as the breadbasket to the East, and the intricate and colorful patchwork quilt of cropland is a defining physical characteristic of this region. The region's agricultural heritage is also the backbone of the state's economy. From subsistence farming by Native Americans, to traditional cultivation by members of the Plain Sect, to modern food production techniques, there are rich and varied stories about agriculture's past, present and future. Lancaster is widely touted as the "most productive non-irrigated farmland in the United States." York is distinguished by its many food processing and packaging plants that flourished after World War II and resulted in York being given the title of the U.S. snack food capital. Innovative local companies



***From subsistence farming, to traditional cultivation, to modern food production techniques, there are rich and varied stories about the past, present and future of agriculture in the region.***

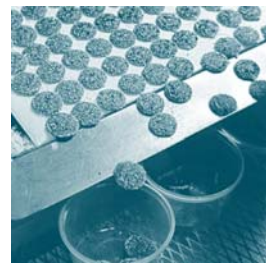
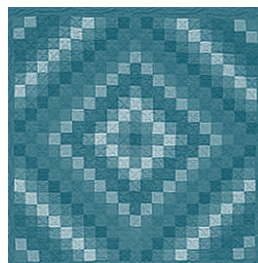
helped to diversify the agricultural industry well beyond the county boundaries. For example, beginning in the late 1800s York International led the development and manufacture of commercial ice making machinery that helped to make food transport over long distances possible. The diversity of the agricultural economy has helped the region withstand economic downturns that have devastated other communities, especially those built on “dirty industries” such as coal and steel.

The important role played by local manufacturers extends well-beyond agri-business. For centuries the region has been a center for a large and highly diverse collection of manufacturing businesses—local and international, small and large, new and old. During World War II, the concentration and diversity of the manufacturing plants combined with the strong sense of civic duty to prompt York’s leaders to develop a plan to shift from domestic to wartime production. Dubbed “The York Plan,” it sought to use every available person and machine day and night to design, engineer and manufacture the parts and products necessary for the war effort. A source of great pride to York’s residents, President Roosevelt reportedly sent his advisors to learn

about the plan, which became a national model that was widely copied by communities across the United States. This tradition of design, production and innovation continues. Some examples of the goods currently produced in the region are: motorcycles, barbells, coffins, paper, pottery, tanks, furniture, wallpaper, violins, tapestries, dental prosthetics, hydraulic turbines, and cigars.

Natural resources are also a significant part of the region’s heritage, and the Susquehanna River and adjacent lands are an outstanding local, regional and national natural and recreational resource. Wildflower glens, migratory bird resting sites, remnants of old-growth forest, complex geological features, archaeological resources associated with pre-historic Native-American sites, and remnants of a once flourishing iron industry are some of the resources found along the river. Portions of this are nationally recognized for ecological diversity and scenic quality: a portion of the north branch of the Susquehanna River is a designated American Heritage River; Kelley’s Run Hiking Trail along a Susquehanna tributary is a National Recreation Trail; Ferncliff National Natural Landmark known for abundant wildflowers; and the Susquehanna Piedmont Gorge (the portion of the Susquehanna River that extends from Columbia to Fishing Creek) was deemed worthy of designation as a National Natural Landmark.

The region’s unique combination of geography, environment, and people created a place rich in heritage. However, the aforementioned heritage resources are just a glimpse of what can be found here. Clearly, the national and state significance of the Lancaster-York region is exceptional. Moreover, within the context of the industrial theme put forth by the Pennsylvania Heritage Parks Program, the Lancaster-York Heritage Region is home to an outstanding array of heritage resources and is particularly strong in the categories of agriculture, and machine and foundry.







# Issues and Trends: Understanding the Context

## Why create a heritage area in York and Lancaster Counties?

Residents of York and Lancaster counties are concerned about their quality of life. People have talked about protecting farmland, preserving open spaces and natural areas, revitalizing town centers, connecting younger folks with the history and culture of their ancestors, and diversifying the tourism industry. Community leaders recognized that the Pennsylvania Heritage Parks Program presented an untapped opportunity to participate in a program that has helped communities:

- ◆ Conserve and celebrate heritage resources.
- ◆ Develop a sense of “community pride” in local natural, cultural and historical assets.
- ◆ Ensure that tourism development efforts are compatible with community interests.
- ◆ Provide a platform for cooperation among diverse interests.
- ◆ Attract substantial resources in the form of financial assistance and technical expertise that would otherwise not be available.

Together, York and Lancaster Counties, led by the County Planning Commissions, undertook a feasibility study in 1998 to determine whether this region had the resources and community will to become a state heritage area. Completed in 1999, the study affirmed that the region’s notable history and heritage resources, coupled with strong local leadership interest, make this region an ideal place to implement the heritage area concept.

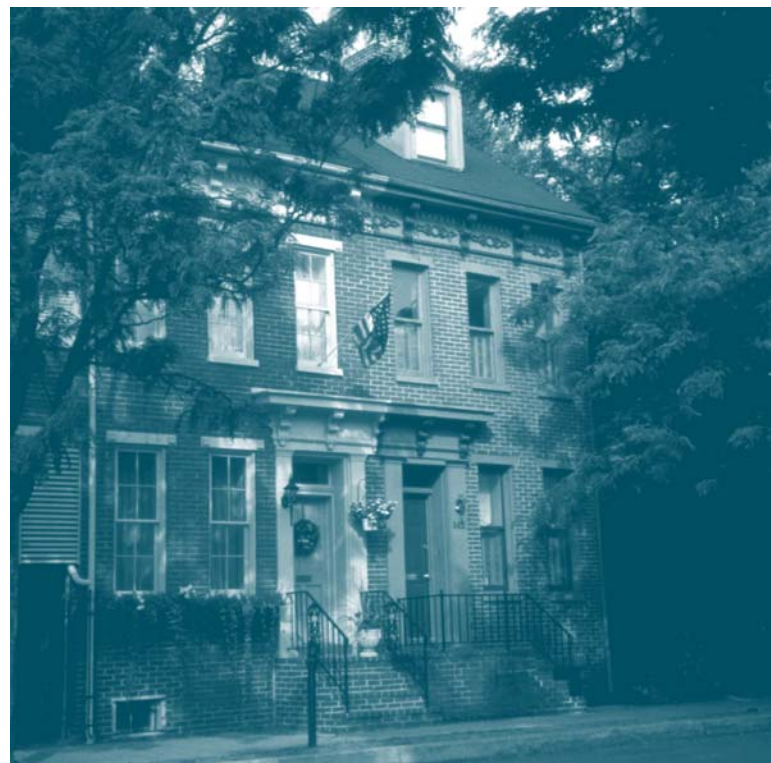
The feasibility study provided an extensive catalogue of heritage resources within the two counties and confirmed the richness and diversity of stories and sites within the region. The next step was to prepare a management plan for the proposed heritage area, and to assess the patterns of these resources, determine where opportunities and weaknesses lie, and to develop a strategic course of action for implementing a bi-county

heritage area. The assessment revealed the following key strengths that influenced the management planning process.

- ◆ Outstanding quality of the heritage resources and stories.
- ◆ Increasing community alignment around quality of life issues, particularly efforts to preserve farmland and manage growth.
- ◆ Energized civic leadership actively pursuing city revitalization in York and Lancaster Cities.

There are, however, several challenges:

- ◆ Increasing erosion of the community’s identity, residents’ sense of place, and threats to what has been a high quality of life for decades.
- ◆ Threatened heritage resources. More and more as one traverses the region one sees signs of decaying and partially demolished historic buildings, and farms giving way to sprawl. Furthermore, younger generations and newcomers to the region are often not aware of the region’s history or cultural traditions. The result is the lack of a shared history and understanding of community values, which



often results in conflicts over land use and other public decisions.

- ◆ Tourism industries facing challenges. The challenges are particularly acute in Lancaster County where studies and anecdotal evidence suggest that sectors of the tourism industry is in decline. In contrast, there is a fledgling tourism industry in York.
- ◆ Little experience with regional cooperation. The river has served more as a dividing line, and while there has been no animosity, there has been little reason to work together heretofore.
- ◆ History of relative prosperity. Unlike many other heritage regions in Pennsylvania, the diversity of the Lancaster-York regional economy has helped it avoid the dramatic economic downturns that occurred in the steel and coal regions, for example, following the decline of these heavy industries. Furthermore, in Lancaster there is a long tradition of tourism. As a result, regional leaders have focused more attention toward conserving the “sense of place” and quality of life issues, rather than on utilizing heritage strategically as an economic development tool. This is reflected in the interest in focusing on interpretation, which emerged during the feasibility study and was confirmed early in the management planning process.

## The Planning Process

Over a sixteen month period, the steering committee and its consultants worked to develop a strategic direction for the heritage area, determine how the heritage area will be managed, and set priorities for early projects. Community engagement was an important part of the planning process. As the plan developed, the consulting team conducted a large number of interviews, held numerous meetings with people from a wide range of interests, and facilitated two public workshops. In addition, the team toured the counties, visited the numerous heritage sites and attractions, and reviewed existing documentation relevant to the heritage area.

### Community Engagement

#### Spring 2000

- ◆ Newsletter 1
- ◆ Web Site
- ◆ One-on-one interviews
- ◆ Affinity group meetings

#### Fall 2000

- ◆ Newsletter 2
- ◆ Community Briefings

#### Winter 2000-01

- ◆ Newsletter 3
- ◆ Partners Briefings
- ◆ Public Workshops

#### Spring 2001

- ◆ Partners Briefings

Three alternatives were developed during the course of preparing the management plan. Typically, plan alternatives are developed on a scale of interests, for example a green/conservation alternative is compared to pro-development alternative. However, it quickly became clear that a successful Lancaster-York heritage area would require a balance between all the facets of heritage development—resource conservation, economic development, education, recreation, and capacity building. Instead, three alternatives were evaluated on the basis of two factors: the amount of resources available, and the amount of community will (degree of political leadership and motivation, organizational collaboration) available to implement the action plan.



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## The Alternatives

The purpose of developing alternatives was to:

- ◆ Explore the range of ideas, concerns, and issues in order to determine the “fit” with other community efforts.
- ◆ Stimulate discussion about the potential to catalyze or enhance other community efforts.
- ◆ Assess the feasibility of implementation.
- ◆ Help build a plan that will work in York and Lancaster Counties.

The three alternatives were:

- ◆ No Action—no participation in state program, low community will, little funding, present trends continue.
- ◆ “Low Octane”—moderate community will, modest funding.
- ◆ “High Octane”—high community will, substantial funding.

After discussions with the steering committee and influential community leaders, it became clear that the interest was sufficient to pursue an aggressive, high-octane approach to the heritage area. It is this ambitious approach that is described herein, and seeks to create a set of action strategies that are pragmatic, achievable, embraced by the community and its leaders, and tailored to meet the needs of the region.

# Understanding the Resources



The region's heritage resources—their diversity, breadth and quality—are the core of the heritage area. This section serves to highlight some of the most significant resources within the Lancaster-York region in order to demonstrate the depth and breadth that exists.

## Historical & Cultural Resources

The history of this region is rich and varied, and is synthesized and explored in greater detail in the section on interpretation. Among the most significant stories are those involving:

- ◆ The pursuit of religious freedom, exemplified by the settlements of William Penn, and the Amish, Mennonites and Moravians.
- ◆ Agriculture and the role of 'breadbasket of the Colonies,' with a tradition of farming and food processing.
- ◆ Manufacturing and innovation—textiles, air conditioning, coffins, wire mesh, wallpaper, motorcycles, paper...the list (and the innovation) goes on and on.



The cultural resources—the people, art, crafts, buildings, landscapes, and artifacts of the region—are outstanding. The cities and small towns that dot the landscape are the interesting and charming repositories of regional culture. A small sampling of Hanover, Lititz, Spring Grove, and Columbia reveals the unique flavor of community life that one can experience traveling through this area. And the concise pattern of town and countryside is the realization of idealized small town life. The cultural traditions of the immigrants, past and present, place Pennsylvania Dutch side by side with Asian and Hispanic communities. Cultural institutions are plentiful and several stand out, such as the York Museum of Industry & Agriculture, Landis Valley Museum, Ephrata Cloister, Pennsylvania Railroad Museum, Lancaster Historical Society, Fulton Opera House, and the National Watch & Clock Museum.

Lancaster draws visitors in part because of the evocative images of bucolic rural landscapes. The scenery includes both the landscape (the distinctive patchwork quilt of fields) and the cultural symbols (wash hanging on the line, hand painted signs advertising produce for sale). While York also exhibits an agricultural landscape, the vestiges of an industrial heritage are more evident in comparison to Lancaster. York's factory buildings, iron furnaces, and rail lines testify to the hard-working spirit of the region. Many of the small towns and the natural areas along the Susquehanna River are also exceptionally scenic.

## Natural, Recreational & Scenic Resources

The Lower Susquehanna River and its surrounding lands comprises an outstanding and under-appreciated resource, both locally and regionally. The ecological, recreational, and scenic qualities of this natural resource make it one of the most distinctive and noteworthy features of the Lancaster-York region, and indeed the state. The river gorge on the far southern end of the heritage area is especially beautiful. Notable natural sites along the river include the Conejohela Flats Bird Habitat, two wildflower preserves (Shenks Ferry Glen and Ferncliff), and three nature preserves (Tucquan Glen/Pfyfer, Wissler Run, and Fishing Creek).

A myriad of state, county and local parks provide opportunities for recreation and experiencing nature. Most notable of these are the four state parks (Codorus, Gifford Pinchot, and Sam Lewis in York County, and Susquehannock in Lancaster) and the county parks (Chickies Rock and Central in Lancaster County, and Kain in York County). Both counties operate environmental education centers at Central and Nixon parks.

## Transportation & Other Physical Linkages

Transportation is ingrained in the history and infrastructure of this region. From the early years of westward migration to modern highway arterials, transportation by way of foot, horse, wagon, boat, and car have made their mark on the landscape. The Conestoga Wagon, invented locally during the early 1700s, was among the earliest transportation innovations in the region. Used to carry freight, it was the most common mode of transporting commercial goods in the U.S. prior to the expansion of the railroad. A later iteration, called the prairie schooner, became a widely used form of transport for pioneers traveling west.

As with the rest of the United States, the railroads played an important role in regional transportation during the 19<sup>th</sup> Century, particularly in the transport of agriculture-related goods. Although passenger rail service is quite modest now, the Railroad Museum of Pennsylvania (a Pennsylvania Historical & Museum Commission site) in Lancaster County preserves and interprets railroads.

Engineering advancements and the damming of the Lower Susquehanna River have resulted in a modern transportation system that is dominated by highways. Today the primary arteries are the north-south I-83, east-west state Route 30, and the heavily traveled Pennsylvania Turnpike, which traverses the northern part of the Lancaster-York Heritage Region.

While there are several local commercial airports, the largest being the Lancaster regional airport, travelers arriving by plane most frequently land at the international airports located in Philadelphia and Baltimore.

The Lancaster-York region has several excellent trails including the York Heritage Rail-Trail, which extends from Downtown York to the Maryland border and draws cyclists from the region and beyond. Other well-known trails in the region include the Conestoga Recreation Trail in Lancaster County, and the Horseshoe Trail, which connects to the Appalachian Trail.

## Visitor Resources

Tourists visiting the Lancaster York Heritage Region experience a loosely organized system consisting of attractions, events, hospitality providers and information sources.

**ATTRACTIONS** consist of things to see and do which motivate a trip or fill time during a visit, whether operated by the public sector, a not-for-profit institution, or a business enterprise. Heritage-oriented resources reinforce themes exploring and celebrating the region's history, cultural and landscape. Some attractions, such as an attractive downtown, represent an amalgam of individual hospitality enterprises distinguished by their character or location which may (or may not) work in concert to provide a coherent visitor experience; often



proxy or membership groups (like Chambers and CVBs) take on this role.

Attractions in the Lancaster York Heritage Region serve visitors with a variety of interests and sensibilities. The attractions grouped together under the “Watch it Made in York County, PA” banner are consistent with the themes identified in this plan. Just a few of the many, many things to see and do in the Heritage Region include:

- ◆ Harley-Davidson, Pfaltzgraff and other factory tours
- ◆ Agricultural & Industrial Museum of York County
- ◆ York County Colonial Courthouse
- ◆ Downtown York, with its murals and restored buildings
- ◆ Heritage Rail Trail
- ◆ Historical Society of York County
- ◆ The Railroad Museum of Pennsylvania
- ◆ Wilbur Chocolate Candy Americana Museum
- ◆ Lititz Museum
- ◆ Charles Demuth House
- ◆ Fulton Opera House
- ◆ Landis Valley Museum

**SPECIAL EVENTS AND FESTIVALS** are scheduled periodic activities. Some represent present-day manifestations of traditional local life, such as annual agricultural fairs or weekly farmers’ markets. Others are staged to replicate historic times or events, including Civil War reenactment. A third category encompasses programmed events (jazz festivals and events featuring artisans’ wares) which may draw on historical or cultural antecedents ranging from harvest time to railroad days and include some interpretation of the applicable time period, ethnicity or industry being celebrated. Festivals and events of note in the heritage region include the Quilter’s Heritage Celebration, Charter Day at the Ephrata Cloister, the Olde York Street Fair, and the Riverwalk Arts Festival. Both York and Lancaster offer public market experiences.



**HOSPITALITY PROVIDERS** offer tourists lodging, dining and shopping opportunities. Heritage-oriented hospitality providers offer these services in a historically authentic setting or style. The Yorktowne Hotel and the Inns at Doneckers, along with over fifty B&Bs operating in the Heritage Region, exemplify this concept. Retailers scattered throughout Lancaster and York, including those operating in places like Bird-in-Hand, offer locally-manufactured crafts and food items and/or occupy an historic building abound.

**INFORMATION SOURCES** help tourists choose their destination, identify attractions and hospitality providers, and address logistical issues. Contact often begins before the visit and represents the first opportunity to solidify prospective visitors’ impressions and reinforce brand identity. Information sources range from tour operators to visitor centers to brochure racks and web sites. It also includes guidebooks and other materials provided to enliven a visit and enhance understanding of the region, including maps, driving tour pamphlets and signage. Formal visitor information centers include those operating along Route 30 in both York and Lancaster counties and existing and proposed facilities in several central business districts. Moreover, the Commonwealth of Pennsylvania operates a welcome

center on Interstate 83 in Shrewsbury and provides information through its website and toll free numbers.

Often aspects of the tourism experience encompass more than one of the aforementioned categories: a ghost tour led by a costumed interpreter or a B&B located in a home once owned by an eminent individual.

The Lancaster York Heritage Region offers abundant tourism resources to entice and satisfy visitors. On the east side of the river, Lancaster County markets heritage resources per se under the Lancaster County Heritage umbrella, entitling recipients who document evidence of meeting proscribed “Authenticity Guidelines” to use the organization’s quilt motif as part of their promotion materials.

## Caring for the Resources: Stewardship & Public Policy

It is clear that there are exceptional heritage resources in the Lancaster-York Heritage Region, but it begs the question of what is being done to ensure their continuation via preservation and conservation. Rapid growth and suburbanization have resulted in loss of farmland and open space, and disinvestment in the city centers. However, steps are being taken in the public and private sectors to slow and even reverse this trend.

### Land Conservation

Within the Commonwealth, York and Lancaster are considered among the most progressive counties, particularly with regard to farmland conservation. The County Planning Commissions have adopted comprehensive plans that seek to manage the rapid growth that is transforming once rural landscapes to suburban development. Both counties have comprehensive land use plans and urban growth boundaries in place. Lancaster County has encouraged local planning by offering to fund 100 percent of the costs associated with preparing a comprehensive plan involving at least two townships. In York, Community Development Block Grants have been given to localities to undertake community planning projects.

Farmland preservation is a top priority of land use planning efforts. In York County, 15 of 35 townships



have some form of agricultural preservation zoning. In Lancaster County, 32 of 41 townships have zoning regulations in place that seek to protect farmland from sprawl. Furthermore, there are local conservation groups working directly on agricultural and natural lands preservation through education, negotiating easements, and fee simple purchases.

### Historic Preservation Programs & Ordinances

Despite impressive appearances of architectural survival, few of the communities in the heritage region have much in the way of any formal, legal protection of historic architecture or other historic resources. Thus, there is a substantial opportunity for the heritage area to explore ways to educate and demonstrate to communities the benefits of preservation.

The City of York and the Borough of Lititz lead the way in programs and ordinances. York has a central city Local Historic District that corresponds with a National Register (NR) District, and there have been many dozens of Historic Income Tax Credit projects in York as a result over the past two decades. Lititz has the distinction of

being one of the earliest communities to establish a local historic district in Pennsylvania, c. 1937, with a review board. In addition, there are Main Street programs operating in the City of York, Hanover, and Elizabethtown.

## Lancaster County Regulations & Incentives

Other local historic districts that rely on Historic Architectural Review Boards (HARB) or review commissions in the region include the City of Lancaster, Strasburg and Manheim Boroughs, and Lititz. The Lancaster HARBs cover approximately 1,000 buildings in the central residential areas and there is a 1999-established Historic Overlay District with a Review Commission that reviews new construction and demolition, which covers roughly 15,000 buildings.

Communities that do not currently have local historic districts, but clearly would be eligible include: Columbia Borough, Marietta Borough, Washington Borough, Manor Township (especially the central area along Central Manor and Letort Roads), East and West Donegal Townships, Christiana Borough, Ephrata Borough, Ephrata Township, Strasburg Township, Lampeter (village), and Maytown (village).

Communities that are working on some form of local review include: Columbia (now a National Register District, but not a local historic district), and Mount Joy and East Petersburg (both conducting historic sites inventories).

## York County Regulations & Incentives

Several boroughs and towns in York County have National Register Historic Districts, including: Hanover, Railroad, Red Lion, Shrewsbury, Spring Grove, Wellsville, and Wrightsville. Two communities in York have demolition permit requirements—York City and Springettsbury Township.

The City of York also has a CDBG-funded façade improvement/façade easement grant program, which provides up to \$ 10,000 to property owners for locally-certified rehabilitation work and secures a façade easement owned by Historic York, Inc. Approximately 20-30 of these have been accomplished over the past fifteen years. There is no comparable program anywhere else in the region, though there is interest in this in the City of Lancaster.

## Civic Leadership

This region is blessed with a strong base of civic leadership, rooted in the presence of many locally-owned companies and businesses whose leaders are active in community affairs. Several generations of families have been prominent in civic life through such active vehicles as Better York and the Lancaster Campaign. Moreover, a long tradition of philanthropy has supported many worthy civic initiatives. Community foundations in both counties are growing as these traditions continue.

Government in Lancaster and York Counties is seen as progressive and effective. Both have adopted thoughtful comprehensive plans and have implemented innovative measures to guide development wisely. There is a tradition of cooperation between the civic and business leadership and local government.

In the many towns and townships that comprise this region, churches remain strong fixtures in community life, reflecting cultural origins. With a checkerboard of municipalities, local government is close to most residents, yet a long-standing suspicion of government can sometimes inhibit land use planning dialogue. In several municipalities and townships, however, local governments have strongly supported revitalization agendas or growth management initiatives.







# Vision, Goals & Strategies

Heritage areas often inspire action through a common vision. Much discussion and brainstorming throughout the planning process for the Lancaster-York Heritage Region has led to a strong vision that has resonated with residents and civic leaders. It is written in the voice of a journalist describing it from a position in the future, about twenty years from now.

## A Vision for the Heritage Area: Looking Ahead to the Year 2020

The Lancaster-York Heritage Region is characterized by compact towns set in a countryside of verdant agriculture and open lands. From the cities of Lancaster and York, through small towns like Ephrata, Hanover, and Red Lion, to even smaller villages like New Freedom, Marietta, and Wrightsville, this area has experienced three hundred years of change. Unlike many other parts of the country, here the patterns of development have avoided the generic sprawl that has robbed many other places of their distinctiveness. Here, people still enjoy strong ties to community life and activities tend to focus around town-centered institutions like churches, farm markets, and Main Streets. Buildings from the towns' earliest days sit cheek-by-jowl with those from the next generation. Even most modern additions fit the scale and character of their neighbors.

Feelings of regional pride and ownership run deep. Farmers appreciate the cities and towns; business and civic leaders in the towns readily speak of the important defining presence of the region's beautiful and productive agricultural countryside. During the last two decades, most of the towns and townships have confirmed these values through strong public policies. And, active land trusts and conservation groups are important partners.

This area has been a corridor of movement and opportunity since the 18<sup>th</sup> Century. The people of the Lower Susquehanna descend from immigrants who sought freedom to pursue their own ambitions and beliefs, who came here, set down roots and formed communities that retain their own cultural distinctions even today. Germans have predominated in numbers, giving the area its association with "Pennsylvania

Dutch" ways. Other groups include settlements of Scots Irish, English Quakers, Welsh, and African Americans have been a part of both York and Lancaster Counties since the 18<sup>th</sup> Century. Today's new arrivals are Asian and Hispanic – or immigrants from suburban Baltimore or Philadelphia. During the last twenty years, the tensions between 'natives' and 'newcomers' between whites and non-whites have lessened as we all share in the economic opportunities here.

This area has nearly always been prosperous. Our rich soils and hard work have made us the breadbasket of the Atlantic Coast. Our ingenuity and practicality spawned business, manufacturing and industry. Our skepticism of government and centralized power has been balanced by a strong sense of community spirit and voluntarism. Civic leadership is evident in our revitalized town centers, our long history of land stewardship, and our strong commitment to education and the arts.

A river runs through us—the Susquehanna. Native Americans traveled it freely, but to settlers, it was a barrier to trade and movement. Long after it was crossed with bridges, railroads, and turnpikes, the river's influence as a cultural dividing line remains. There has never been real conflict between the two counties, but Lancastrians identify with the east and Philadelphia; York residents tend to look south to Baltimore.

Not until the Lancaster-York Heritage Region had there been a compelling reason to 'bridge' the river and work together. Through the heritage area we gained insights into the ways in which we are united through shared threads of heritage. As we explored how to better present our stories and our heritage to visitors (an important element in the region's economy), we became intrigued at what we were learning about ourselves. Our interpretive framework enabled us to think about ourselves differently – and to present our stories in ways that engage visitors and enable residents to understand some of the contradictions that are part of living here.

Programming for some of these themes was relatively easy, others took longer to develop. Today, we have

become a national model for heritage and cultural programming. Potential visitors know the Lancaster-York Heritage Region is one place where history truly comes alive – in our museums, on our streets and trails, throughout the countryside we are famous for. At the orientation centers, a lively audio-visual production gives the big picture and outlines the key story threads. It piques the visitors’ interest and moves them to find their way to the places where the stories and experiences continue. Many of our museums and historic sites have re-framed how they present themselves, working from the plan’s key interpretive themes. And, visitation has changed dramatically: people are coming more often and staying longer, exploring the well-packaged itineraries that draw them all over the heritage area.

We were the first in the nation to install the new hi-tech ‘voices of the landscape’ system. It is now available throughout the entire heritage area and provides visitors (residents, too!) with a unique way to get to know us, our ways and our culture. Building from the interpretive framework, dozens of audio programs are available instantly to drivers, cyclists or walkers. ‘Voices’ lets anyone who has one of the attractive driving and cycling maps of the heritage area find their way. Listeners hear our voices, stories, music, sounds – you can even ‘eavesdrop’ on important historic events. The quality and freshness of “Voices” has brought national media attention, and has been a big factor in how our tourism marketing programs have freshened the region’s ‘brand identity.’

Lancaster’s new conference center and hotel were the catalysts for dramatic town center revitalization, which has now spread for blocks in every direction. The Heritage Center’s expanded exhibits provide orientation to the region and to Lancaster County’s uniquely Pennsylvania German character. Just beyond the town center, reinvestment in housing has strengthened neighborhoods that are walking distance from offices, shops and thriving farmers markets; improved gateways make it more logical and pleasant to find your way downtown.

York is also more vibrant. A decade ago, few would have believed it would someday rival Lancaster County as a

heritage tourism magnet. But the leadership of the York Heritage Trust and Better York have made a dramatic difference. The Rail-Trail’s expansion, the opening of the new Quest for Freedom experience at the Old County Courthouse, the exciting ‘new’ attraction of the Industrial & Agriculture Museum, coupled with a dynamic downtown marketing and management program have really brought the town center to life. Like Lancaster, housing renovation has led to revitalized neighborhoods surrounding the downtown core.

Perhaps most exciting of all is the emerging focus on the Susquehanna River itself. The lands along its shores – especially on the east – have been conserved through an ambitious regional public-private partnership. The emerging park has areas of quiet natural beauty, other areas of more intense recreation and activity, and many places where one can have access to the water. Not only is the park a great natural asset, the region is also beginning to see some economic spin-off from visitors drawn to it.

How did all this happen? The way most good things have happened in this region. A strong vision and a sound plan that made sense resonated with committed business and civic leaders. People got excited and jumped on board. Local government officials helped when needed, leveraged grants from the state and elsewhere, and tapped appropriate local public coffers to provide stimulus or close gaps. Successful catalytic projects at all scales gave evidence of the staying power of the vision and gave faith that the long term projects could also happen. It has taken more than a decade and more still remains to be done. But the Lancaster-York Heritage Region is on the map.

Visions serve as an ideal, a description of the condition that will exist if concerted effort is applied towards a common set of goals, and guided by strategies that interlock and reinforce each other. For the Heritage Region, four over-arching goals have emerged and serve to organize the strategies.



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## Goals

- ◆ Build Understanding & Identity Through Interpretation.
- ◆ Enhance the Visitor Experience.
- ◆ Strengthen Place: Preserve Town Centers, Conserve Natural Resources & Celebrate Traditions.
- ◆ Build Strong Institutions for Partnership.

## Objectives

- ◆ Identify the region's key stories and disseminate via multiple media.
- ◆ Help local heritage entities present the stories more effectively.
- ◆ Refresh existing programs/materials and develop new ones.
- ◆ Provide a critical mass of visitor experiences (things to see and do).
- ◆ Increase visitor spending, length of stays, repeat trips.
- ◆ Cultivate strong civic, business and political support to garner new resources (state, federal, philanthropic, private funds, leadership commitments) for implementation.

The goals of the Lancaster-York Heritage Region clearly fit within the framework of the state's Heritage Park Program goals of promoting economic development, intergovernmental cooperation, cultural conservation, recreation, resource conservation, and education. In this case, education through interpretation is brought to the forefront and provides a context for the heritage region to make decisions with regard to building strong partnerships and making decisions about conservation and economic development through tourism.

# Telling the Story: The Interpretive Framework



A primary focus of the management planning process was to identify the strategic direction for the heritage area. Heritage areas can focus on a range of topics, including economic development, conservation, preservation, and interpretation. After much discussion, and meetings with community leaders throughout the region, interpretation and education came to the forefront.

Why interpretation? It provides:

- ◆ A meaningful framework for the heritage region and its partners to make decisions about programs and projects.
- ◆ Benefits for both residents and visitors.
- ◆ A strategic focus for the heritage area where others are not working locally or regionally.
- ◆ An opportunity to augment, rather than compete with, the work of others.
- ◆ A way to organize vast amounts of information about seemingly different places into a coherent, evocative story within a heritage area that encompasses a large geographic area and diverse array of sites and experiences.
- ◆ A way to still talk about the Amish—a strong identity for Lancaster particularly—but in a sensitive manner, while allowing for other stories to come to the forefront.

## Interpretation: An Overview

Interpretation is an informal, educational communications process that is rooted in time and place. Lancaster-York Heritage Region—with its historic sites, museums, wildlife refuges and parks—is a prime location where public interpretation is presented and encountered.

The overwhelming majority of visitors come to Heritage Regions of their own accord, rather than because they were instructed to attend by a teacher or employer. As a result, public interpretation, by its very nature, needs to be simultaneously engaging, enjoyable and informative. To achieve these ends public interpretation draws on methods that are used by educators as well as on

techniques usually associated with public entertainment.

As an educational communications process, public interpretation consists of five key, constituent parts:

**THE SENDER:** The sponsoring institution (e.g., a museum, orientation center, park, refuge, historic site) or a representative of that institution (e.g., a live interpreter, docent, spokesperson, lecturer).

**THE MESSAGE:** A focused content statement delineated by time and place. The interpretive message can take many forms (including a theme, sub-theme, a story, a topic, a timeline of related events), but in each instance it is an informative statement which contains core values, significant meaning and has relevance to the lives and experiences of contemporary visitors.

**THE MEDIA:** The channel or vehicle which carries the message. In Heritage Areas, media often is comprised of a broad range of verbal and nonverbal features, including artifacts, exhibits, audiovisual presentations, interactive computer programs, tours, wayside panels, demonstrations, buildings, publications as well as the environment itself.

**THE RECEIVER:** The visitor who comes individually, with family members or as part of a formal or informal group. Today, visitors encounter the message both at the site and off-site.

**A FEEDBACK LOOP:** A mechanism by which the visitor (or Receiver) transmits messages, information and responses back to the sponsoring institution or its representative. The feedback loop draws on a broad range of alternatives including formal or informal evaluations, surveys, focus groups, loose-leaf binders for suggestions, interactive programs, live question-and-answer opportunities, role playing situations.

When planning, modifying or refining its public interpretation, the sponsoring institution engages in a systematic process of program development. The process draws on a wide variety of experts, including content experts, program developers, educators and planners.

## Basic Interpretive Framework

The Basic Interpretive Framework for the Lancaster-York Heritage Region employs a thematic structure for organizing the area's key sites, important stories, significant events and major trends. This Framework is founded in current research, visitor interests and concerns, existing public programs as well insights gained via a host of interviews, workshops and planning sessions.

The Basic Interpretive Framework consists of a single overarching theme, five primary themes, and several sub-themes or discreet topics. The overarching theme provides a broad context for:

- ◆ the entire region.
- ◆ an array of historic and natural sites.
- ◆ vast amounts of information and ideas.

In turn, the primary themes are more focused, while the sub-themes or topics are even more sharply delineated. In the next section of this report, the Basic Interpretive Framework is more fully amplified.

## Over-Arching Theme: Identity, People & Place in Time

### Primary Themes & Sub-Themes

In working with a committee of local historians, interpreters, educators, and heritage site managers, five primary interpretive themes were developed that resonated with the community. The themes are:

- ◆ **FOODWAYS: FROM FARM TO TABLE**
- ◆ **QUEST FOR FREEDOM**
- ◆ **INNOVATION, INVENTION & TRADITION**
- ◆ **TOWN & COUNTRY: FORGING COMMUNITIES, CULTIVATING THE LAND**
- ◆ **NATURAL WAYS: THE SUSQUEHANNA RIVER AND BEYOND**

The themes and their sub-themes are further organized and explained in outline form below.

### Quest for Freedom

- ◆ Religious Freedom
- ◆ The American Revolution
- ◆ The Underground Railroad and Resistance
- ◆ The Civil War
- ◆ Immigration and Westward Migration
- ◆ Independence and Autonomy: Contemporary Values in Action

### Foodways: From Farm to Table

- ◆ Land, Climate, Fertility
- ◆ Family Farms: Subsistence and Commercial
- ◆ Transformations in Agriculture: Markets, Crops, Mechanization
- ◆ Transportation Networks and Markets
- ◆ Food Processing & Distribution
- ◆ Food Preparation and Consumption: Values, Attitudes, Behavior, Rituals, Culture
- ◆ Land Stewardship: Values, Ethic and Behavior

### Invention, Innovation, Tradition

- ◆ Inventiveness & Reinvention
- ◆ Entrepreneurial Spirit
- ◆ Manufacturing, Commerce, Transportation
- ◆ Plain People: Work Ethic, Service, Close-knit Communities, Inventiveness
- ◆ Innovation in Arts & Humanities, Traditions in Crafts & Folk Arts
- ◆ A Penchant for Preservation: Heritage, Values, Culture and Custom

## Town & Country: Forging Communities, Cultivating the Land

- ◆ Community Life: Enduring Identity Amidst Changing Circumstances
- ◆ Public Celebrations as Cultural Expressions
- ◆ Diversity and Homogeneity: Ethnicity, Race, Religion
- ◆ Cooperation and Conflict
- ◆ Intentional Communities and Voluntary Organizations
- ◆ A Livable Scale: The Town as Model
- ◆ The Preservation Movement: Buildings, Neighborhoods, Countryside and Culture

## Natural Ways: The Susquehanna River & Beyond

- ◆ The River, Its Tributaries and the Bay
- ◆ Geology, Geography, Soil and Climate
- ◆ Indigenous Peoples: Settlements, Culture, Archeological Evidence
- ◆ Biological Diversity: Wildlife, Waterfowl, Birds, Native Plants, Forests and Fossils
- ◆ Nature and Economics: Mineral Deposits, Fertility, Power, Transportation, Ecotourism
- ◆ Recreation: Hiking, Fishing, Boating, Hunting, Birding
- ◆ Environmental Stewardship: Ecological Awareness and Sustainable Growth

## Thematic & Storyline Development

When developing interpretive programs for the Lancaster-York Heritage Region, participating organizations and partners will probe, modify and enhance the Basic Interpretive Framework. The observations provided in this section of the report are only a starting point that suggests some of the directions, opportunities and possibilities inherent in the Framework.

As indicated by the over-arching theme—*Identity, People and Place in Time*—the distinctive character of the region, its inhabitants, and the environment are at the core of the content message. At the same time it is important for planners to keep in mind that the distinctive identity of the region is related to the larger fabric of American society and culture. Although the region has at times been culturally isolated, it has never been entirely cut off from the main currents in American life. In fact, the region has often served as a geographic crossroads, cultural hearth and main transportation route. The region, as a result, needs to be seen, experienced and explored in relationship to the larger American society and culture of which it is a significant part.

## The Primary Themes

### Quest for Freedom

The pursuit of freedom lies at the very core of the American experience. This quest has also been a recurrent motif in the founding and development of the region. Interpretive programs organized around this theme would speak to the concerns and interests of a broad range of visitors and residents while also identifying relationships between various groups and eras not usually seen in a common light.

In 1681, when William Penn received a charter to launch his “Holy Experiment,” he placed freedom of religion at the foundation of the new commonwealth. Penn envisioned a society where religious tolerance, representative government, peaceful relationships and economic well-being would be a way of life. Several groups—especially German and Swiss Anabaptist, English Quakers and French Huguenots—responded to Penn’s vision of tolerance and freedom of religion by settling in the Lower Susquehanna region. Scottish Presbyterians—who had left Scotland for Ireland in the 17th century and became known as the Scots-Irish—also came to the area in the 18th century, partly the consequence of religious struggles and partly to escape economic hardship.

Because of their location on the western frontier of Pennsylvania during the 18th century, both Lancaster

and York counties were part of the western migration from coastal settlements on the Atlantic to the interior of the continent. When Lancaster was formed in 1729 and York formed twenty years later, each county became a destination for families who were in quest of economic opportunity. In subsequent years, after the counties were well established, many other settlers used the roads, canals and railroads in the region on their journey to the western frontier. This economic perspective on the quest for freedom theme continues to this day.

A political slant on the quest for freedom theme can be seen when examining the role of Lancaster and York counties during the years of the American Revolution. Forced out of Philadelphia in 1777, the Second Continental Congress met in Lancaster for a single day in September and then crossed the Susquehanna River—hoping that it would serve as a protective barrier from the British—and reconvened in York. The revolutionary government remained in York for nine months, from September 1777 to June 1778. While meeting in the city of York, the Continental Congress debated the Articles of Confederation and then sent them to the 13 colonies for ratification. During this same period the Gates House in the city of York was the site of the Conway Cabal, where General Horatio Gates and some of his political

associates unsuccessfully sought to remove Washington from command of the revolutionary army.

Some vivid examples of the quest for freedom theme can also be discovered in the African-American struggle for emancipation from slavery and the ensuing American Civil War. During the eighteenth century, many Africans found their way to Lancaster and York counties by way of the West Indies but rather than coming as free people they arrived as slaves. Scots-Irish, English, Welsh and German settlers were all slaveholders, but in 1780 Pennsylvania enacted a law, the first among the original states, which eventually abolished slavery in the Commonwealth. In the early nineteenth century the size of the free African-American community in some of the region's towns and cities was considerable. In 1832, for example, 400 African-American residents—approximately 20% of the town's total population—lived in Columbia.

The African-American quest for freedom took on new meaning in the nineteenth century, when the Lancaster-York area—because of its proximity to Maryland and Virginia—served as a major route for runaway slaves on the road to freedom. Local free black residents working hand-in-hand with Quakers from both counties developed an informal network called the Underground Railroad that offered food, shelter and information for runaways. In 1851, local residents of Christiana took a public stand against a Maryland slave holder who was seeking the return of a runaway under the provisions of the Fugitive Slave Act. During the subsequent struggle three free blacks were killed in addition to the slave holder.

Ten years later, when the Civil War erupted, York and Lancaster counties again played a role in an armed struggle where issues of freedom were paramount. In 1863, Confederate forces briefly occupied the City of York and fought Union forces under the command of General George Armstrong in the town of Hanover. During this same period, Union soldiers burned the bridge in Wrightsville when the Confederates sought to cross the Susquehanna and enter Lancaster.

Today this pursuit of freedom continues to be expressed in the Lancaster-York Heritage Region in different ways.



***“The pursuit of freedom lies at the very core of the American experience. This quest has been a recurrent motif in the founding and development of the region.”***

Suspicion of government, suburban sprawl and the arrival of immigrants from Asia, Central America and South America are new manifestations of a long tradition in which freedom has been sought and prized.

As noted in more detail in the Natural Ways thematic description, there is also an underside to this quest as the experience of Native Americans who lost their lives, culture and communities attests.

*For a sample of existing sites that fit within the Quest for Freedom theme refer to the map on page 28.*

### **Foodways: From Farm to Table**

In 1924, H.M.J. Klein, an historian of Lancaster County wrote, “The history of every township [in the County], every borough and of Lancaster city is part and parcel of the agricultural history of the county as a whole.” With its rich soil, the Lower Susquehanna region has long been associated with agriculture, and agriculture has repeatedly defined the character of the region.

The Foodways theme expands the story of agriculture in the Lancaster-York area by looking at it from an

historical, contemporary and anthropological perspective. In the process the theme has been transformed into an exploration of the relationship of residents to the food they grow, process, market, prepare, serve and consume.

With a temperate climate, a host of creeks and springs, and a limestone valley that cuts across York and Lancaster counties, generations of residents have worked the land and produced a wide array of crops for both home and market. Because of its proximity to eighteenth century urban centers— Baltimore and Philadelphia—and because of the relatively early development of transportation networks, area farmers moved quickly from subsistence agriculture to commercial farming. The development of large and small towns in the region—especially the cities of Lancaster and York—also offered commercial opportunities for farmers. In Lancaster the first market dates from 1730, and the Central Market, still in existence, was built in 1889. Meanwhile in the city of York, market sheds were built in Centre Square in 1768. Today, as in the past, farmers markets serve as informal community centers in both counties, sites where town and country people congregate, interact, buy and sell.

From its earliest years, York and Lancaster counties were prime examples of Penn’s intention that Pennsylvania be settled by small landowners. These yeomen farmers grew barley, oats, buckwheat and rye. Soon wheat, legumes and clover were added. By the middle of the eighteenth century wheat dominated agriculture in the area, and the region became the breadbasket or granary for the colonies. It also exported farm produce— especially grains— to Europe and the Caribbean.

From 1800-1850, Lancaster County’s wheat production led the entire country during most years. With competition from the Midwest in the middle nineteenth, area farmers subsequently turned to tobacco, corn, dairy products, livestock, poultry, orchards and truck farming. From 1850-1900, Lancaster County led the





United States in total farm production, and from 1900-1945 Lancaster's leading crop was tobacco. Today, grapes, vineyards and wine production have also found a prominent place in the region's agricultural economy.

The productivity of the land in the Heritage Region is only partly due to the fertility of the soil. Another source of productivity is rooted in German culture and attitudes that include a strong emphasis on hard work, planning and measured judgment. Among the Mennonites attitudes and approaches to agriculture were rooted in their experiences in the Palatinate region of Germany before they came to America. While in that depleted region, the Mennonites learned to farm in skillful ways by (1) experimenting with new techniques; (2) using gypsum, lime and manure to fertilize the soil; (3) developing new feeds for livestock; (4) rotating hay with legumes to replenish the soil. When they came to Lancaster and York counties in the eighteenth century the Mennonites brought with them these hard won attitudes and approaches.

During the early decades of the twentieth century, the number of farms in both Lancaster and York counties began to decline, although efficiency and productivity continued to increase. In York County, for example, the number of farms declined from 8,091 in 1900 to 2,041 in

1989. A comparable process has taken place in Lancaster County where the number of acres in farmland declined from 1945 to 1990 by 20%. In recent years, preservationists and local politicians have become active in efforts to maintain and protect the area's agricultural heritage and economy.

As indicated above, Foodways is not simply about food production. It also includes technological advances in farm equipment, marketing, processing and transportation networks. Starting with gristmills and flour mills in the eighteenth century, food processing has been—and continues to be—an essential part of the area's economy. In the twentieth and twenty-first centuries this part of the story includes stockyards, candy and chocolate factories, snack food processing plants, cigar making establishments, breweries and wineries. In 1928 alone, for example, York County produced a million gallons of ice cream and 34 million ice cream cones. After World War II, the county became known as "the Snack Capital of the World," producing large quantities of potato chips, cheese curls, popcorn, caramel corn, corn chips and tortilla chips while also spawning spin-off industries which make burlap bags, cardboard boxes and cellophane packaging.

Foodways also includes food preparation and consumption. In this way, issues related to folkways and culture, especially ethnic traditions and values, become a part of the narrative. German cuisine, African-American foods as well as Hispanic, Asian and Jewish cooking have a place in this story as do attitudes toward food, rituals relating to food consumption and harvest, beliefs concerning health and nutrition, and family customs, celebrations and life passage. Foodways, in short, can be a lens for examining not only agriculture, marketing and cuisine but also the diverse groups who have lived in the area. Included among these groups are the Native Americans who also had their own approaches to the world of agriculture, food and diet.

In exploring the Foodways theme, the very significance of food itself becomes a subject which holds promise for additional research and new interpretive programs. Such topics as health, nutrition and beliefs in the magical power or properties of food are sub-themes which can be pursued and developed under the Foodways umbrella.



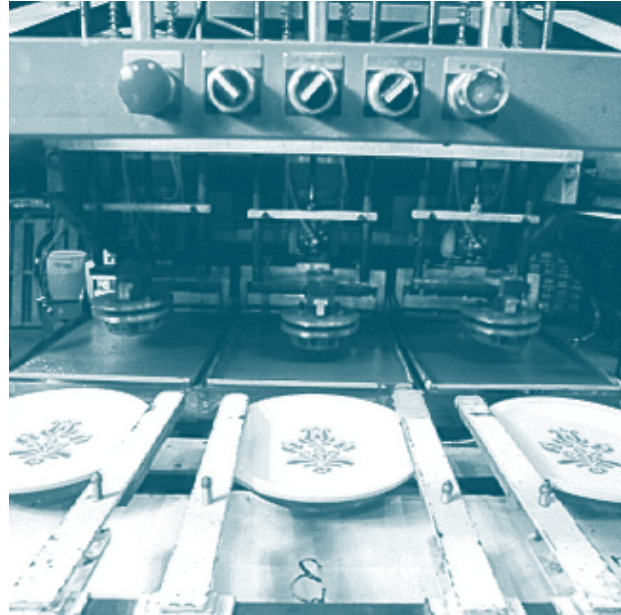
*For a sample of existing sites that fit within the Foodways theme refer to the map on page 30.*

## **Innovation, Invention and Tradition**

This theme contains many of the topics usually associated with manufacturing, commerce and transportation but adds some new dimensions and perspectives. It also juxtaposes the robust and energetic inventiveness of the region with an equally strong and persistent tendency toward tradition, heritage, preservation and conservatism. In this way it makes social attitudes and cultural values a part of a story that is often exclusively interpreted in economic and technological terms.

In part because of its prime inland location and in part because of the entrepreneurial spirit of the people who settled in the region, residents of Lancaster and York counties have a long history of creativity and ingenuity in developing new enterprises. Some of this spirit was initially manifested in the realm of commerce and transportation as testified to by the completion of Pennsylvania's first canal, Conewago Canal, in 1797, and the construction of the Lancaster-Philadelphia Turnpike, the first turnpike in the United States. While roads remained a mainstay, the region also became involved in the canal fever, a consequence of the opening of the Erie Canal in New York in 1825. Especially important in this area were the Eastern Division of the Main Line Canal (completed in 1834) and the Susquehanna River and Tidewater Canal (opened in 1840). Canals gave way to railroads in the middle of the century with Wrightsville and Columbia serving as key points in the area's transportation system.

This innovative, on-the-make entrepreneurial spirit can also be seen in the manufacturing sector. Not surprisingly, the impulse to market farm produce and to develop transportation networks offered spin-off opportunities in the world of manufacturing, a noteworthy example being the development of the Conestoga Wagon. During the 18th century many German settlers in the region tried to design a strong and spacious cargo-carrying wagon to contend with the area's hilly terrain, rough roads, harsh weather conditions. The result was the Conestoga, a boat-



shaped forty foot long wagon which could successfully travel the area's roads without the cargo shifting. In the twentieth century the area would continue this tradition of making vehicles when it became a center for the manufacturing of automobiles and motorcycles, especially noteworthy examples being the Pullman Company, the BCK Motor Car Company, the Martin Carriage Works Company and, of course, Harley Davidson which dates to 1903.

This innovative spirit combined with the advantages of location on the Susquehanna River and the readily available mineral deposits within the region resulted in the emergence of a local iron industry in the 18th century. Furnaces in Columbia, Marietta, West Hempfield, Wrightsville, Manheim Township and other nearby communities attracted English iron masters and German workers in large numbers. Together they played a role in the region becoming a productive source for rifles, cannons, cannonballs, swords, clocks, iron-clad steamboats, railroad locomotives and household metal goods. During the 18th century, for example, local craftsman experimented with the design of the German heavy rifle and the Scotch-Irish long-barreled rifle to make the famed Pennsylvania Rifle, subsequently known as the Kentucky Rifle.

Still, the go-go entrepreneurial spirit was not unbounded. Indeed, the same German culture which

gave birth to this innovative and inventive energy was also responsible for a counterpoint, with a notable emphasis on tradition, custom, preservation and heritage. The Plain People—with their strong commitments to close knit community-life, service to one another and nonconformity in relation to mainstream culture—are a prime, but not exclusive, example of this countervailing tendency. In fact, the Plain People also combine an energetic and inventive work ethic with their more obvious conservative tendencies and cultural beliefs.

Throughout the region this traditionalist inclination can be witnessed in the church and family centered community-life; the propensity toward relatively small scale operations in the size of farms, industrial establishments and towns; efforts to place limits on suburban growth; and a longstanding involvement in the preservation and heritage movement.

Currents of innovation and tradition can also be found in the arts, humanities, craftsmanship and folk arts of the region. Charles Demuth (1883-1935) offers a prime example of a local artist who received international recognition for his original and imaginative perspective and contributions. Similarly, area craftspeople—quilters, weavers and woodworkers—have given the region a reputation as a leader in traditional arts and crafts.

A final ironic twist to this juxtaposition of innovation and tradition can be seen in the area's Native American population, usually identified with simple unchanging, time immemorial social arrangements. When Europeans first made contact with the region's Native American population many of them were living in relatively large urban centers consisting of up to 2,000 residents.

*For a sample of existing sites that fit within the Innovation, Invention & Tradition theme refer to the map on page 32.*

***The Town & Country theme explores community-life, public celebrations and festivals, patterns of social interaction, the cultural landscape, and attitudes toward the land itself.***

### **Town & Country: Forging Communities, Cultivating the Land**

This theme offers opportunities to explore community-life, public celebrations and festivals, patterns of social interaction, the cultural landscape and attitudes toward the land itself. The scattered settlements, distinctive towns with ethnic and religious underpinnings, the prevalence of churches and the livable scale that typifies community-life in the region are indicative of long held values. To the casual visitor the area seems to present a tightly knit, tension-free appearance—and for some residents this appearance is a reality—but at times the region has been disrupted by a deep-seated insistence on freedom of action, an adamant suspicion of government interference and a troubling streak of racial discrimination.

English Quakers, Scots-Irish Presbyterians, German and Swiss Mennonites, French Huguenots and German



Dunkers formed communities in the region during the eighteenth and nineteenth centuries. Generally, the English, Scots-Irish and Welsh lived in perimeter areas, while the Germans inhabited the agriculturally rich interior. In many cases the town names suggest these ethnic and religious origins: Donegal Township, Drumore, Shrewsbury, Hanover, Manheim, Strasburg, Litzitz, Heidelberg, Ephrata, Eden, Paradise and Hopewell.

During the nine months from September 1777 to June 1778 that the Second Continental Congress met in the City of York, John Adams was struck by the strong German presence in the region. “The people are chiefly Germans,” he wrote, “who have (church) Schools in their own Language, as well as Prayers, Psalms, and Sermons so that Multitudes are born, grow up and die here, without learning the English.” Shortly after the Revolution, the census revealed the strong ethnic make-up of the region as indicated by these figures for York County:

|                   |        |
|-------------------|--------|
| English and Welsh | 16,400 |
| German            | 15,300 |
| Scotch            | 3,800  |
| Irish             | 450    |
| French            | 50     |

The overwhelming prevalence of English and German peoples living in small market towns that served the surrounding rural area gave the region a cultural cohesiveness during much of the eighteenth and nineteenth centuries. Church-centered, the vast majority of the residents of these towns turned inward when it came to community-life, although—as already noted—economically they looked to Baltimore, Philadelphia, Europe and the West Indies as outlets for their produce.

During the second quarter of the nineteenth century, small communities of free African Americans emerged in Lancaster, Columbia, Marietta and York. Their members formed churches, voluntary associations and vigilance committees, but they often lived under stressful circumstances. Even as other parts of the Northeast became home to immigrant groups from eastern and



southern Europe in the years following the Civil War, the counties remained overwhelming white and native born well into the latter part of the nineteenth century. According to the 1870 Census, for example, well over 90% of York County’s residents were native born and less than 2% were African American. In the second half of the twentieth century, however, substantial numbers of Hispanics, African Americans and Asians took up residence in the area, especially in the more urban centers.

Since the late 19th century, when electrified trolleys began to appear on the streets of both York and Lancaster, suburbanization has become a widespread phenomenon in the region. In Lancaster County there were 35 miles of trolley tracks in 1900. Ten years later, 150 miles of tracks lined the landscape. During these same years, automobiles began to appear on local roads. These new modes of transportation—together with electric streetlights and telephones—made it possible for urban residents to move from the cities and town centers into areas that had formerly been outlying farmland. The process of suburbanization, sprawl and homogenization had begun.

Although decades of suburbanization and sprawl appear to threaten the uniqueness of many of the communities

in the region, a look at 18th, 19th and even 20th century history demonstrates the continued distinctive character of the area's towns. Notwithstanding substantial demographic and physical changes in recent years, the prevalence of small towns with surrounding, well-tended rural areas continues to typify the region. The brief thumbnail sketches of four communities included in this section of this report capture the variety which continues to exist and warrants protection.

**HANOVER.** Hanover was a contested border town from 1730 through the mid-1760s because both Maryland and Pennsylvania claimed the area. Underlying this jurisdictional dispute were conflicts between (1) Scots-Irish and Germans; (2) Catholics and Protestants. During the Civil War, Union and Confederate troops also contested the area. A commercial and social hub during much of the nineteenth and twentieth centuries, Hanover's diverse industrial base was rooted in the transportation industry during the nineteenth century. In the twentieth century snack food processing has been prominent. Today, Hanover continues to operate independently of York while a strong Maryland influence remains, a consequence of pressures for development due to the presence of Interstate 795, light rail to Owing's Mills and population shifts.

**COLUMBIA.** Located on the banks of the Susquehanna River in Lancaster County, this community's earliest recorded inhabitants were members of the Shawnee Indian Tribe. In 1726 English Quakers settled here, led by the socially prominent John Wright and his daughter Susanna. John Wright was a member of the Pennsylvania Legislature, and was responsible for naming Lancaster County after his home in England, Lancashire. The river plays a dominant role in the community's character, and a ferry connected Columbia to Wrightsville during much of the eighteenth century. In 1778, the community's location on the river prompted the newly formed United States legislature to consider siting the nation's capital in Columbia, a move favored

by President Washington. In 1814, a bridge—the first of five—spanned the Susquehanna from Columbia to Wrightsville. With the Susquehanna River—and later the Norfolk Southern Railroad—connecting Columbia to the Chesapeake Bay and Baltimore, the community has long had a strong commercial and industrial base rooted in the river traffic, with the lumber and iron industries playing a prominent role.

**DELTA.** Sparsely inhabited by Scots-Irish during the 18th century, Delta was formally founded as a settlement in York County in the early 1850s when the local slate industry emerged. Although quarries had been operating in the area since 1785, not until the Welsh arrived in the 1840s did the industry flourish. By the late 1860s the Welsh dominated the industry, and in 1880 Delta was incorporated as a borough, a very wealthy one at that. In time the Welsh began to mingle with the Scots-Irish, but a strong Welsh influence persists. By World War I, the quarries were in decline. Today the community remains close knit and takes considerable pride in its Welsh heritage.

**LITITZ.** In 1743 Count Zinzendorf, from the Czech region in Europe, traversed the Pennsylvania colony to preach the beliefs of a religious community that became known as the Moravians. A farmer, upon hearing the Count's teachings, converted to the Moravian faith and donated 600 acres of land in Lancaster County to establish a church community, which was named Lititz. A church was built and the site became a well-established, thriving Moravian settlement. Lititz later became a center for music in the 18<sup>th</sup> Century. Music provided a creative diversion for the intensely religious church young members, who were prohibited from participating in activities like skating and playing games. To this day, the Moravian Church has a strong presence in the community, with its church, square and surrounding buildings serving as a town focal point.

Although these thumbnail sketches capture the diversity of community-life in the region, it also important to keep



in mind underlying similarities and common values. Some of the shared features and traits can be found by looking to the Plain People. For the Plain People in the area the “gift of the good land” is a sacred trust, and, as a consequence, the earth is to be cared for and protected by God’s Children. Their belief in stewardship is manifested by responsible land management policies and measured actions, which, according to this outlook, yield a good livelihood, social order and pleasantness.

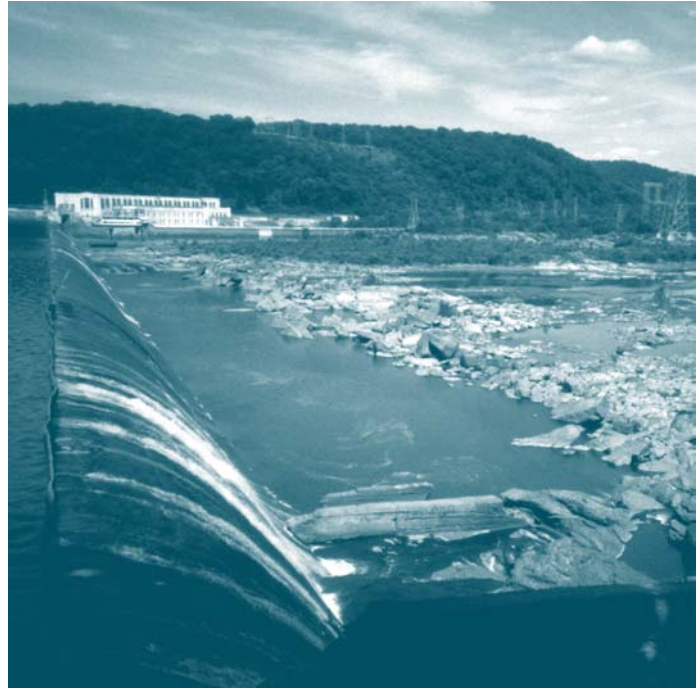
Although the Plain People live and exemplify this vision most prominently, many of their attitudes and cultural beliefs permeate the region. For example, the strong preservationist tendencies that are notable in the area may well have their roots in the culture of the Plain People, but these tendencies reach beyond that particular group of inhabitants.

*For a sample of existing sites that fit within the Town & Country theme refer to the map on page 34.*

### **Natural Ways: The Susquehanna River and Beyond**

With the region’s rivers and creeks, mineral deposits and rich soil, geological formations and temperate climate, the impact of nature on York and Lancaster counties is noteworthy. Climatologically and geographically as well as culturally, the Lancaster-York Heritage Region is a crossroads. In this region both the northern boundary for southern species and the southern boundary for northern species co-exist and intersect. In light of the fact that local power companies are preparing to sell off some of their land along the

***The Susquehanna River has had a prominent role in the region’s formation, development and identity.***



Susquehanna River, attention to ecology, nature and stewardship is especially timely as this occurrence presents tremendous opportunities and challenges.

The Susquehanna River has long had a prominent role in the region’s formation, development and identity. Indeed, the Susquehanna is the dominant natural feature on the landscape in this region, and interpretation of the Natural Ways theme logically begins with the river. Running from the northwest to the southeast, the 422-mile long Susquehanna has its headwaters in Otsego, New York, empties into the Chesapeake Bay and played a leading part in the creation of the Bay. While the Susquehanna has been a corridor linking southeastern Pennsylvania to northern Maryland, it has also been a barrier separating York in the west from Lancaster in the east.

Even though shallow, rocky and virtually unnavigable in many areas, the river has served as a transportation route, a manufacturing district and a recreational haven. The river’s gorges, “deeps,” potholes and petroglyph-marked boulders present opportunities to explore a “visible geology” and to witness surviving evidence of Native American culture.

For thousands of years before the Europeans came to the area, indigenous peoples used the Susquehanna as a travel route. In fact, the very name of the river comes from a composite Indian word that is variously interpreted to mean “river of islands,” or “river that falls to the south,” or “muddy river.”

The story of Natural Ways also has a human dimension beginning with those indigenous peoples, as for many of these peoples the river served as a focal point for settlement, subsistence and transportation. The earliest known Native American peoples in the area were of the Paleo-Indian chronological period dating from approximately 13,000 B.C. By A.D. 1000, the addition of agriculture to the hunting and gathering subsistence pattern allowed the Shenk’s Ferry people to adopt village life. The Susquehannocks inhabited the lower Susquehanna Valley from ca. 1550 to 1675, perhaps assimilating remaining Shenk’s Ferry people into their ranks. The Susquehannocks were active participants in the fur trade with English colonists, and alliance that resulted the demise of the Native American society and their departure from eastern Pennsylvania by 1675. Once the Susquehannocks left eastern Pennsylvania, the rather liberal Indian policies of William Penn resulted in other disrupted groups moving into the area

influenced by powerful Iriquois groups. However these settlements were quickly made untenable by increased European population, as well as the policies of some of Penn’s administrators. The Native American populations were gone from Eastern Pennsylvania by 1750.

Archeological research as well as the mosaic of the landscape reveal events and occurrences of past centuries in the region. In this way, too, the story of human interactions with the land, the river, creeks and tributaries is divulged. Consider physiography. Geologically, the region consists of three distinct bands running from southwest to northeast: the Piedmont Lowlands, the Limestone Valley and the Triassic Lowlands. In the south, the Piedmont Lowlands with its rolling hills and steep cliffs provides breathtaking views of the Susquehanna. English, Welsh and Scots-Irish settled this area, and they constructed iron forges, machine shops, distilleries and tanneries. With its rich soil and productive farmland, the Limestone Valley—the central geological band—has been the most prosperous area in the region. German culture continues to assert a strong presence in the area. In the north, the Triassic Lowland—with its steep slopes and its deposits of shale, iron ore and sandstone—has historically combined industry, mining and agriculture. Today the area includes state game lands and commuter suburbs for urban Harrisburg.

Mineral deposits and mining offer another opportunity to view the complex story of human interactions with the natural environment. During the first half of the nineteenth century iron ore was extracted from a myriad of mines in the region. York County alone had 126 iron mines. By mid-century there were 18 operating slate mines in the area around Delta, while two mines in Lancaster County served as a major source of chrome in the country and another provided all the nickel mined in the United States. These extractive industries changed the landscape, created and reshaped communities, attracted immigrants and provide hundreds of residents with jobs.



The interaction of humans with nature is also revealed in the story of the Susquehanna River during the twentieth century. With hydroelectric dams at York Haven, Safe Harbor, Holtwood and Conowingo, Maryland, the Susquehanna—with its generating plants and large lakes—has often been referred to as the “River of Power” in recent decades. Over the course of the century these dams played a major role in the rise of recreational activities on the river but also in a drastic decline of the shad population in the Chesapeake Bay. Recent interventions by the power companies, conservationists and local governments have begun to change the pattern of shad decline and resulted in signs of restoration of the shad population.

Although nature has long played an influential role in the life of the region, currently only a few opportunities exist for visitors and residents to view close-up or actively sample the natural beauty of the region. In particular, most visitors are unfamiliar with the gorges, ravines, creeks, wildlife habitats, flyways, hiking trails, parks, preserves, sanctuaries and archeological sites in the two counties. With the area in transition—as suburbs expand and power companies prepare to put land along the Susquehanna River on the market—increased public awareness of these natural treasures becomes all the more vital and important.

*For a sample of existing sites that fit within the Natural Ways theme refer to the map on page 36.*

## Current Interpretive Conditions

To test the usefulness and utility of the Basic Interpretive Framework, the five primary themes were matched with current interpretive sites. The maps included in this section are an indicator of the serviceability and effectiveness of the primary themes in providing interpretive cohesiveness to the Heritage Region.

For the purposes of this exercise, not all interpretive sites in the region were included on the maps. Rather, interpretive sites were chosen on the basis of their historical or natural significance and their current potential for effective public programming. In an effort

to prevent an unwieldy sample and meaningless comparisons, the number of sites included in each table was limited to no more than twenty.

The exercise reveals the rich diversity of interpretive sites in the region as well as the fact that interpretation is dispersed. Such wide dispersion over a relatively large area suggests the need for increased coordination and improved visitor orientation to both the region itself and to the Interpretive Framework. The coordinating entity for the Lancaster-York Heritage Region can foster partnerships, provide technical assistance, help fund and encourage high quality public programs and develop critical interpretive mass for the primary themes. The coordinating entity can also serve to develop region-wide orientation programs to both the Heritage Region and the Basic Framework. Such activities will serve to bolster and highlight sites and visitor services while providing much needed cohesion within the Heritage Region.

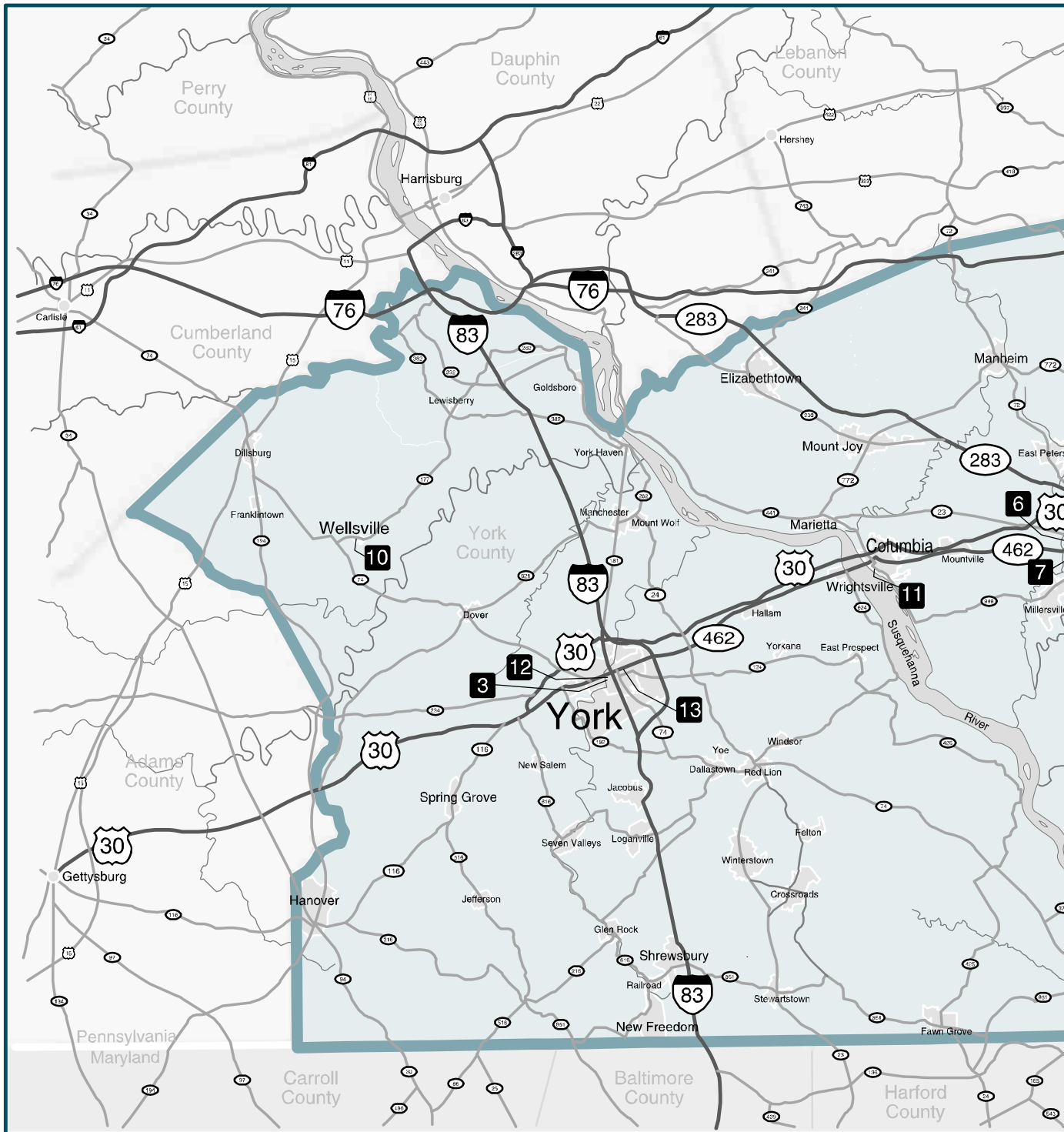
The maps also reveal that certain key sites, institutions and communities within the Heritage Region already play a prominent role in the interpretive enterprise. In time, these sites, institutions and communities can serve as Heritage Region hubs in developing coordinated interpretation throughout the area.

## The Visitor Experience: Issues Influencing & Effecting Interpretation

Although much of the interpretive framework focuses on the core messages, content and media that are integral to effective interpretive programming, it is also essential to keep in mind the visitors to the Heritage Region because they are the recipients and ultimate consumers for whom these programs are developed. While many planning studies take into account such sociological categories as age, family status, lifestyle and lifestage, employment status, gender, level of education and leisure interests, it is also important to take into account the learning styles and propensities of visitors when planning interpretive programs.



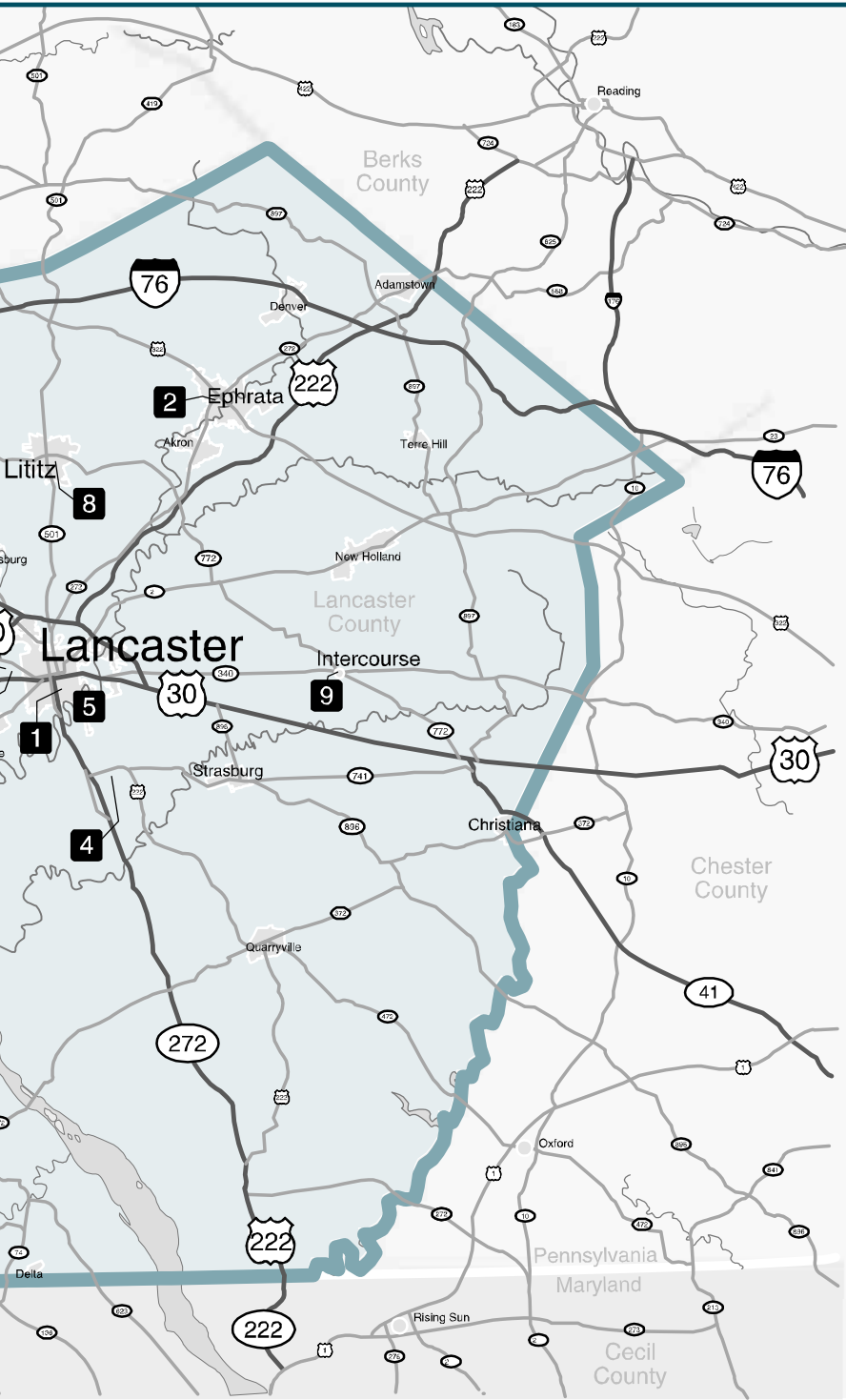
# Quest for Freedom



**Quest for Freedom** weaves together a complicated story of the search for religious, social, economic and governmental freedom met in York for several months and governed the colonies. The presence of the Underground Railroad in both counties is testament to William Penn's 'Holy Experiment' and the search for religious tolerance, and the role of the counties during the Civil War and World War I tended to the homefront.

## LANCASTER-YORK HERITAGE REGION

1. Bethel A.M.E. Church
2. Ephrata Cloister
3. General Gates House
4. Hans Herr House
5. Historic Rock Ford Plantation
6. James Buchanan House
7. Lancaster County Historical Society
8. Moravian Church Museum & Archives
9. People's Place
10. Quaker Meeting House
11. Wright's Ferry Mansion
12. York Colonial Court House
13. York County Heritage Trust

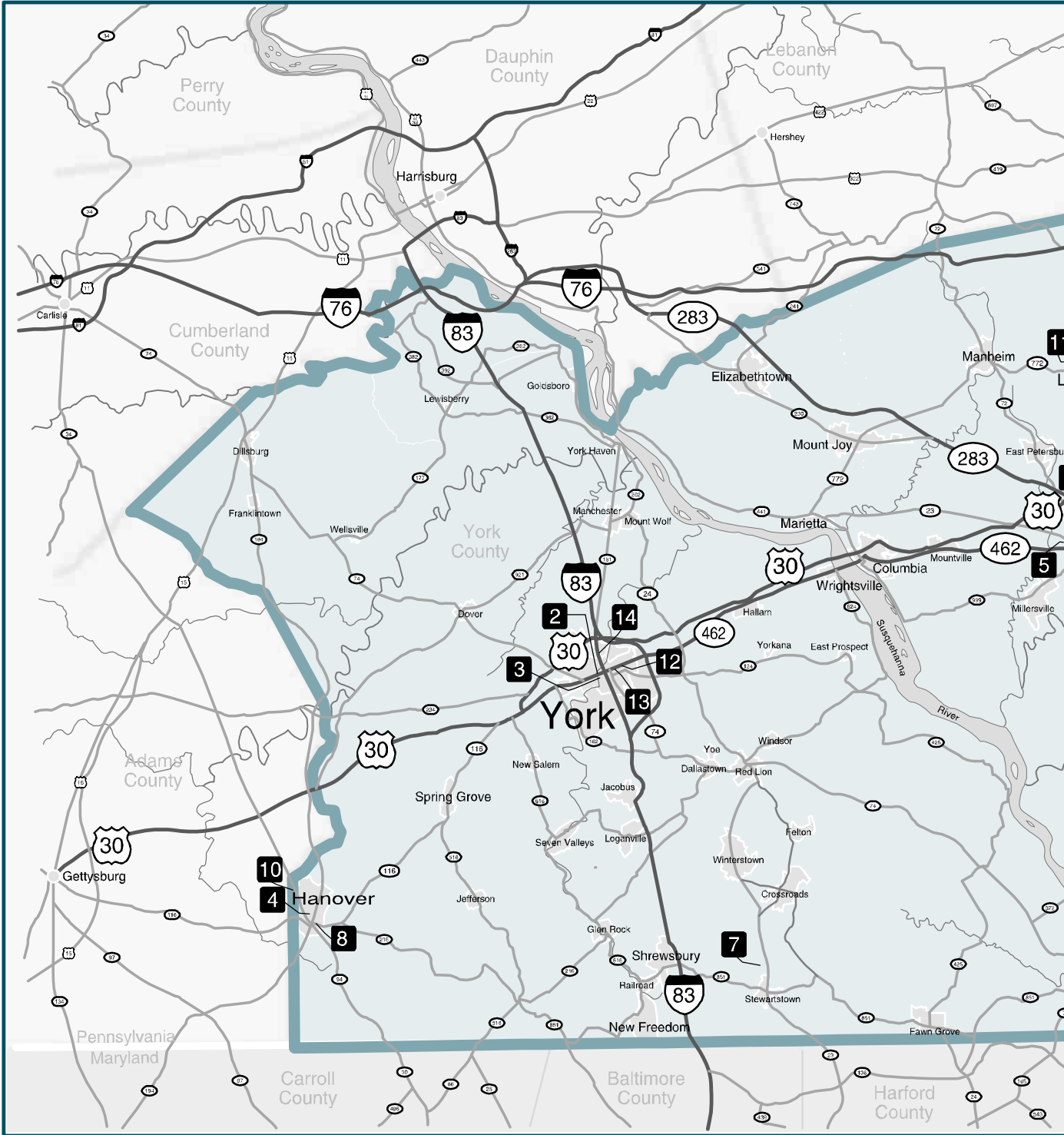


*Note: This map includes only a sampling of sites to illustrate how existing resources could fit within the context of the interpretive themes.*

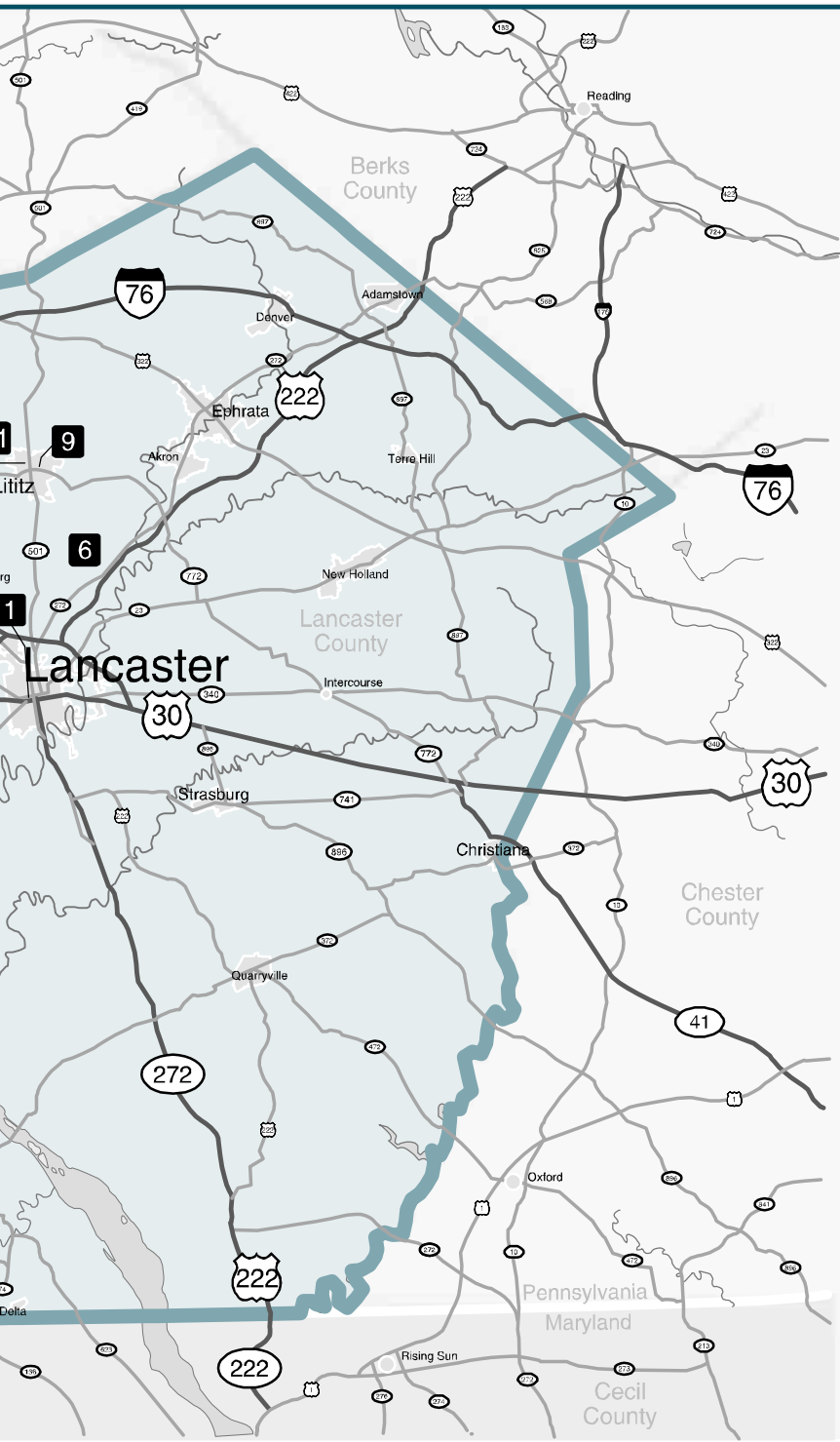


n. For example, during the American Revolution, the Continental Congress  
 ment to African-Americans' quest for freedom from slavery. Other stories include  
 ld War II, including the stories of the men who went to war and the women who

# Foodways: From Farm to Table



**Foodways: From Farm to Table** expands the story of the region's agriculture, looking at it from historical, modern, and cultural perspectives. It covers the entire food chain from grow, process, market, prepare, serve, and consume, including Amish and other farms, agri-business enterprises, traditional crops, processed snack foods, roadside stands, farmers' markets, mills, local fairs, and food festivals, restaurants and ethnic cuisines including...



## LANCASTER-YORK HERITAGE REGION

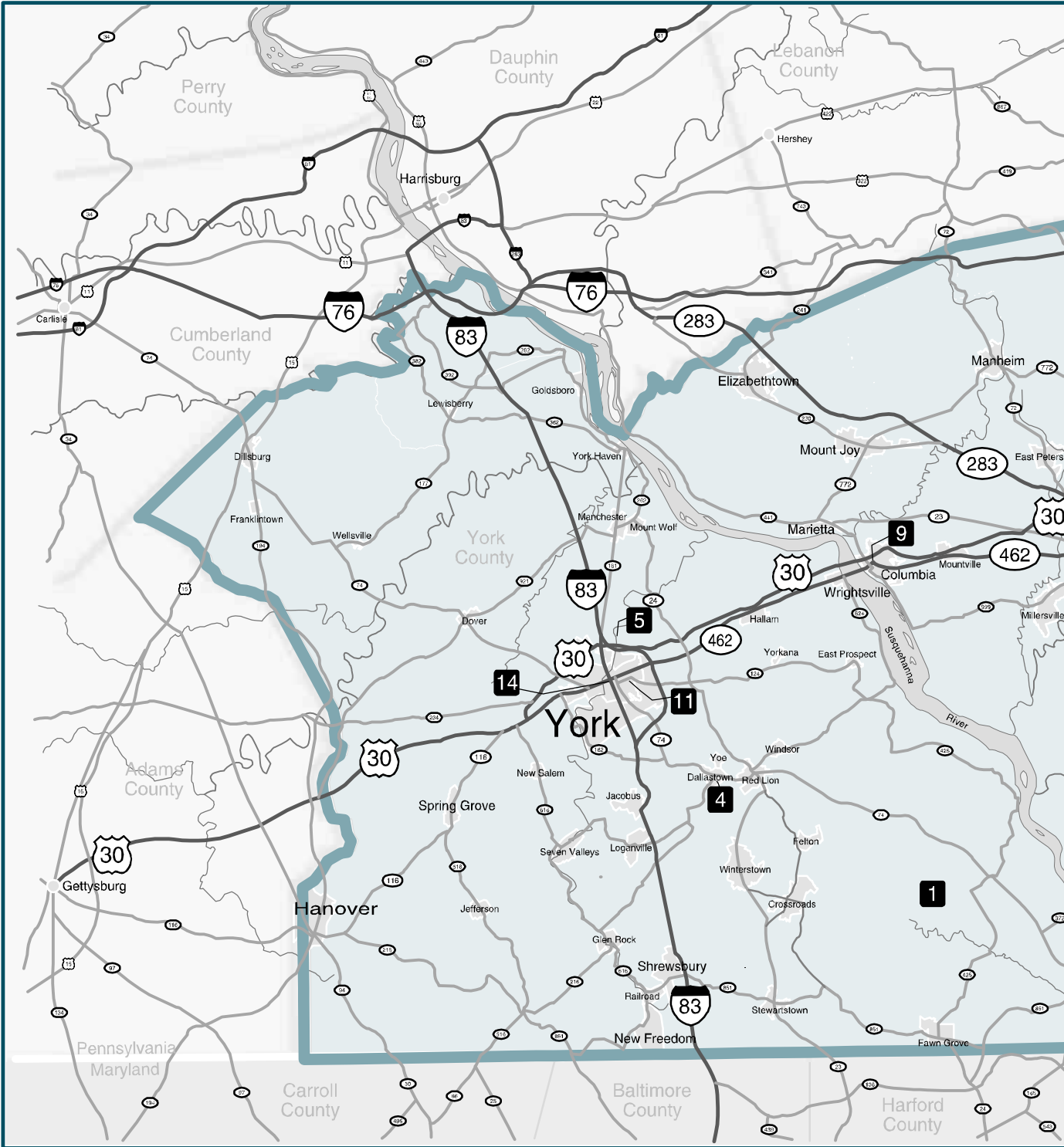
1. Lancaster Central Market
2. York Central Market
3. Golden Plough Tavern
4. Hanover Farmers' Market
5. Lancaster County Historical Society
6. Landis Valley Museum
7. Naylor Wine Cellars
8. Snyder's Pretzels
9. Sturgis Pretzels
10. Utz Potato Chip Factory
11. Wilbur Chocolate Factory & Museum
12. York County Heritage Trust
13. York Agricultural & Industrial Museum
14. Wolfgang Chocolate Factory

*Note: This map includes only a sampling of sites to illustrate how existing resources could fit within the context of the interpretive themes.*



perspectives. Foodways explores the relationship of residents to the food we eat, such as wheat and newer enterprises, such as vineyards, handpicked produce, including German, Jewish, African-American, Hispanic, Asian-American, and others.

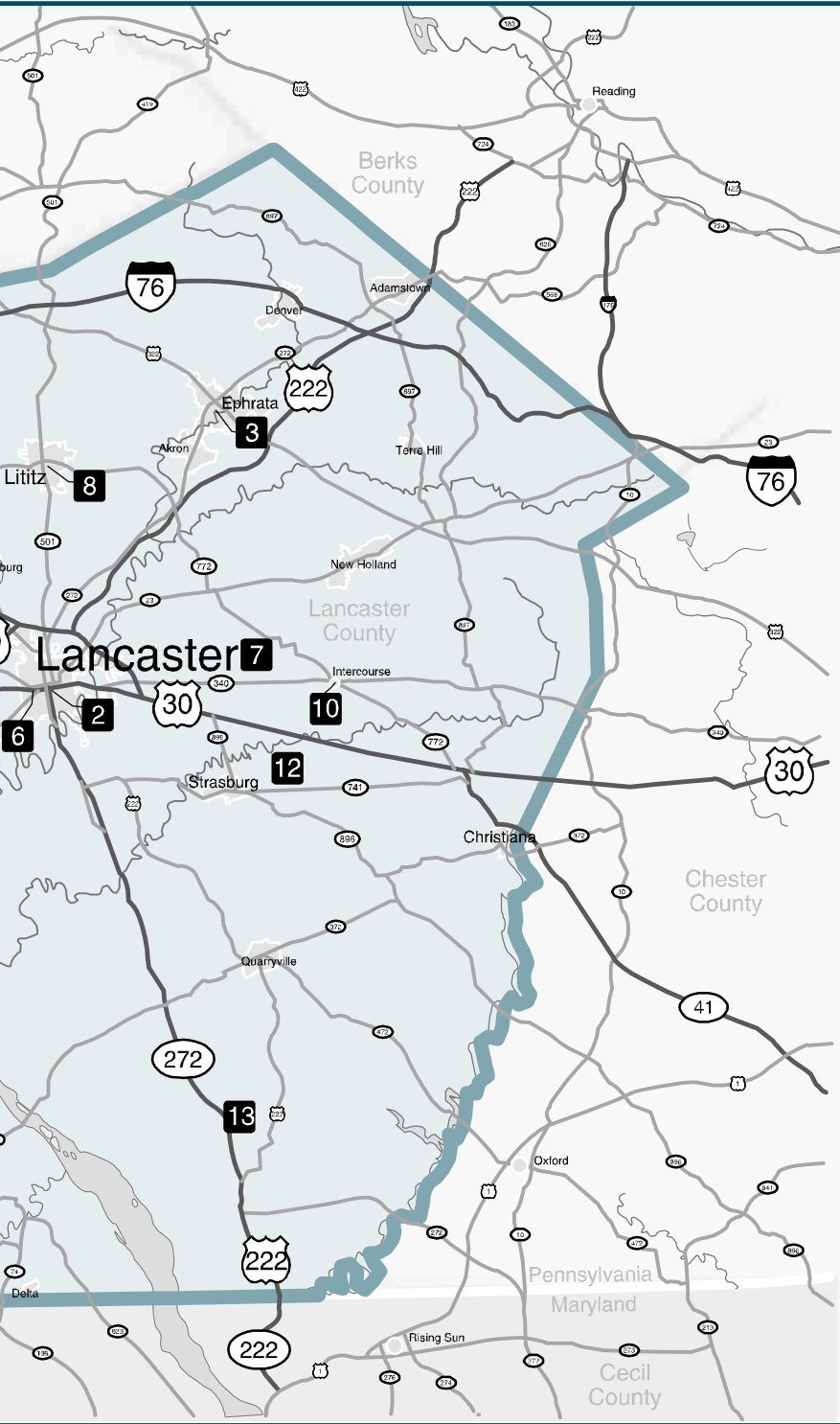
# Innovation, Invention & Tradition



**Innovation, Invention & Tradition** contains many of the topics usually associated with manufacturing, commerce, and transport equally strong and persistent tendency toward tradition, heritage, and conservatism.

## LANCASTER-YORK HERITAGE REGION

1. Cross Mill Historic Site
2. Demuth House
3. Ephrata Cloister
4. Family Heirloom Weavers
5. Harley Davidson Factory Museum
6. Lancaster Heritage Center
7. Mascot Roller Mills
8. Moravian Church, Museum & Archives
9. National Watch & Clock Museum
10. People's Place
11. The Pfaltzgraff Co.
12. Railroad Museum of Pennsylvania
13. Robert Fulton Birthplace
14. York Agricultural & Industrial Museum

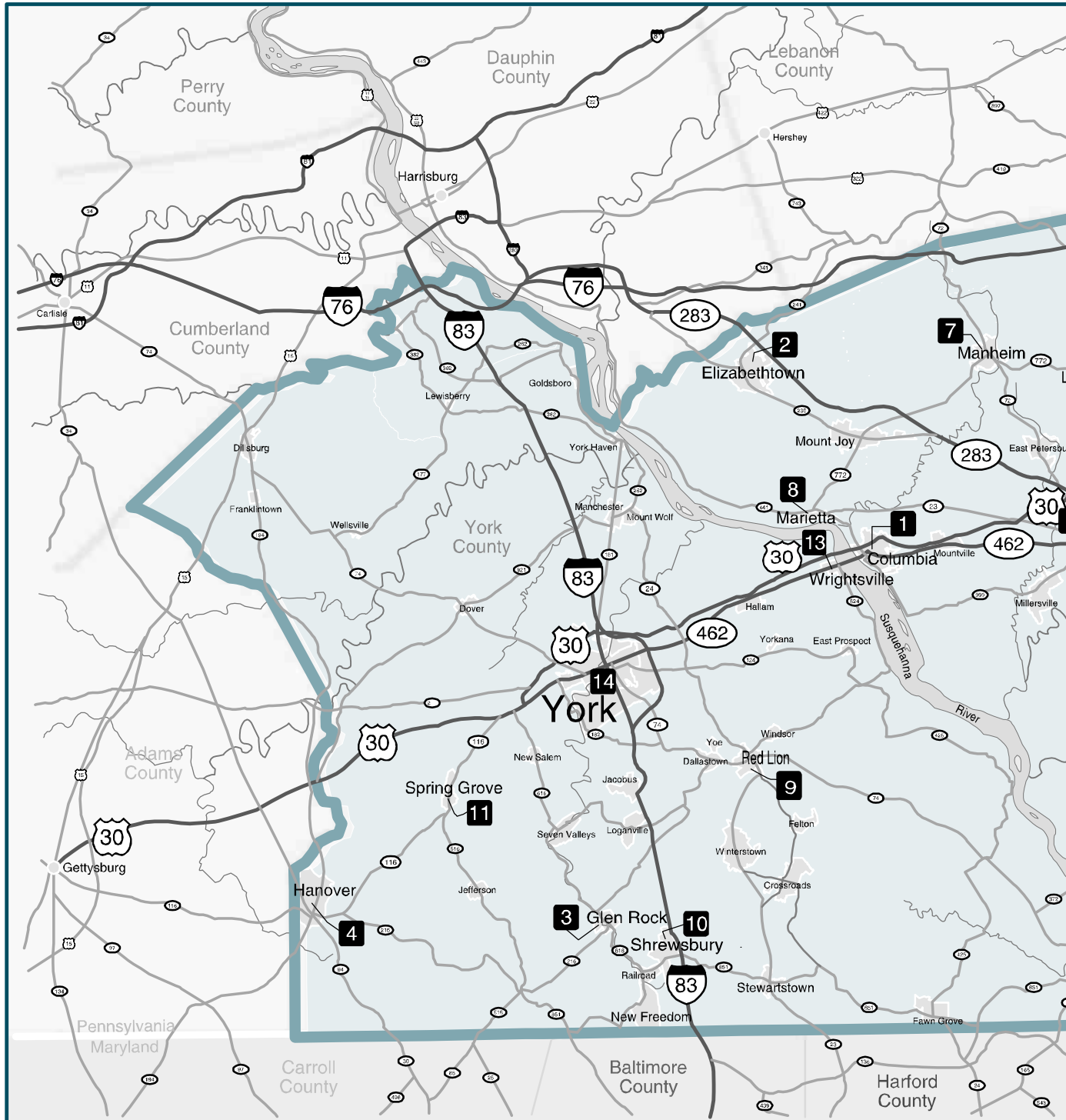


*Note: This map includes only a sampling of sites to illustrate how existing resources could fit within the context of the interpretive themes.*



ation, but juxtaposes the robust and energetic inventiveness of the region with an

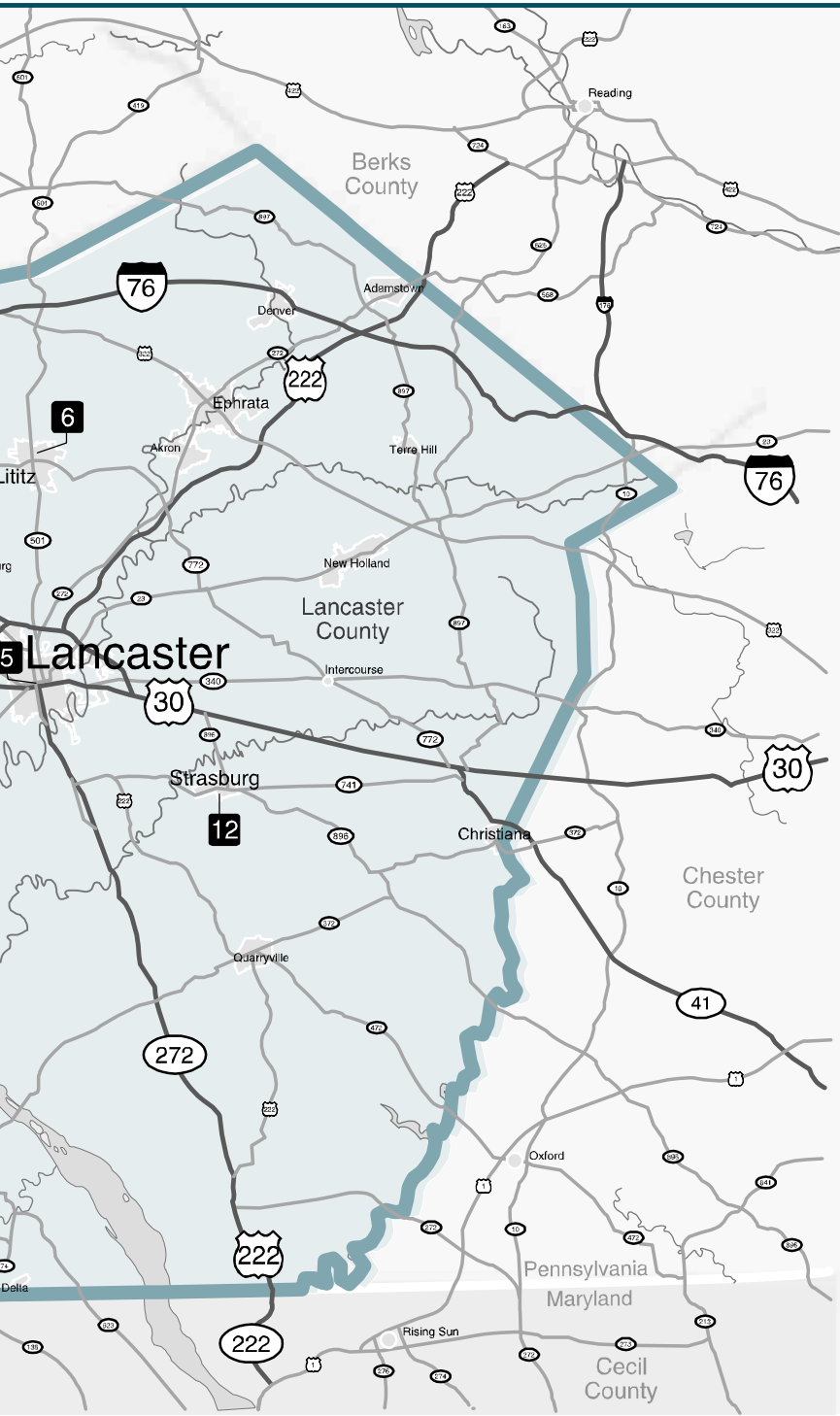
# Town & Country: Forging Communities, Cultivating the Land



**Town & Country: Forging Communities, Cultivating the Land** offers opportunities to explore and experience community life, place, landscape, and attitudes toward the land itself. Concentrated settlements and free-standing farmsteads, distinctive towns with ethnic and cultural heritage, and remnants of traditional communities in the region are testaments to long held family, community, religious, and civic values.

## LANCASTER-YORK HERITAGE REGION

1. Columbia
2. Elizabethtown
3. Glen Rock
4. Hanover
5. Lancaster
6. Lititz
7. Manheim
8. Marietta
9. Red Lion
10. Shrewsbury
11. Spring Grove
12. Strasburg
13. Wrightsville
14. York



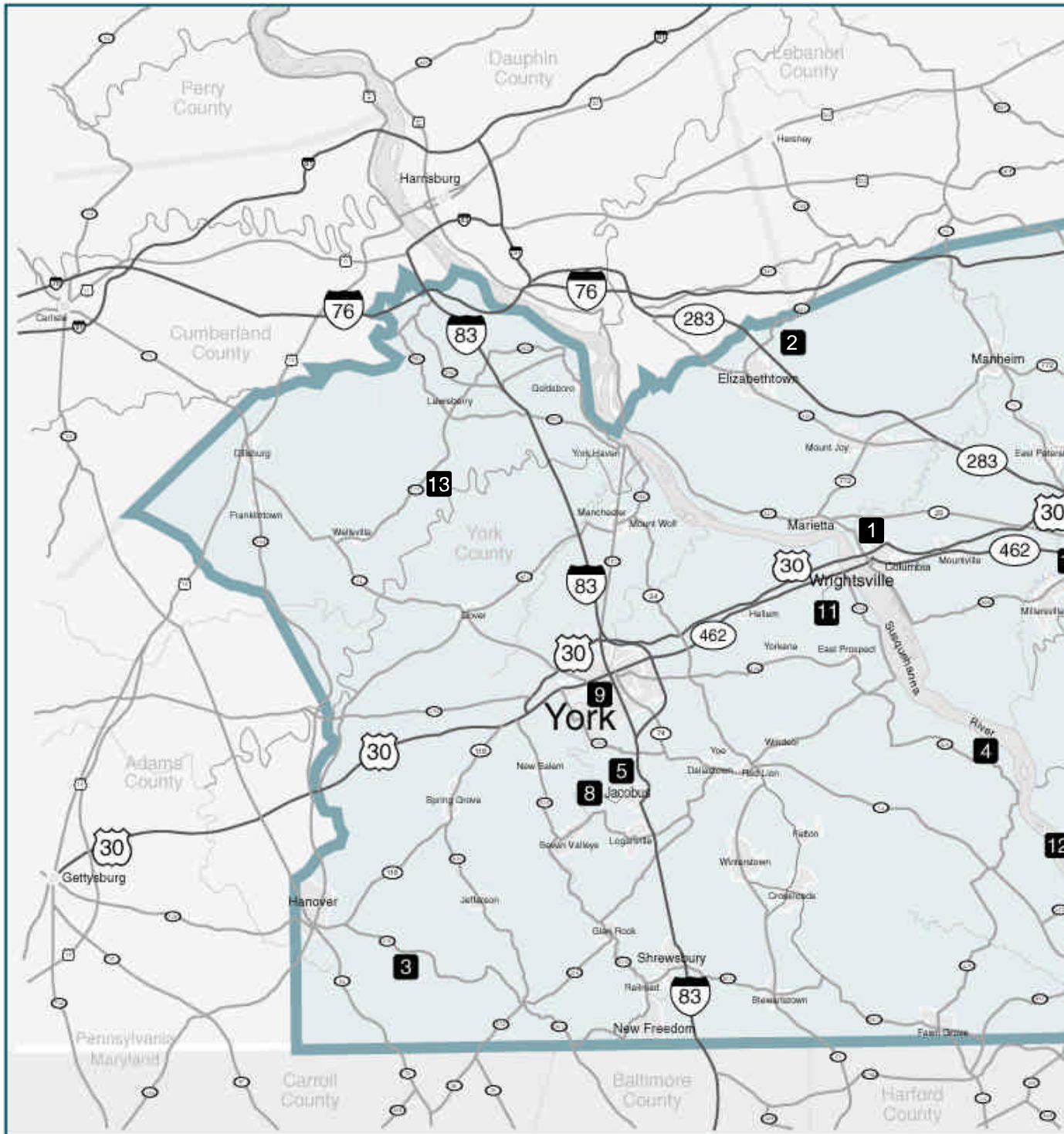
*Note: This map includes only a sampling of sites to illustrate how existing resources could fit within the context of the interpretive themes.*



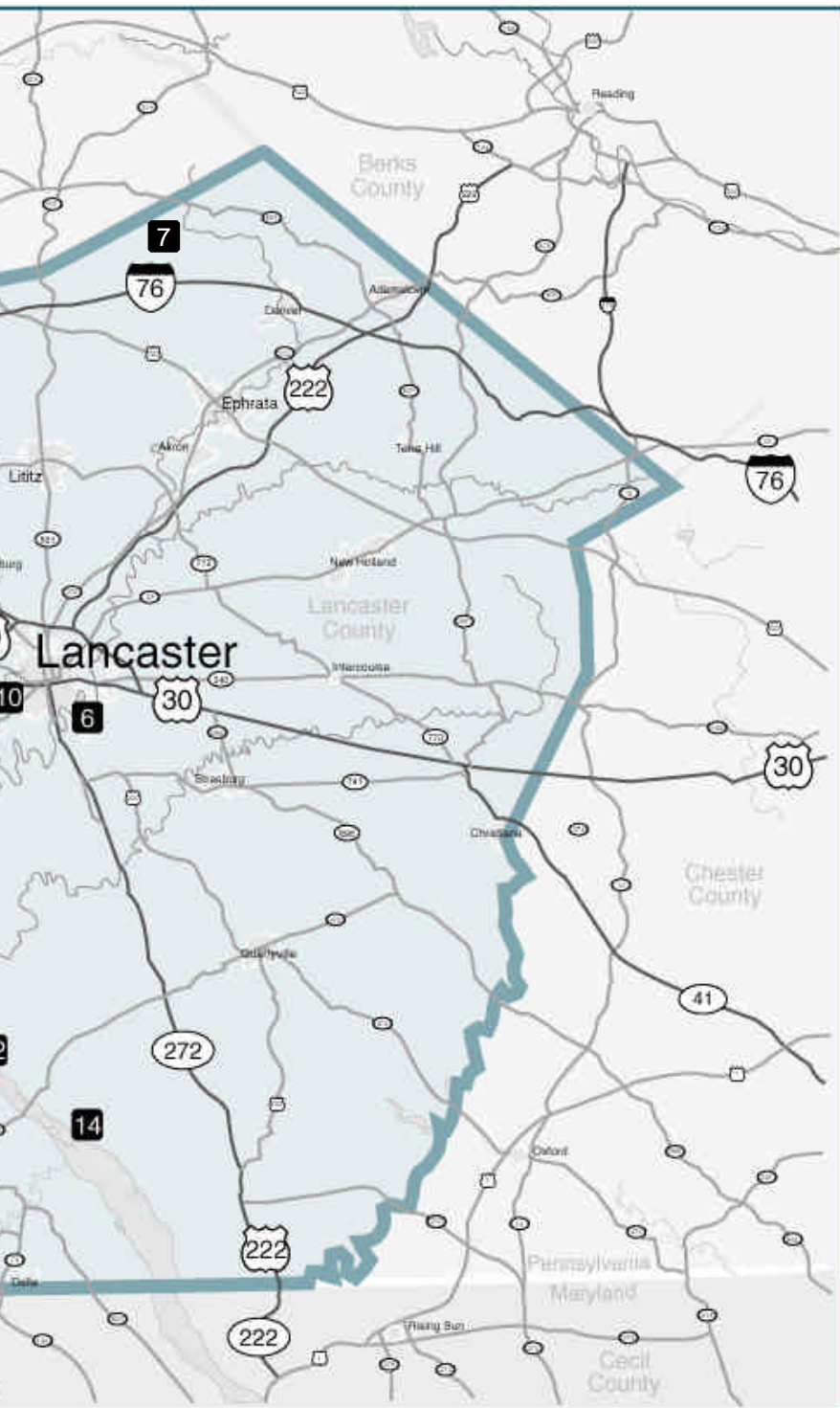
public celebrations and festivals, patterns of social interaction, the cultural land- and religious underpinnings, the prevalence of churches and the livable scale



# Natural Ways: The Susquehanna River and Beyond



**Natural Ways: The Susquehanna River and Beyond** features the Susquehanna River, which has had a long, notable role in the opportunities to explore a "visible geology" and to witness surviving evidence of Native American culture.



## LANCASTER - YORK HERITAGE REGION

1. Chickie's Rock County Park
2. Conewago Recreation Trail
3. Codorus State Park
4. Indian Steps
5. Kain County Park
6. Lancaster Central Park
7. Middle Creek WMA
8. Nixon Park
9. York County Heritage Rail-Trail (New Freedom to York)
10. North Museum of Natural History
11. Samuel Lewis State Park
12. Susquehanna River (recreation & natural areas)
13. Gifford Pinchot
14. Susquehannock State Park

*Note: This map includes only a sampling of sites to illustrate how existing resources could fit within the context of the interpretive themes.*



the region's formation, development, and identity. The river's gorges present



# Tourism & the Lancaster-York Heritage Region: Benefits & Risks

The Lancaster-York Heritage Region already enjoys a thriving tourism industry and thus recognizes the potential rewards and risks it poses. Heritage development and character-based approaches to tourism industry expansion can help mitigate the adverse impacts while delivering promised benefits. In the Heritage Region, as discussed below, some of the adverse impacts of the existing tourism economy have begun to erode its strength. A heritage-based approach won't address all of these issues, but it can offset some of them.

From a traveler perspective, the primary benefit promised by the visitor experience concerns guaranteed pleasure and personal enjoyment. Destinations, however, tend to focus on potential economic benefits. Developers of successful tourist attractions and hospitality enterprises reap profits, often while doing business in pleasing settings. Governments hope for a larger tax base and an infusion of dollars from outside, all of which can be leveraged to pay for infrastructure and other public services that contribute to quality of life for both residents and visitors. Citizens fall into two camps; those who view tourists as invading interlopers who drive up prices and those who welcome increased employment and entrepreneurship opportunities. As wages increase, a higher standard of living generally follows.

Tourism stimulates employment and investment not only in the hospitality sectors of the economy, but also in other industries that serve it, including construction, agriculture, government, the arts, and others. Tourist industry jobs held as a youth can inculcate people with skills that last a lifetime, including addressing customer needs, interacting with diverse people, and being responsible. Tourism can deliver important social and cultural benefits, for example, creating a market for traditional crafts, dance, music and other art forms that helps keep them alive and kindles community pride. Often policies and improvements designed with the tourist market in mind benefits local residents as well, as when governments protect open space, build recreational amenities, or establish pollution controls. Similarly, when tourists show an interest in local heritage and culture, residents may take note and take steps to learn more themselves.

Finally, both business and individuals benefit from the opportunity to relate to visitors from other areas. For private enterprise, visitors represent the opportunity to expose local goods and services to broader markets. For individuals, interactions between residents and visitors represent an opportunity to revise—and perhaps reject—stereotypes and prejudices. For the Lancaster-York Heritage Region, residents ranging from Mennonite farmers to Harley-Davidson factory workers are subject to preconceived notions that visitors promptly abandon after their encounters. Exposure to visitors also decreases parochialism.

In addition to the risk that anticipated economic benefits fail to materialize, tourism poses other potential adverse impacts. Those already experienced by the Heritage Region include:

- ◆ **DETERIORATION OF TOURIST DESTINATIONS.** Ironically, both crowded conditions and sparse visitation lead to the same result: despoiled facilities that lead to a negative impression and reduce the likelihood that tourists will recommend a destination or make a repeat visitation themselves. Whereas overuse results in dirt and grime, underuse results in disinvestments and poor maintenance.
- ◆ **LACK OF HOSPITALITY.** Similarly, too many tourists impinge on residents' quality of life and leads to discourteous attitudes and poor service. At the same time, too few results in host failure to recognize the visitors' significance to the local economy.
- ◆ **COMPROMISED BUILT ENVIRONMENT.** Poor quality design and its results—sprawl, bad renovations, unfettered signage, etc.—along with structures built on sensitive sites, poor infrastructure decisions and other such travesties denudes communities to the detriment of both residents and visitors. Often these negative outcomes result from strategies designed to make fast or easy money from tourism instead of nurturing it to maturation.

- 
- ◆ **COMMERCIALIZATION OF TRADITIONAL CULTURE.** Mass production of meaningful cultural items and experiences manipulates visitors and residents alike, as the fake supplants the authentic and quality declines. Having been desensitized by the phony, tourists then disrespect the real and offend the residents who know better. Tourists who know better decry the situation, lamenting that the destination has been “spoiled.” When they stop visiting, the local tourist industry is left no choice but to accelerate its devolution towards the lowest common denominator: the mass market.

While the heritage area initiative cannot address all of these issues alone, it is recognized that steps should be taken to redress some of the adverse impacts via the Heritage Region. In particular, by focusing on preserving and presenting the authentic heritage resources it is hoped that the heritage area initiative can reduce the commercialization of traditional culture (notably the Amish) and help to improve the built environment.



# Putting It All Together: The Action Plan

This section describes the proposed programs and projects for the Lancaster-York Heritage Region. All of these recommended actions are organized toward achieving the goals set forth earlier in this plan. Suggestions on the order and phasing of implementing these recommendations, and estimated costs, can be found in the “How It Will Get Done” chapter of the plan.

## Building Understanding & Identity: Interpretive Actions & Programs

### Providing Coherence & Identifying New Opportunities

Orientation to the overarching stories of the Lancaster-York Heritage Region is a key issue. Below are recommendations for several alternative approaches to region-wide orientation. These interpretive programs would be undertaken by the region-wide coordinating entity and would serve to alert visitors to the overall interpretive framework while also informing them about other sites and services available in the region. In effect, the orientation programs would function to promote, bolster and sustain the specific interpretive sites within the Heritage Region while providing visitors with a much-needed overview. Also included in this section are some possibilities for local initiatives and local programming that can be undertaken by local institutions, organizations and communities within the Heritage Region to improve their public offerings and further develop identity and cohesion within the Heritage Region. The Heritage Region should work aggressively to implement all five of the interpretive themes within a 3-5 year timeframe.

## Region-wide Initiatives

### Voices on the Landscape: An Interactive Audio Tour

“Voices on the Landscape” will offer visitors an innovative and evocative way to explore the Lancaster-York Heritage Region by combining new communications technologies with proven educational and interpretive programming practices. An interactive audio presentation, “Voices” will encourage and allow visitors to make their own choices, follow their inclinations,

travel at their own pace, revise their itinerary at a moment’s notice and pursue in depth their interests while touring the Heritage Region.

Visitors will listen to the “Voices” program while viewing the area from their automobiles. With its many back roads and out-of-the-way places, this approach to sightseeing and heritage travel is in keeping with the character of the region. It’s also in keeping with the history of the region in part because the economy of both York and Lancaster Counties were rooted in significant transportation networks and in part because both counties manufactured automobiles in the early decades of the twentieth century. Even today, the region plays an important role in America’s transportation system, and York County is the home of Harley Davidson Motorcycles’ assembly plant.

“Voices” will provide visitors with a place-based interpretation. Script development for the program will be organized around specific sites as well as the five primary themes of the Heritage Region. Rather than unfolding in typical narrative fashion, the script will consist of several short segments or stories, each one being between 30 seconds and two minutes in length. Total playing time for the entire program will be 120 minutes. The sequence in which visitors listen to the various stories or segments of the program will in large part be determined by the route they take while traveling through the region.

In addition to offering place-based interpretation, “Voices” will introduce visitors to the residents—past and present—of the Lancaster-York Heritage Region. Indeed, local residents will serve as the tour guides for the program. Depending on the specific site being interpreted, visitors might hear from a local farmer or innkeeper, a waitress or a naturalist, a quilter or Harley worker, a folk musician or a fireman, an archeologist or a canoe guide, a recently arrived Hispanic-American or a well established German-American whose family came to the region during the eighteenth century.

To develop the narrative for the program, seniors will provide oral history remembrances. For earlier eras, actors will either read from the letters and diaries of eighteenth and nineteenth century residents or they will play roles in short dramatic vignettes from the region’s

past. When available, brief segments of local radio programs—news, talk, entertainment or even advertisements—from the twentieth century will also be included. In short, visitors traveling through the region while listening to the “Voices” program will hear from a wide range of diverse residents from virtually every era. In this way, visitors will learn firsthand about nature and history from the very people who have resided in the cities and towns of the Lancaster-York Heritage Region.

Visitors will be able to rent access to the “Voices” program at a variety of outlets: hotels, motels, visitor and information centers, museums, markets, etc. With a swipe of a credit card, visitors will receive a small package of equipment that will include a portable computer with software, a sound system which everyone in the car can listen to as a group, and a remote access device. While traveling in their cars, visitors will point the access device to one of the identifiable “Voices” signs or medallions which will be located throughout the region’s landscape. At each of these “stations” visitors will be able to choose from any of several levels of interpretation: a local resident; a local expert—historian, archeologist, naturalist; a local actor or actors who will provide dramatic living history interpretation; a local tour guide who will provide additional information on nearby sites, restaurants, hotels, museums and directional information. Natural sounds, traditional music and local dialect will also be included as part of the interpretive program. When a visitor is finished touring the region, he or she will return the equipment to any one of the participating providers, and a swipe of the credit card will determine the final fee.

Because of its innovative nature, planners may choose to develop the Voices program in two distinct phases. In Phase I, the program will be developed as an audiotape program that will consist of oral history remembrances, dramatic readings and vignettes by actors, excerpts from local radio programs over the course of the past century, and a narrative voice which links the various segments. Here the presentation will be linear in nature, with visitors listening to the program from beginning to end. In Phase II, Voices will be developed as the interactive, high technology program described in previous paragraphs.

## Welcome to the Lancaster-York Heritage Region:

### An Audiovisual Orientation Program

An audiovisual presentation can provide visitors with an evocative, overall perspective on the entire Lancaster-York Heritage Region. Drawing on the human stories of the area’s residents, both past and present, such an orientation presentation will have the additional virtue of being able to achieve its goals in dramatic fashion. In addition, it can present a complex mosaic of stories that cover several centuries in a relatively short amount of time. In a relaxed and comfortable atmosphere, visitors can grasp the full picture before heading-out to various sites throughout the Heritage Region.

The production process for an audiovisual program consists of three distinct phases (1) pre-production in which the research is done and the script developed; (2) production, during which filming and recording are undertaken; (3) post-production, the final phase in which the program is edited, the script fine-tuned and the narration recorded.

In allocating resources to produce an orientation program, it is useful to keep in mind that variations in cost reflect the amount of time spent in research and in editing, that is, in constructing stories that provoke and inform the visitors. Another key consideration in assessing cost is the setting in which the program is presented. A full immersion experience is obviously more expensive—and more exciting—than a program shown on a small screen.

Described below are two distinct approaches to a twenty-minute audiovisual orientation presentation. Both programs will draw on the overarching theme as well as the five primary themes to tell the story of the Lancaster-York Heritage Region.



**AN INSTRUCTIONAL APPROACH.** This approach would weave together a historical overview with precisely stated themes and stories. It would be direct and clear, providing visitors with an explicit chronology and a sequence of specific stories from the Lancaster-York Heritage Region.

For example, the history of the region could be divided into six overlapping eras:

|                  |  |
|------------------|--|
| Prehistory-1700. | The Natural Setting: The Susquehanna River, The Chesapeake Bay, the Land and the Indigenous Peoples. |
| 1700-1790.       | European Settlement and the Revolution.  |
| 1740-1880.       | Agriculture as a Way of Life   |
| 1830-1865.       | The Underground Railroad and the Civil War Era   |
| 1840-1917.       | Emerging Industries, New Peoples   |
| 1890-present.    | Growth, Decline and Rediscovery  |

By employing a clear chronology and showing specific sites—archeological remains, natural settings along the Susquehanna River, an historic church, a functioning farmers market, the interior of a food processing plant—the program would orient visitors to the region, give them a broad historical overview and present each theme along with specific sites and stories. For instance, an archeologist could provide insight into the petroglyphs in the middle of the Susquehanna River as a means of introducing visitors to Natural Ways themes and the mystery of the distant past. A visit to the Ephrata Cloister or Lititz would introduce visitors to some early perspectives on community life in the region and insights into the Town and Country theme. To demonstrate the “Quest for Freedom”, a local interpreter could give a brief tour of the York Colonial Courthouse while talking about the arrival of the Continental Congress in York in 1777. Similarly, a local historian could take visitors on a walk around Christiana while describing the dramatic resistance to the Fugitive Slave Law in 1851 along with some background on the secret workings of the underground railroad in the region during the middle of the nineteenth century. To illustrate “Foodways,” a contemporary commercial

farmer might give visitors a glimpse of the family’s farm and the Central Market, connecting contemporary agriculture with economic history and ethnic customs. By exploring various sites and presenting them in a chronological sequence, visitors would get an overview and an invitation to pursue their interests.

**A HUMANISTIC, STORYTELLING APPROACH.** In this approach, contemporary residents of the region will introduce visitors to the area, past and present. In this way, people, rather than sites or chronology, will serve as the primary vehicle for engaging the visitors’ interest and imagination. A few, carefully selected local characters will guide visitors through the stories of their lives, and effectively pilot the audience into the heart of the region. This program would challenge as well as instruct, forging and developing emotional connections.

A central metaphor for this film could be the “gift of the good land,” evoked by the Plain People, but felt throughout the region by residents both past and present. Contemporary inhabitants—Plain People, African-Americans, new Asian immigrants, Hispanics, and long-established Scotch-Presbyterians – could tell visitors about the meaning of the land in their lives, telling stories about agriculture, immigration, religious tolerance, political refuge, the struggles for economic well-being and personal freedom. A brief exploration into the region’s past could be set within this context, linking the land with freedom, an idea at the very heart of America’s national experiment.

Our guiding characters would welcome the visitors into their lives, telling about times past and present in the Lancaster-York Heritage Region. We might meet descendants of slaves who escaped from Maryland or Virginia into southeastern Pennsylvania. We might also meet descendants of the people who sheltered the runaways. They could take us on tours of their ancestral homes and neighborhoods to reveal the inner workings of the nineteenth century underground railroad. Similarly, we might meet descendants from the American War for Independence. In these ways the “Quest for Freedom” theme could inspire visitors to begin to reflect upon their own modern day quests: for the secrets of a new place or perhaps for the unexplored dimensions of their own family history.

Our local guides—diverse, engaging and friendly storytellers—would then introduce visitors to their farms and places of residence, revealing a chain of connections that links work, family, agriculture, manufacturing, transportation and marketing. A busy farmers’ market would reveal to viewers some of the region’s unexpected products, like wine and chocolate, as well as the traditional dairy, fruit, vegetables and grains. At the farmers’ market visitors would experience the intersection of “foodways,” with both “innovation and tradition” and “town and country.” Through the lens of ethnic, racial and social diversity, visitors will learn about a complex web of relationships and interactions that underlies contemporary community-life in the region.

Finally, our guides will take us on a trip to the Susquehanna River, a hike on the Mason Dixon Trail or a picnic at Chickies Rock County Park introducing the audience to favorite leisure-time spots and the “Natural Ways” theme. In this way, the story will come full cycle concluding with another perspective on the gift and the

mystery of the land through the eyes and experiences of local residents.

This evocative and humanistic approach to the region’s past and present would cost more to produce than the more straightforward instructional piece described previously because filming people’s lives is a complicated process which requires additional time for both research and editing. When employing this approach, the story cannot be fully scripted—or even anticipated—in advance. The final product will have a more spontaneous and intimate quality, but it also demands more time to find inspiring lead characters and to piece together and edit the rich mosaic of intersecting lives and stories.

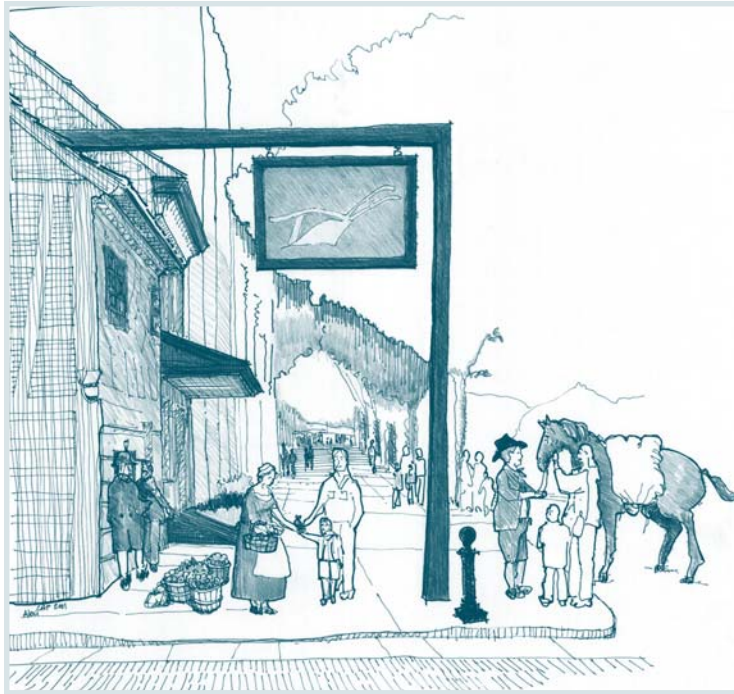
### **Discover the Lancaster-York Heritage Region: An Interactive Exhibit**

This relatively small, interactive exhibit would serve as a complement to the audiovisual orientation program and would be located in the lobby of the theater. Organized



*A small, interactive exhibit would complement the audiovisual orientation program. Organized around the five themes, the exhibit would familiarize visitors with the entire heritage region as well as its wide array of sites and peoples.*





*A living history troupe could make for a powerful and exciting interpretive program during the high visitation summer months.*

around the five primary themes, the exhibit would familiarize visitors with the entire heritage region as well as its wide array of sites and peoples. Space would be allotted to each of the five themes, while a large timeline running throughout the exhibit would provide for unity and place significant regional events within both a national and an international context.

For maximum impact, generally, the doors to the theater are closed after a showing of the film has begun. With the film running approximately 20 minutes (and therefore shown twice each hour), visitors will need the exhibit as a holding experience if they arrive after the film has begun.

Contemporary interactive exhibits—drawing on techniques used at both science and children’s museums—are family-friendly, engaging and informative. They also provide opportunities for updating the program after it has been installed. Because interactive exhibits usually include hands-on activities, computers and short videotape loops on

television monitors, these exhibits are somewhat more expensive than traditional history exhibits.

## **Meet the People of the Lancaster-York Heritage Region: A Living History Region**

Over the past two decades, outdoor museums have found living history programs popular and effective learning tools. Increasingly historical sites and history museums have found that visitors are primarily interested in the lives of people from the past rather than in artifacts, images, room settings and preserved buildings. In fact, reproduction objects are now often seen as stage props, while the main attraction has become “the play.”

A living history troupe could make for a powerful and exciting interpretive program during the high visitation summer months. Drawing on theater students from the local colleges, two or three local historians, a director and a costume designer, the troupe could identify significant but long-forgotten local residents as well as outdoor public locations—streets, parks, town squares, farmers markets and town commons—where brief vignettes could be presented.

Initially the actors, working from short scripts developed with the director and the historians, would interact directly with visitors. Each dramatic interaction would last from five to ten minutes. As the cast becomes more experience and the program more polished, there could be short vignettes in which actors interact with one another. Such scenes, however, require a higher level of scripting and directing. During the early phases, therefore, it would serve the purposes of the program for actors to individually interact directly with the audience rather than one another.

Produced and operated during the summers and perhaps on selected weekends during the spring and autumn, costs for living history programs are modest, while benefits and impact are very high.

## A Waysides Program: An Outdoor Interpretive Project

As part of the National Park Service's Chesapeake Bay Gateways Network, the Lancaster-York Heritage Region has already begun an outdoor waysides exhibit program. Over the course of the next eight months, fourteen panels or wayside exhibits will be planned, produced and installed at access points along the Susquehanna River in Lancaster and York counties. Another seven are planned for 2002. These wayside exhibits, focusing on history and nature, will place the Susquehanna River in the larger context of the Chesapeake Bay watershed.

This Gateways Network waysides project can serve as a pilot to a much larger waysides exhibit program in the Lancaster-York Heritage Region. Waysides, which consist of interpretive text and historical images, provide coherence and unity to experiences that are spread over large distances and areas. They are

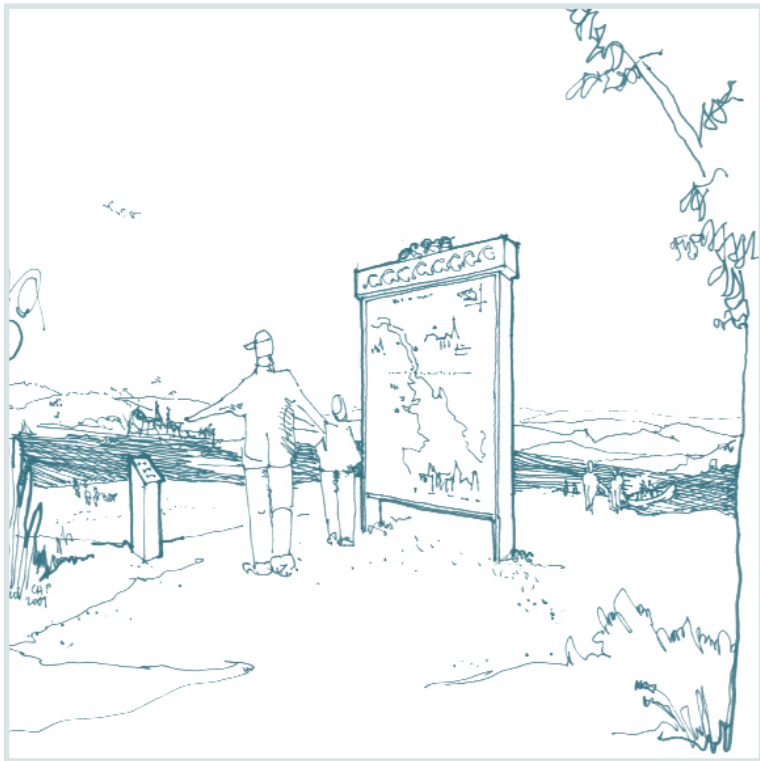
particularly effective with walkers, hikers and bicyclists. In this way, they also complement the kinds of interpretation made available to automobile drivers who are making use of the "Voices on the Landscape" program.

In addition to the wayside exhibits currently being planned along the Susquehanna, the Heritage Region could install waysides on the Mason Dixon Trail, the Heritage Rail-Trail, the Conewago Recreation Trail, in parks, near historic buildings and in historic districts. This widespread program would serve as an ongoing reminder of the region's rich heritage to visitors and residents. As an additional advantage, individual wayside panels can be installed, changed or updated at a relatively modest cost.

## Kiosks: An Indoor Interpretive Project

Kiosks serve purposes similar to wayside exhibits, but they are placed at indoors sites—restaurants, inns, hotels, museum lobbies—rather than outdoors. Because of their placement, kiosks offer a more diverse range of information and media than waysides. In addition to text and images, kiosks can also include (1) television monitors on which visitors can watch segments from the orientation film or excerpts from an oral history interview; (2) a computer screen on which visitors can access the Heritage Regions for additional information on sites and services; (3) selected objects as part of an interpretive display; (4) brochures on other attraction in the Heritage Region.

Kiosks are more complex interpretive vehicles than waysides. They require more planning, design, production and fabrication than do waysides. As a result they are more expensive, especially in the initial phases. After the initial outlay of time and funds for developing a prototype, however, replication of the kiosks for a variety of sites will be relatively inexpensive. Finally, it is important to keep in mind that kiosks are highly flexible interpretive vehicles, and both the web site and audiovisual components can be easily updated, revised and modified.



*A waysides exhibit program, using the five themes as an underlying framework, would expand interpretation to the outdoors. This would be particularly effective with walkers, hikers, and bicyclists, and could complement the "Voices on the Landscape" audio tour.*

## Local Initiatives Grant Program

One of the primary functions of the coordinating entity in the Lancaster-York Heritage Region will be to encourage, promote and empower local interpretive initiatives within the various communities of the region. The coordinating entity can provide technical and financial assistance to achieve this end and to insure uniformly high standards of planning and public presentation.

In this regard, a grants program will be especially important. To help achieve critical mass for the interpretive framework, the coordinating entity's grants program could promote one of the primary themes during one of the grant cycle periods and an alternative primary theme during another cycle. Such a strategic approach, which highlights different themes during different years, would also serve to encourage cooperation and partnerships among local organizations and institutions.

With the assistance of the coordinating entity, local communities and organizations could plan a vast array of interpretive programs geared to the Interpretive Framework, including exhibits, local living history programs, self-guided tours, oral history projects, sound-and-light dramatic presentations inside historic buildings, nature hikes, curriculum units for local schools, and archeological digs which include on-site, public interpretation.

Heritage Festivals and Celebrations provide exceptional opportunities to promote a distinctive local identity, and they dramatically increase heritage awareness among both visitors and residents. Such festivals are complex undertakings that require considerable planning, effort and coordination, but for these very same reasons heritage celebrations encourage and support community cohesiveness and renewal.

With its long history, the region can also take advantage of previous community celebrations. For example, in



*A grants program would encourage organizations to refresh or create new exhibits consistent with the five interpretive themes. Grants could support exhibits, self-guided tours, oral history projects, nature hikes, school curriculum guides, and community heritage festivals, among a host of other possible interpretive projects.*

1899, the City of York celebrated its 150th anniversary. Sixteen years later, in 1915, Hanover celebrated its centennial. Each of these celebrations included parades, pageants, demonstrations and festivals that are well documented. By making use of historical evidence and sources, both cities could re-create these celebrations and provide contemporary visitors and residents with an unusual look at their community's past and present.

In a similar vein, the management entity would need to establish close working relationships with local school systems, curriculum planners, teachers and administrators. Already, the history of the region—including significant events, the townscape, landscape and notable historic sites—are included in the school curriculum. As a part of its charge, the coordinating entity would develop strong relationships with the region's school systems to disseminate the themes and develop innovative educational programs that are rooted in the area's heritage and traditions. In sum, outreach to the school systems and school personnel will be an essential part of the coordinating entity's responsibilities.

## Enhance the Visitor Experience

The visitor experience, and the appeal of the heritage area, depends on four types of facilities:

- ◆ **ATTRACTIONS** (commercial as well as interpretive facilities).
- ◆ **RECREATION** (active and passive, including enjoying scenery).
- ◆ **SERVICES** (places to eat, sleep and shop).
- ◆ **INFRASTRUCTURE** (access, signage, parking, rest stops, etc.).

These strategies are geared towards addressing all facets of the visitor experience. Enhancing the visitor experience is thus a partnership between a wide array of entities, including the public sector—especially agencies engaged in historic preservation and environmental stewardship—along with non-profit organizations and private enterprise. The heritage area

is a mosaic of strong themes that are authentically represented throughout the region. Whereas today visitors must cobble their trip together, choosing from an array of attractions ranging from the truly authentic, to simulated realism, to unapologetically commercial. Improving the visitor experience encompasses providing information as well as product development and both active and passive packaging. Ideally, visitors will be able to explore themes of family, community, work, culture and technology in a series of linked destinations that are experienced in a dramatic and attractive way. Traveling to and through the area must be interesting, rewarding and convenient. This is a challenge given the region's size and the distances between attractions.

While the elements noted above shape the actual visitor experience, other factors influence people's perceptions of what the experience offers: their expectations about the benefits of visiting the heritage area. While these impressions are stimulated by many factors beyond local control, image development and subsequent communications programs both contribute to positive visitor assumptions and shape accurate expectations about the experience to come.

Since the most valuable tourist resources are often either intangible or shared goods—scenic vistas, cultural characteristics, a reputation for friendly folks and fun—many of them are also cherished by residents, grouped together under the “quality of life” rubric. Sharing these goods, especially in the Heritage Region, represents an intergenerational activity as well. Residents need to understand how tourism will improve their children and grandchildren's lives (including ensuring that they can continue to follow traditional ways) while tourists hope their offspring can enjoy a similar experience in the future.

Tourism today represents the world's largest industry based on a variety of economic measurements: employment, output, value added, capital investment and others. Favorable economic conditions portend continued growth, including increased wealth, leisure time, access via road and air, and information on destinations. Only a decade ago, few communities outside of traditional destinations viewed tourism as a legitimate form of economic development; now most

compete to attract a share of the visitor market. From the perspective of the visitor, that means:

- ◆ Brochure bombardment;
- ◆ Increased ability to tailor experiences to individual tastes and interests;
- ◆ Enhanced sophistication... and hence a stepped up search for new/better/more experiences.

For the Heritage Region, the principles of growth management and place making apply to tourism development strategies. Sensitive tourism development strategies focus on the quality of development (including creating standards), balancing competing resource demands and regulating the rate of growth (which in turn implies monitoring capacity). Improving the visitor experience in the Heritage Region entails becoming more involved in heritage product development—including enhancing and celebrating cultural, natural and historical resources—as described throughout this plan. However, it also means taking advantage of its regional mandate to nurture and facilitate regional approaches to tourism development. Ideas include:

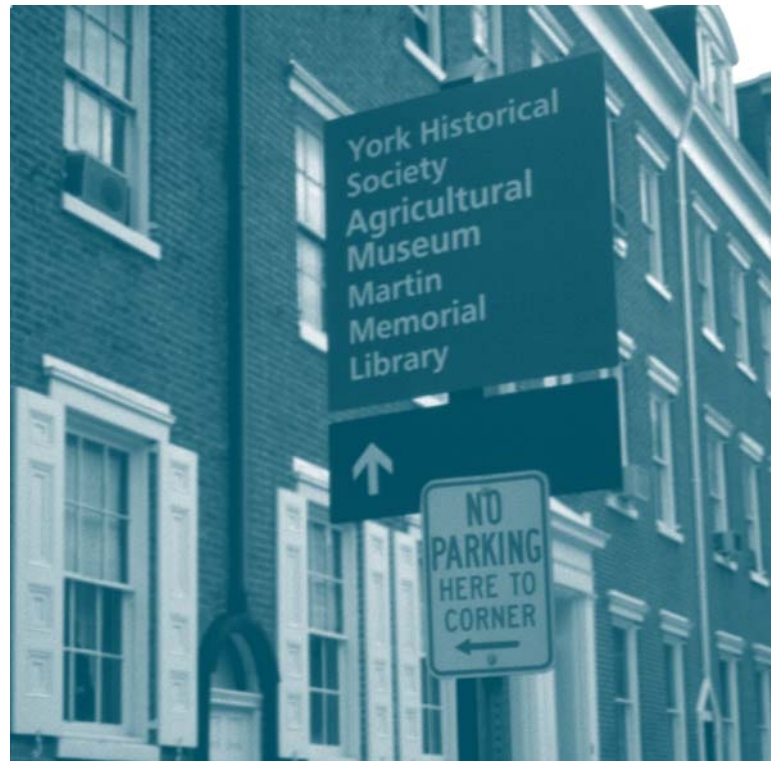
- ◆ Embark on a system for creating an identity for the Lancaster-York Heritage Region that positions it as an interesting and desirable place to live, work and visit;
- ◆ Establish an effective visitors center in downtown Lancaster: a focal point for both business and leisure travelers;
- ◆ Leverage the heritage area’s regional mandate by encouraging the two counties and the major jurisdictions to adopt a joint tourism policy that explicitly provides for the consideration of the impacts of other government activities on tourism and encourages inter-jurisdictional cooperation;
- ◆ Host annual tourism summits that allow interested parties to mingle, share common concerns, unveil new initiatives, and build bridges to facilitate collaboration;
- ◆ Create a bi-county industry round table which would include representatives of the government, industry and tourism related associations and organizations;

- ◆ Encourage and support cooperative research and creating a library of strategic planning, development and marketing information and summaries of best practices. This clearinghouse would collect and distribute tourism-related information and data to the industry as well as to community leaders, elected officials and the media.
- ◆ Create theme-based travel packages and market them;
- ◆ Develop a curriculum to educate guidance counselors about opportunities in the tourism industry;
- ◆ Support efforts to expand the availability of quality hotel rooms within Lancaster, York and other traditional downtowns.

## Orientation

### Expand Wayfinding Signage

Both York and Lancaster Cities have developed downtown wayfinding systems that help visitors find their way to key destinations. These systems are attractively designed for use by both motorists and pedestrians, and are complementary in graphic



character. There is a need to expand these systems beyond the two cities, so that visitors can find their way in the heritage region. Signage would also help to provide a sense of cohesion and regional presence, and reassure visitors that they are on the right track. The signs should be designed to echo the character of the downtown systems, as well as the brand identity that will be developed for the heritage area. Several types of signage are needed:

- ◆ **IDENTITY SIGNS AT HERITAGE REGION BOUNDARIES.** For example, “Welcome to the Lancaster-York Heritage Region,” installed on the major roadways at the bi-county perimeter.
- ◆ **DESTINATION/ARRIVAL SIGNS.** The purpose of these signs is to clearly announce when people have arrived at a destination, and can be in the form of large signs or banners. These signs would be located at heritage attractions and in heritage communities, for example, at the gateway of a town a sign could say, “Welcome to Mount Joy, A Lancaster-York Heritage Region Community.”
- ◆ **ROUTE SIGNS.** These signs direct people along touring routes and to specific sites. Trail blazing signs help visitors find dispersed attractions, and serve an economic development function by pointing the way to downtowns and clusters of restaurants, shops and other services. Similar to a scenic byway marker, at a minimum route signs should be located along major travel routes (especially I-81, Pennsylvania Turnpike, Route 30) in an effort to “advertise” the heritage area and to encourage people to get off the highway and explore.

Coordinating the design, location, and installation of these signs will be a substantial undertaking, requiring extensive facilitation among various organizations and agencies, notably PennDOT, local municipalities, and private property owners. While efforts to develop a coordinated state heritage parks signage program have stalled, this may be an opportunity for the Lancaster-York Heritage Region to serve as a pilot initiative for the state. The state tourism office and Pennsylvania Historical and Museum Commission could also be key partners in this endeavor.



## Quality Assurance

“Exceed expectations” has become a mantra in customer service. Providing visitors with a quality experience is an issue that reaches beyond commercial lodging and eating establishments and extends to all aspects of the traveler’s perceptions. One arrives in the Lancaster-York Heritage Region with the expectation that the authentic heritage sites and attractions for which it is noted will be readily apparent and abundant. Presently, it is difficult for the visitor to navigate through the commercial landscape to find the authentic, the special. Beyond the issue of directional wayfinding, more attention to authenticity and quality presentation is also needed.

## Expand the Lancaster Heritage Program

The pioneering effort by Lancaster County Heritage to establish and promote authenticity serves as a model and is recommended for expansion throughout the entire Heritage Region. The program needs to be expanded (and renamed) to encompass the Lancaster-York Heritage Region and revised to incorporate the interpretive theme structure. It also should be expanded to encompass natural resources (parks, greenways, trails, etc.). Its participants would include historic sites, museums and non-profit organizations as well as commercial businesses. Also, the existing authenticity guidelines should be revised for

compatibility with the Heritage Region interpretive theme structure.

Further, the existing authenticity-focused program could benefit from more emphasis on marketing without diminishing the image of quality. One concept is a ‘Lancaster-York Heritage Experience’ program that would have clear criteria for participation. For instance, with Foodways as an important interpretive theme, ‘landmark’ local establishments that feature regional specialties, foods or goods associated with traditional practices and that met program criteria would be promoted in heritage region communication materials.

### Develop a Graphic Identity for the Heritage Region

Building a regional image and identity is one of the foremost challenges for the Lancaster-York Heritage Region, and indeed for most heritage areas. A Lancaster-York Heritage Experience Program provides a significant opportunity for branding and strengthening identity and image through the use of a consistently applied Lancaster-York Heritage Region graphic family for all communication and marketing materials: brochures, maps, banners – even labels on products granted the ‘seal.’ The interpretive themes provide a structure around which to organize information, but fail to provide a coherent regional *visual identity* that is marketable and that identifies this is a distinct region. An identity program brings together a comprehensive set of information in a uniform format that signals cohesiveness, quality, consistency, and accuracy for those experiencing the heritage area. It helps to create the heritage area as a destination within a relatively small budget and short period of time, and without requiring hugely expensive capital projects.

An identity program is essentially a graphic-design project. It should be bold, simple, and used in a variety of settings and formats. The identity program should incorporate the interpretive themes and existing

Lancaster Heritage logo. The graphics should reflect the uniqueness of the region, and not just be prettily designed. Its results should appear as a uniform system of icons, designs, and colors, which are combined to give a “family” look to Heritage Region signs and printed material, linking the region visually. The identity should incorporate the Lower Susquehanna River in the graphic logo or tag line.

Professional designers should be engaged to create the package. Stay away from abstract symbols, focus on staying people-minded—what makes the greatest sense from the perspective of the user/consumer—in order to reach out to people.

For the visitor trying to decide if the Lancaster-York Heritage Region has enough of the experiences they seek, whether heritage related, nature related, or just a relaxing weekend away, the current proliferation of printed materials and brochures, as well as the several web sites presenting various area attractions can be quite confusing. Some of the best-organized and ‘accessible’ heritage regions have found great value in having a well-developed communication program utilizing a graphic family that is coherent and easily understood. The attractive maps and brochures of the Lancaster Heritage Program are an example of such a graphic and communication system. A more expanded version should be developed as soon as possible, providing the heritage region with an easily accomplished early presence in the minds of visitors, residents, media, and potential funders.

## Marketing

### Develop A Marketing Plan

Traditionally marketing in the Heritage Region focused on producing and disseminating brochures and vacation guides and, especially under the auspices of the Pennsylvania Dutch Convention and Visitors Bureau, purchasing ad space designed to motivate people to call toll free numbers to request these printed materials.



Advertising dollars supported the distribution process rather than creating an image or fostering awareness. While York County focused on its ongoing manufacturing muscle, Lancaster County touted its cultural identity; both emphasized community character and outlet shopping opportunities.

In recent years, however, the region has turned its attention to creating brand identity and establishing a more distinct presence. Moreover, building (in York County) and planning (in Lancaster County) improved meeting facilities had led to additional interest in marketing each locality as an attractive venue for business functions and small conventions or exhibitions. In Lancaster County, bed tax revenues—while in dispute—have increased the resources available for both promotion and, more importantly, target market research.

At present:

- ◆ Each county markets itself separately; no entity stewards the region’s image, identity, brand and visitor experience product to ensure that all messages broadcast to potential travelers work in conjunction with each other in a synergistic fashion.
- ◆ In today’s competitive tourism world, aggressive marketing is imperative. Creativity can not overcome negligible budgets and while the two official tourism promotion agencies are well-funded, the smaller destinations with fewer dollars find it increasingly difficult to capture traveler mind-share.
- ◆ While brochure production reaches record levels, little effort has been focused on providing vacationers with a set of reasons to visit the Lancaster-York Heritage Region and experience the totality of what it has to offer. Marketing in the Heritage Region today follows artificial boundaries (jurisdictions, business ownership patterns, etc.) rather than consumer perceptions of the destination.

As a result, duplication of effort and resource dilution abounds.

A marketing plan of action can be established to address and correct these deficiencies. It entails

examining: the destination name; positioning it; segmenting the market; packaging the product, and; establishing communications priorities and then developing the requisite tools. The plan also should explore opportunities to expand marketing efforts to work in partnership with Maryland’s Lower Susquehanna Heritage Greenway.

## Product Name

Changing the heritage area’s name from the Lower Susquehanna Heritage Area to the Lancaster-York Heritage Region accomplishes several important objectives:

- ◆ Eliminates confusion related to traveler uncertainty about what and where the Susquehanna (River) is, including whether the destination lies within Pennsylvania or Maryland’s borders;
- ◆ For those who recognize the River’s name, the new appellation conjures up the notion that the region offers more to see and do than simply enjoy water-related activities, thus expanding the range of consumer demands that can be accommodated;
- ◆ Allows for easy participation by communities on both sides of the river, allowing cross-border cooperation and shared promotional efforts.

## Positioning

Positioning entails managing how consumers perceive the product—the Lancaster York Heritage Region—offered. It’s a blueprint for future marketing and product development because it establishes reasons why travelers should avail themselves of the opportunity to visit. Consequently, it’s fact-based and thus should rarely be changed. Positioning and branding are closely related and both entail understanding four components that contribute to identity within the marketplace:

- ◆ The target audience – the best potential customers, that is, the people who offer the highest probability of responding to carefully crafted marketing messages by visiting and then behaving in desirable ways, e.g., spending money, refraining from littering, and then convincing friends to visit too.



- ◆ The frames of reference – the competitive realm
- ◆ The meaningful benefits—from the customers’ perspective, the attributes of the visitor experience that distinguish the Heritage Region from its competition, and
- ◆ The rationale—the reasons people should believe that they will receive the benefit promised if they partake of the visitor experience.

While all tourism professionals find it tempting to believe that they “know” these factors, usually rigorous research reveals new aspects of how travelers relate to a destination that offer fresh insights and, in the case of regional destinations, opportunities for collaboration.

## Market Segmentation

Back in the days when fewer media outlets competed for consumers’ attention, appeals geared towards the majority of the population worked because there were few cost-efficient tools that facilitated differentiation. With only three television stations offering equivalent programming, marketers had little choice. Now segmentation has become more affordable and more necessary, as pressure to spend limited marketing funds wisely and to deliver individuals offering the greatest payback takes hold.

There are numerous ways to segment the market, including by geography, socio-economic status, special interest, and life stage.

- ◆ Geography relates primarily to access. In the heritage region, that means segmentation by drive times (insert map) where the target audience is close enough that the drive is not unreasonable but far enough away that an overnight stay is required.
- ◆ Socio-economic status, when coupled with geography, leads to segmentation based on psychodemographic theory, which holds that people who

live in the same neighborhood have very similar attitudes and purchasing behaviors. Short hand capsule statements describing these clusters are assembled by several commercial data houses: these are the pithy categorizations like “Furs & Stationwagons” and “God, Guns and Guts” that characterize a set of attributes including neighborhood type, income, occupations, home values, product preferences, media choices, lifestyle propensity, etc.. Among the better-known, the PRIZM system and its ilk enables users to evaluate zip codes down to the nine digit level (25-30 households). Data about who already visits and enjoys the Heritage Region provides clues about who else might also visit and enjoy it.

- ◆ Special Interest and Life Stage relates to what there is to see and do in the Heritage Region. Data about who already visits the area, what they do and how satisfying an experience they have again provides clues into how to segment the market according to special interests and life state.

Gathering information about visitors is a long term proposition. The Heritage Region can set up systems to facilitate this research. Threshold questions include:

- ◆ Who are these people visiting the Heritage Region?
- ◆ Where do they stay?
- ◆ What do they do?
- ◆ What do they contribute to the local economy?
- ◆ What are their levels of satisfaction?
- ◆ How can the region increase their level of satisfaction?
- ◆ What were their expectations and how did they comport with reality?
- ◆ How and why did they choose the Heritage Region?





*Regional Market Areas & Characteristics*

- 0-75 miles
- 75-125 miles
- 125-175 miles
- ↑ Secondary History Markets

## Packaging

As people become more time-sensitive and enjoy declining scheduling flexibility, convenience has become an increasingly important contributor to purchasing decision for all goods and services, including travel. Packaging helps keep the decision to choose a destination simple while at the same time providing the justification potential visitors need: the assurance that the trip will be worth their time and money. Packaging offers a way of organizing the available experiences, in light of market segmentation choices. Moreover, it is a vehicle for regional cooperation that necessitates dialogue between the various tourism partners in the Heritage Region.

## Communications Priorities

Armed with a clear sense of the target market and a positioning strategy, it will then be possible to craft an effective set of communications tools and techniques. Within the tourism industry itself, it will be necessary to achieve buy-in from and support from local and state government officials.

Moreover, an awareness campaign geared towards local residents, historic preservation professionals and others is necessary to let people know about *all* of the Heritage Region's activities. Elements of the communications program will likely include:

- ◆ Formal and informal information and dissemination mechanisms, ranging from surveys to local radio talk shows, to sessions with the editorial boards of the region's papers
- ◆ A public relations campaign, particularly since the results of publicity efforts are consistently viewed as being more reliable and accurate than similar marketing efforts
- ◆ Web site
- ◆ Direct marketing tools, especially programs to induce repeat trips by previous visitors
- ◆ Traditional Advertising

Throughout this work, it is important to note that numerous business depend upon the existing cadre of visitors that the tourism promotion organizations throughout the Lancaster-York Heritage Region succeed in attracting from year to year. This core group represents the foundation for the region's tourism economy. It must not be alienated, nor abandoned. However, the more efficiently and effectively it can be reached, the more funding is available to supplement this core group of visitors with new sources of market support. Consequently, research efforts need to treat the core visitor groups as the essential resource they are, working to better understand their needs and ensure that they keep visiting the region.

## Downtown York Case Study: Outdoor Interpretation, Heritage Site Enhancements

One factor that influences visitor perceptions is the physical appearance of attractions such as museums. Enhancing the exterior setting of key visitor attractions and linking them to other nearby activities through the use of waysides and kiosks can help to enhance the visitor experience. Making improvements to these important community resources also can raise the visibility and appreciation of their role in community life.

The York County Agricultural and Industrial Museum is one locations where relatively minor improvements could have a substantial impact. The museum has an outstanding collection and is well-situated in downtown

York along an already active rail trail. The potential role it could play in exploring facets of the interpretive themes, notably “Foodways” and “Innovation, Invention & Tradition,” could make it a critical site for learning more about the stories of the Lancaster-York Heritage Region.

A grant from the Heritage Region could be used to expand interpretive efforts beyond the walls of the museum and improve its physical connection to the adjacent trail, building on the critical mass of things for people to see and do downtown. Modest physical improvements such as landscaping also could help to enhance the museum’s physical setting.



*Install pedestrian-scaled street lighting, selected to match downtown fixtures. Attach hanging baskets to add greenery and color.*

*Extend landscaping and street furnishings (benches, lighting, plantings, trash cans) from the bike trail to connect it with the museum property.*

*Install kiosks to help visitors find their location and find the sites in Downtown York. Provide information with a hands-on things to see and do.*

*Install interpretive panels along the trail to describe the role of York's heritage.*



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*Install bike racks near the museum to make it convenient for cyclists to stop and explore.*

*Add trees and plantings in front of the museum to frame the entrance and enhance the setting.*



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*Retain and position industrial and architectural artifacts as outdoor exhibit pieces and mark them with interpretive panels.*

*Plant a line of trees and dense ground cover across from the museum entrance in front of the parking lot to shade the sidewalk and improve the visual quality of the museum's setting.*

## Strengthen Place: Revitalize Town Centers, Conserve Natural Resources & Celebrate Traditions

Conserving and enhancing the “place”—the heritage resources and physical character and appearance of the Lancaster-York region—is a vital part of the heritage area initiative. The following recommendations focus on strengthening place and are organized into the following broad topics:

- ◆ **REVITALIZE TOWN CENTERS & PRESERVE HISTORIC RESOURCES**
- ◆ **ENHANCE NATURAL & RECREATIONAL RESOURCES**
- ◆ **ENHANCE URBAN DESIGN: FOCUS ON GATEWAYS & CORRIDORS**
- ◆ **CELEBRATE & PRESERVE CULTURAL TRADITIONS & FOLKWAYS**

### Revitalize Town Centers & Preserve Historic Resources

The region’s distinctive pattern of town and countryside is one of its most memorable qualities. Strong town centers are an important linchpin in preserving this character. Moreover, town centers are a lot more than real estate and property values. Traditionally, they play a major role in a community’s identity, pride and image for residents as well as visitors.

From a heritage development and heritage tourism standpoint, the scale and architectural character of downtown Lancaster and York are truly amenities. Business and community leaders in both ‘capital cities’ are committed to strong downtowns and are engaged in important revitalization efforts. Lancaster will soon have a new conference center and quality downtown hotel. In York the corporate presence of Pfaltzgraff has been a catalyst for revitalization and city government investment in streetscaping for the public realm. York’s Main Street program serves a vital function as an organization of stakeholders actively engaged in revitalization through business recruitment and retention efforts, marketing and promotional programs

that encourage downtown activity, advocating for downtown interests, and providing design assistance to enhance the visual quality of the street environment. Lancaster is actively engaged in similar efforts, understanding the importance of professional downtown management and marketing to leverage investment in the conference center and hotel.

Besides York, there are two other officially designated Main Street programs underway in Hanover, Ephrata, and Elizabethtown. Other towns and cities in the heritage region are also actively engaged in downtown revitalization efforts that would benefit from more resources (funds, technical assistance, and training) more strategically applied. These include Columbia, Wrightsville, Marietta, Lititz, Ephrata, Mt. Joy, New Freedom, and Shrewsbury. Pennsylvania’s experience with its Main Street program and the work of the Pennsylvania Downtown Center have demonstrated the value of a comprehensive, strategic public/private approach to downtown revitalization that encompasses:

- ◆ **ORGANIZATION.** Building an effective professionally staffed downtown management organization and achieving financial stability for it.
- ◆ **PROMOTION.** Actively marketing downtown as a place to be for businesses, shoppers, and community events.





*Expanded Main Street Program efforts combined with interpretation could benefit many of the smaller communities in the Lancaster-York Heritage Region. For example, in Spring Grove, the PH Glatfelter Paper Company has and continues to play a critical role in shaping the lives of the town's residents. Exploring and sharing the history, development and future of Spring Grove within the context of "Innovation, Invention & Tradition" could prove interesting for both residents and visitors.*

- ◆ **DESIGN.** Encouraging quality design in building rehabilitation, landscaping and public spaces, retail window display and all aspects of the downtown experience.
- ◆ **ECONOMIC RESTRUCTURING.** Encouraging reuse of downtown buildings for contemporary activities conducive to a town center: offices, housing, galleries, restaurants, etc.

Two decades of experience monitored by the National Main Street Center confirms the value of strong, professionally staffed downtown management programs in terms of economic return on investment and in bringing new life back to older town centers in this comprehensive manner

### **Expand Main Street Program Efforts**

In a heritage region, towns could participate in a network that supports and extends the investment in individual communities. The heritage region could hire a circuit-riding Main Street coordinator to encourage downtown revitalization efforts in participating heritage region towns. Efforts should focus on places such as Columbia, Wrightsville, Marietta, Shrewsbury and other towns with strong architectural character and market potential. As a first step, the Heritage Region should hire professional staff to coordinate technical assistance and training support, on a regional basis through a circuit-rider and the Pennsylvania Downtown Center. In

addition, efforts at the state level to promote regional cooperation via the state Department of Community and Economic Development may present an opportunity for funding a region-wide Main Street program. The Delaware & Lehigh National Heritage Corridor is engaged in such a regional effort, and could serve as a precedent.

### **Create and Promote a Market Towns Network**

The heritage of many of the region's towns is centered around the creation of a market center in the middle of vast acres of farmland. A Market Towns Network would highlight this heritage and include those communities participating in the regional town center revitalization program. This network could be promoted to visitors as a web of close-by interesting towns where unique heritage shopping, eating and entertainment opportunities await them. Moreover, each town is different and must be experienced—thereby promoting an extended visitor experience. This project could be a part of the Main Street circuit-riding initiative, with funds earmarked for marketing and promotion.

### **Support Downtown Management Efforts**

Through the Heritage Region more technical and financial assistance might be provided to the downtown management organizations in Lancaster & York Cities. In Lancaster, such support might institutionalize a



*The Arts District in Downtown Lancaster features several institutions along North Prince Street, including Fulton Opera House, Pennsylvania Academy of Music, and Pennsylvania School of Art and Design. This area is also home to several arts-oriented businesses such as galleries, jewelers, and antique shops. This cluster of arts resources is an asset that could become an even greater attraction for residents and visitors. The addition of wayfinding signs, banners, lighting, street furniture, landscaping, information kiosks, and attention to improved pedestrian safety would enhance the district's appearance and help to create a distinct arts and culture destination within the city.*

professionally staffed downtown management/marketing organization. The Downtown Improvement District is a good beginning, but requires additional resources to undertake a more aggressive work program. In York, the Heritage Region could augment the resources of Downtown York Main Street to enable the organization to give greater attention to economic restructuring and filling under-performing downtown buildings.

### **Support Historic District Nomination & Designation**

In many towns large areas of older buildings contribute to the overall sense of scale, time and place. Considering the quality and quantity of historic buildings in the region, and the noticeable concentrations of them in towns like Marietta, Mt. Joy, Lititz, Elizabethtown, Shrewsbury, Wrightsville, to name only a few, it is surprising that there are so few designated historic districts in the heritage region.

Historic district designation is not only a mode of protection, it is also a way to increase visibility and heighten resident pride. In partnership with state and local preservation organizations, the Heritage Region should provide grants and technical assistance to heritage partners (sites or communities) for the preparation of preservation plans and historic district nomination forms. The Heritage Region, the Lancaster Trust for Historic Preservation, and Historic York, Inc. can play an important role in marketing by providing local residents and communities information on the economic benefits of historic preservation and advise on the incentives that are available.

## Enhance Natural & Recreational Resources

### Develop a Plan for the Lower Susquehanna River Valley

Along both sides of the Susquehanna River from the Maryland line to above Chickies Rock, there is considerable undeveloped land, much of it in a natural state. Bluffs frame the river valley. Streams and creeks enter the river through narrow ravines where laurel, rhododendron and wild flowers abound in the spring. Bird and animal life is abundant. The Conejohela Flats in the center of the river has been hailed by the Audubon Society as one of the nation's premiere habitats for migratory waterfowl.

Large landholdings along the river belong to several utility companies and the Norfolk-Southern railroad. The utilities, under agreement with the Federal Energy Regulatory Commission, provide modest recreational facilities, including rustic trails and several boat launch ramps. With the market restructuring that is taking place in the power industry, the utility lands could come on the market. Looking ahead to that possibility, the Lancaster Conservancy, the Pennsylvania Department of Community & Natural Resources and others are working with the utilities to assure that this invaluable resource is protected for public ownership and use. With proper planning and strong leadership, these lands could become an even stronger asset.

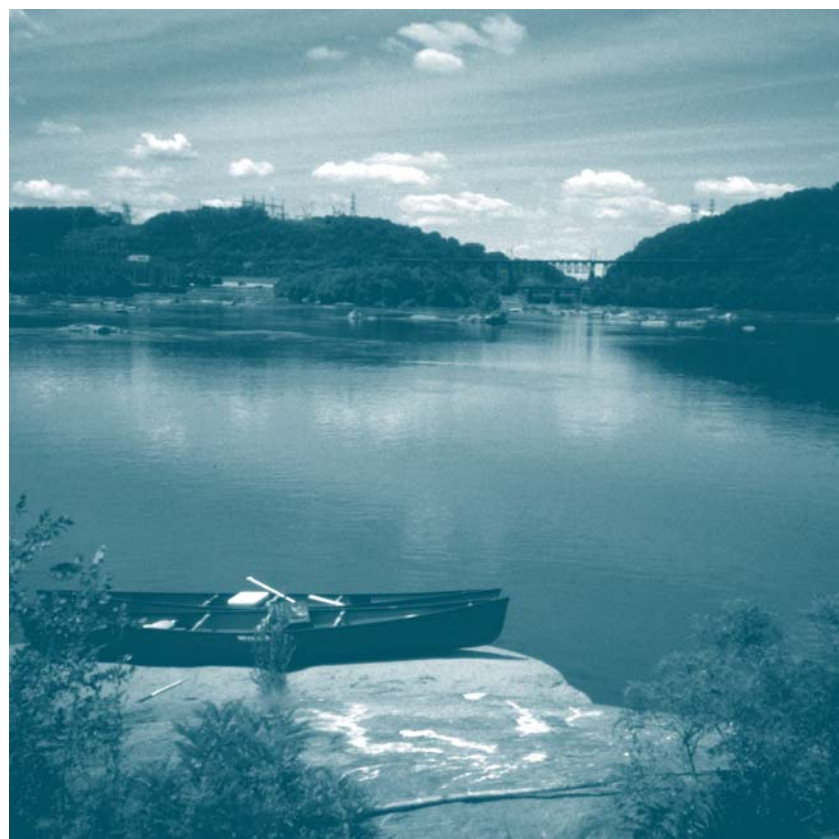
Across the state line and reaching down to the river's mouth at Havre de Grace, conservationists are actively creating the Lower Susquehanna Heritage Greenway under Maryland's heritage areas program. The bi-state Lower Susquehanna has many of the attributes of a great national park. From an airplane window, one does not see state or county lines, only a linear natural area of great beauty, and a recreational resource for a region that is rapidly losing wilderness. With vision, leadership and collaboration it could become one of the most treasured nature and recreational areas in the east.

The Lower Susquehanna River in Pennsylvania and Maryland holds potential for collaborative development that would protect its natural beauty, manage its lands and waters for recreational access, and generate

substantial economic activity for the region. Thus, the Lancaster-York Heritage Region should convene a summit of the region's top business, civic and government leaders to explore creation of a visionary plan for the Lower Susquehanna River Valley as a regional—even national—conservation and recreation area. The goal of the summit would be to prompt the appropriate leadership effort to craft a long-term strategy for funding, developing and managing a regional amenity. Evaluating whether to pursue designation of the river and adjacent lands as a National Recreation Area should be part of this initiative. Efforts have already begun in this direction with the involvement of The Conservation Fund in conducting a comprehensive study of the undeveloped lands along the river between Harrisburg and the Mason-Dixon Line.

### Interpret Existing Trails

A number of communities on both sides of the river have developed or are planning rail-trails for the use and enjoyment of their residents. These resources are valuable community assets, providing opportunities for recreation and experiencing nature. The heritage region can support these efforts by partnering with local communities to develop interpretive materials for the trails (e.g., brochures, wayside exhibits, trail signs) that





tie into the interpretive themes for the heritage area. Interpretation should occur within the framework of the heritage region's five interpretive themes.

### **Create an Eco-tourism Guide**

An important part of enhancing natural and recreational resources is building awareness and instilling a stewardship ethic among those who use them—residents and visitors. A guide on the hiking, biking and water trails, and natural areas is one way to accomplish this. The guide should encompass the entire heritage region and include maps, information about what there is to do, where support services exist (such as bike rental), information about the resources one sees along these trails, and notes about etiquette and ethics of trail use. The county and state parks departments, and local conservation organizations would be important partners.

### **Help Communities Develop & Expand Trails**

The Heritage Region should work with strategic investment partners to create new trails, and support efforts to extend and link existing trails. These efforts should tap into existing sources of technical and financial assistance, and be undertaken as part of a

greater effort to strengthen place via interpretation, and the preservation and conservation of historic and natural resources. Trail development should focus on providing regional resources for both residents and visitors, and look for opportunities to support the growth of local businesses such as outfitters and guides.

### **Support the Preservation of the Region's Agricultural Heritage**

The image of verdant, rolling landscape with its distinct small scale farming patterns is what immediately comes to mind when one thinks of Lancaster, and this landscape is certainly evident in York as well. Already both counties have invested a tremendous amount of effort to protect farmland through both regulatory policies and via volunteer actions, including easements and raising awareness about the importance of farmland to the region's economy, culture, and physical beauty. Here the work of local non-profit farmland preservation organizations has been vital. The Heritage Region should lend support to farmland conservation efforts by working in partnership with farmland preservation groups, municipalities, and others to raise awareness and foster support for farmland preservation. Efforts could include regional coordination of special farm-related events (festivals, heritage days, farm visits), and developing interpretive programs that explore the historic, cultural and physical connections between farmland and the Heritage Region's interpretive themes, particularly Foodways, and Innovation, Invention and Tradition. The Heritage Region has already taken a step in this direction, receiving an early implementation grant from the Pennsylvania Heritage Park Program to create an agri-business brochure. The project will focus on creating a user-friendly map and guide to the region's agricultural heritage and food products.



## Prepare Nominations for Rural Historic & Cultural Landscape Designation

As with historic district designations, gaining recognition of distinct historic and cultural landscapes of the region is an important step in raising awareness about the quality, significance, and extent of these resources. The Heritage Region should work with strategic investment partners to prepare nominations to the National Register of Historic Places. These nominations would require research to prepare an inventory, and to evaluate the significance and integrity of the region's landscapes.

## Enhance Urban Design: Focus on Gateways & Corridors

The distinctive quality of place that characterizes the Lancaster-York Heritage Region has a lot to do with the relatively crisp edges between urbanized areas (villages, towns or cities), and the surrounding rural landscape. Today's automobile-oriented development patterns erode this crispness and lead to a blurring of the region's memorable qualities. Greater attention to urban design is needed to guide development in ways that accommodate commercial needs, yet are more sensitive to place. Depending on the level of community interest, approaches to achieving this can run the gamut between voluntary actions by property owners and civic improvement activists, to more regulatory methods, such as overlay districts, urban design guidelines and changes in zoning.

### Create a Handbook of Design Guidelines

Communities can take effective actions to improve gateways to towns and guide more appropriate development patterns along corridors. Most often, one thinks of using zoning or regulatory approaches as the only way to accomplish this. Other voluntary actions can also improve the appearance of gateways and corridors. Many times property owners will 'do the right thing' if they know what it is and why, and if doing the right thing can also work economically for them. Design guidelines that are easily understood can be an excellent first step. If community interest and support is sufficient, design guidelines might evolve into a more formal regulatory approach, such as urban design overlay districts along visually important corridors.



The Heritage Region should sponsor development of a clear, visually engaging publication, "Adding to the Legacy: Building in Our Special Place," using examples and settings in the heritage region. This piece would be used to raise public awareness and encourage a more active program of community design.

### Support the Creation of a Scenic Byways Pilot Program

The Federal Highway Administration's Scenic Byway program has enabled a number of communities to develop 'corridor management plans' for scenic roads. These plans address the views from the road as well as the roadway environment itself and are prepared collaboratively by towns, conservation and recreation organizations, preservation groups, property owners, counties and state transportation officials. A premise of corridor plans is an acceptance that change will take place along roads. The issue is to look ahead to what changes are likely to occur, and to take steps ahead of time to guide development in ways that do not destroy the special qualities of the place. Typically corridor management plans address ways of managing change in three zones: countryside, edges of urbanized areas, and towns. A corridor plan is an excellent vehicle to engage the multiple community interests whose support is needed to take a more thoughtful approach to managing change. In the Lancaster-York Heritage Region are a number of roads that would appear to meet criteria for consideration as scenic byways. Examples include those routes identified in the Lancaster Heritage touring maps.

# Mount Joy Case Study: Enhance Urban Design: Focus on Gateways & Corridors

First impressions are strong impressions, and the view of a community through a car window is often the first introduction to the communities of the Lancaster-York Heritage Region. A combination of public improvements and voluntary activities by residents could do much to enhance the appearance and historic charm along entry corridors in small towns like Mount Joy.

As the image illustrates, improvements could address the following:

- ◆ Pedestrian safety
- ◆ Parking
- ◆ Traffic calming
- ◆ Bike lanes
- ◆ Signage
- ◆ Street furniture
- ◆ Landscaping
- ◆ Urban design

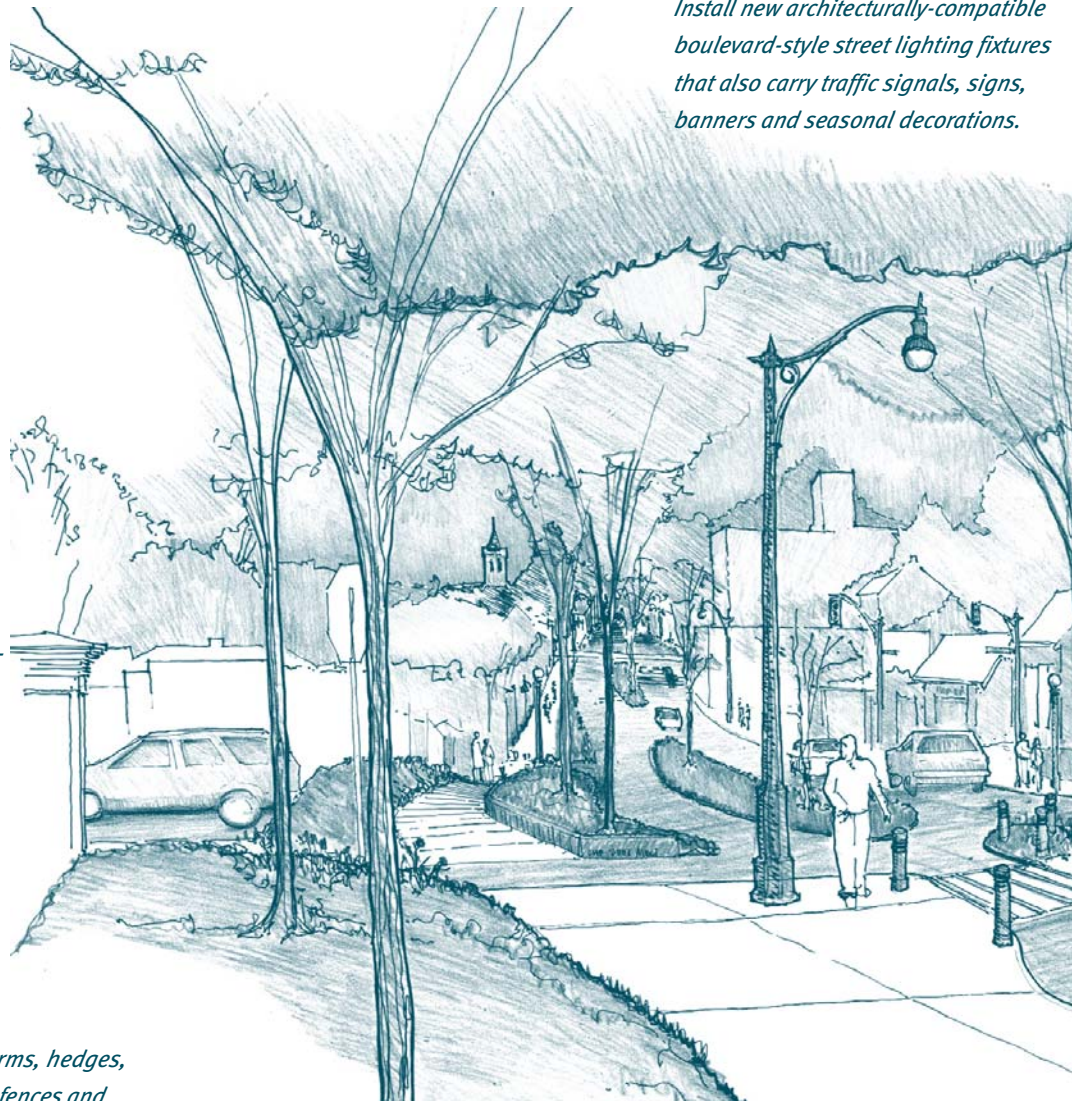
*Select trees and plants from an established palette of species well-suited to architectural settings of streets.*

*Install new architecturally-compatible boulevard-style street lighting fixtures that also carry traffic signals, signs, banners and seasonal decorations.*

*Fit reduced sized parking lots between or behind buildings. Add curbside parking in areas where businesses attract short-stop customers.*

*Add earth berms, hedges, architectural fences and walls to screen pedestrians from traffic.*

*Landscape parking lots with consistent tree lines along street edges.*





*Install way-finding signs consistent with the new downtown Lancaster signage system.*

*Identify properties in key locations, e.g., at corners of intersections. Provide incentives and assistance to procure and pay for design services and construction costs.*



*Develop and adopt design guidelines to improve preservation and design ethics.*

*Establish “build-to” lines to allow new building placement up at the street facade line.*

*Shorten crosswalk distances and add ground level lighting at crosswalks. Install textured paving materials at crosswalks.*

*Consolidate traffic controls, equipment and support structures to reduce visual clutter.*

Many state DOTs receive substantial funds from FHWA for corridor management plans, and provide grant support for the professional analysis involved. Once there is a corridor management plan, special funds are available for implementing key projects. Funding has been used to create well-designed safety features, to do pedestrian features and traffic calming projects, to purchase development rights on visually important lands, and to install interpretive elements. Working in partnership with PennDOT and the county planning departments, there may be opportunities to develop a pilot program in the Lancaster-York Heritage Region to develop corridor management plans for particularly scenic routes. Such plans would work to protect important resources by raising awareness and using a voluntary, rather than regulatory, approach.

In addition, the Heritage Region might take a broader approach and involve other Pennsylvania heritage areas. Through participation in Pennsylvania Heritage Parks Program, the Heritage Region could convene leaders from all the Pennsylvania heritage areas and officials from PennDOT and explore how to launch a state pilot program focusing on scenic road enhancements within state heritage areas.

The Federal Highway Administration's Scenic Byway program has enabled a number of communities to develop 'corridor management plans' for scenic roads. These plans address the views from the road as well as the roadway environment itself and are prepared collaboratively by towns, conservation and recreation organizations, preservation groups, and property owners, counties and state transportation officials. A premise of corridor management plans is an acceptance that change will take place along roads. The issue is to look ahead to what changes are likely to occur, and to take steps ahead of time to guide development in ways that do not destroy the special qualities of the place. Typically corridor management plans address ways of managing change in three zones: countryside, edges of urbanized areas, and towns. A corridor management plan is an excellent vehicle to engage the multiple community interests whose support is needed to take a more thoughtful approach to managing change. In the Lancaster-York Heritage Region are a number of roads

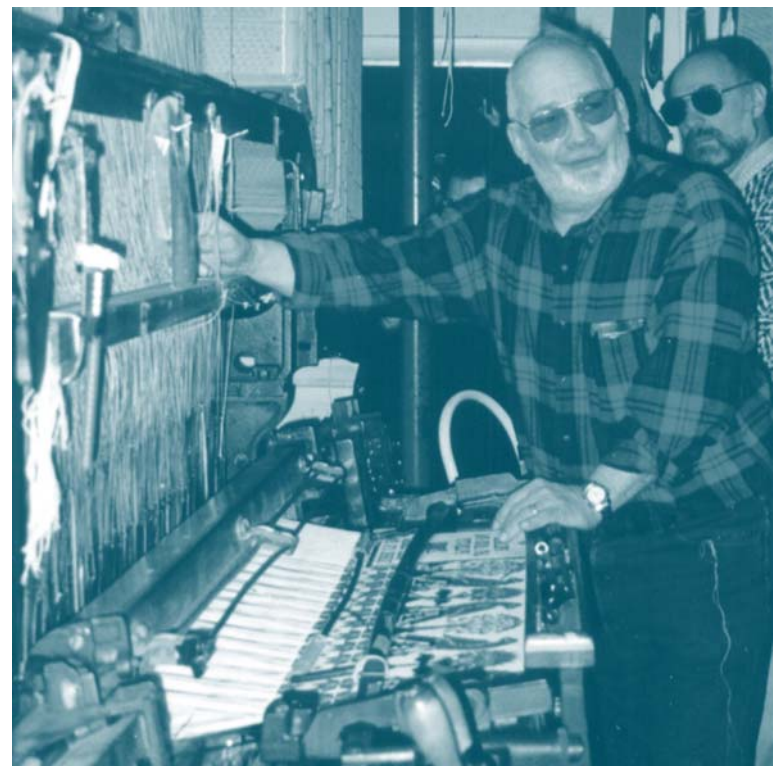
that would appear to meet criteria for consideration as scenic byways. Examples include those routes identified in the Lancaster Heritage touring maps.

## Celebrate & Preserve Cultural Traditions & Folkways

An important piece of what makes the Lancaster-York region unique is the myriad of cultural traditions that one finds here. Food, arts, crafts, music, and festivals are tangible and fun ways to learn about the region's heritage. Thus, finding ways to celebrate and preserve these cultural traditions and folkways should be woven into all of the heritage region programs described earlier in this plan. Additional strategies include the following:

### Identify Cultural Traditions & Folkways

The heritage region should work in partnership with local artisans, arts and culture organizations, and educational institutions to identify the region's unique cultural traditions, particularly those that are in danger



of being lost or forgotten. As part of this process, it may be necessary to undertake folk life studies to identify resources and gain a greater understanding of the depth, breadth, and fragility of cultural traditions and folkways.

### **Facilitate the Demonstration & Teaching of Cultural Traditions and Folkways**

Ensuring that these traditions are continued and appreciated in the face of an increasingly homogenized world is a challenge. The heritage region, working in partnership with those knowledgeable about the region's cultural traditions and folklife, should facilitate their demonstration and teaching. Techniques could include enhancing demonstrations at the museums to present them within the context of the five interpretive themes, sponsoring classes and apprenticeship opportunities in traditional arts, providing short-courses for elementary school teachers on how to develop oral history projects and "artists in residence" programs, and packaging activities in appropriate venues for visitors to learn more. The heritage region should strive to make way for emerging cultural traditions such as those of the region's newer immigrants, and demonstrate their connection to those traditions that have been in existence for centuries.

### **Connect Local Events Into a Region-wide Network of Experiences**

Communities across the region hold events such as festivals, celebrations and parades throughout the year that highlight unique traditions and local history. The heritage region should work to connect these festivals to the five themes. For example, the various farm, harvest or food-related festivals could be organized around the Foodways theme, and presented as part of the visitor's guide of things to see and do. The heritage region also could coordinate a weekend of town fairs within the Town and Country theme that would demonstrate the distinct small town heritage, while creating a mass of things to see and do.

### **Identify, Certify & Promote Heritage Products**

One way to enhance appreciation and improve access to cultural traditions and folklife is to identify, certify and

promote authentic local heritage products. Vermont provides a possible model with its "Made in Vermont" program, which seeks to assure buyers of such Vermont staples as maple syrup that the product is authentic, of high quality, and meets criteria set forth by the State. A similar approach could be explored for the Lancaster-York Heritage Region, since the region is rich in and widely-known for its foods, crafts, and arts. These efforts could also support local product development.

## **Leverage Community Investments: Build Strong Institutions for Partnership**

These days, little is accomplished by a single individual or group working in isolation. Partnerships, which imply shared goals and commitments to accept shared responsibilities, prove the best vehicles for implementation. Fortunately, the Lancaster-York Heritage Region is itself a partnership effort, led by the two county governments, and greatly assisted by the contributions of a number of collaborating organizations. Putting the management plan into action needs to continue as a partnership endeavor. There are several key challenges on which to focus attention.

**The need for strong partner institutions.** It could be said that a tennis game is only as good as the weaker of the two players. Partnerships are most advantageous when there are strong partners. Investing in strengthening the capacity of potential partners is good business. There are many potential partner organizations for the heritage region including, but not limited to, municipalities and community groups, historical societies, museums, schools, environmental groups, business owners, civic associations, and county, state and federal agencies. As partner organizations improve their capacity to implement projects, the entire region benefits. To expand capability will entail increasing available funding and bringing new talents to bear upon heritage development issues by providing staff with needed skills training and adding new personnel to the enterprise. Over time—and once each organization enjoys some success—local partners should be able to translate their communities' respect

and appreciation into another critical resource: clout.

The Heritage Region's commitment to its partners includes establishing systems to help area organizations by providing technical and financial assistance. Technical assistance consists of both skills training and information. Skills training enables the local partners to do a better job or marshal more resources for their projects. Examples include seminars and other sessions on such topics as improving hospitality, organizing festivals, identifying and cultivating tourism industry entrepreneurs, requesting Americorps workers, persuasive grantsmanship, membership development, writing brochure copy and survey design. Information provision might include profiles of foundations with a soft spot for the five themes, application forms for pertinent state and federal programs, the latest data on visitors and their behavior, and case studies that illuminate industry best practices.

#### **The need for strong Tourism Promotion Agencies.**

The Heritage Region cannot do it alone either. Right now two tourism organizations—the Pennsylvania Dutch Convention & Visitors Bureau and the York County Convention & Visitors Bureau—enjoy the region's trust and bear responsibility for delivering business and leisure visitors to area hospitality providers and attractions, whether commercial or not-for-profit. For the Heritage Region to be most successful, it needs the endorsement and participation of these two tourism titans. Otherwise, the region will continue to fritter away tourism development resources on overlapping strategies and marketing initiatives geared towards one or another interest when the region as a whole could be benefiting.

Moreover, the Heritage Region can be a vehicle for linking tourism development, economic development, and community development to achieve seamless communications and deliver a consistent message to the public. Tourism development, economic development and community development are all fundamentally intertwined, and all contribute to quality of life for residents. Ideally, the Heritage Region organization can serve as a forum enabling coordination by all and facilitating mutually benefiting cooperative efforts, such

as sharing data and coordinating calendars and responses to site selection professionals.

#### **The need for stronger, more financially sound non-profit organizations.**

Many of the most important cultural resources in the Lancaster-York Heritage Region are owned and managed by non-profit organizations. Historical societies, conservation groups, museums, heritage attractions – these two counties would be at a loss without the crucial stewardship and educational role played by the many hard-working and dedicated not-for-profit groups. Looking ahead, however, there is a growing concern about the future strength and stability of these essential partners. Too many of them have too little money – for capital and operating costs. Too few are able to afford experienced professional staff. And, the traditional base of volunteers has been impacted by 'dual income' family life. Drawing from the corporate world, it may be time to explore logical mergers to create fewer, but stronger, more financially stable non-profit organizations. Some consolidation is already taking place and the York Heritage Trust is an interesting example. There may be other potential candidates. In the meantime, if the Heritage Region can provide training, board development, coaching, and technical assistance opportunities, interested non-profits should benefit significantly. The Heritage Region could also explore interest in developing 'umbrella programs' for joint purchasing, employee benefit program administration and other ways of achieving stronger non-profits short of consolidation.

# Accomplishing the Recommendations: An Implementation Strategy



This is an ambitious set of actions. Achieving it will take a rigorous commitment to priorities, and much collaboration. The Heritage Region will need to leverage its resources carefully.

## Boundaries

The heritage resources of the Lancaster-York Heritage Region are of high quality and widespread, extending from Hanover to Christiana. Thus, it is recommended that the boundaries for the Lancaster-York Heritage Region follow the county lines, encompassing the entirety of both counties. Within the county lines, the heritage region will make strategic investments in certain locations based upon criteria that seek to target key heritage resources and yield the greatest return on investment, with partnership building a fundamental goal. The county seats, Lancaster and York Cities, will be a particular focus of the heritage region's activities.

## Strategic Implementation

How can the management entity best leverage available resources? A strong case can be made for taking a strategic approach, providing incentives for collaboration, and motivating others – towns, interpreting organizations, civic groups – to move forward with key initiatives, especially towards the goals of *Building Understanding and Identity*, and *Enhancing Visitor Experiences*. Moreover, there may be opportunities to work in partnership with other Pennsylvania Heritage Parks, particularly those in the immediate vicinity such as the Lincoln Highway Heritage Corridor and the Schuylkill River Heritage Corridor. Bi-state opportunities should be explored as well with the Lower Susquehanna Heritage Greenway, Maryland's first officially certified state heritage area.

There are several over-arching region-wide activities or initiatives on which the management entity needs to take the lead and accept responsibility. For the first several years, it is recommended that the Heritage Region concentrate on region-wide initiatives, including production of the orientation film, maps and guides and other interpretive materials. As the over-arching initiatives come into being, they will in many ways make the heritage region come alive and give it a much higher profile in the eyes of residents and visitors. For many of

the actions, however, strong partners are expected to take the lead, encouraged or assisted by the management entity. Thus, it is recommended that the Lancaster-York Heritage Region develop a heritage network of resource providers and action partners, with criteria for participation.

## Heritage Network

### Heritage Partners

The heritage region lends itself to a set of operating policies to encourage – and reward – community leadership and commitment. It is recommended that the management entity develop a framework and criteria for potential partners to work in concert with the heritage region. The heritage partners would include agencies, organizations, associations, educational institutions, and private sector businesses, which embrace and support the over-arching goals and objectives of the Heritage Region and are willing to provide some financial and/or human resources to the program. Examples of partners could include convention and visitors bureaus, county parks departments, county planning agencies, historical societies, universities, or businesses. By working in concert on heritage initiatives, the designated heritage partners would benefit from having access to the resources of others and be able to lay claim to a larger number of successful projects than if pursuing projects alone. Clear criteria and operating principles need to be established by the Lancaster-York Heritage Region and its Partners, spelling out the expectations of all parties, and setting out measurable objectives for monitoring progress.

Key partners include, but are not limited to:

- ◆ **COUNTY GOVERNMENTS.** Lancaster and York Counties, through their County Commissioners and Planning Commissions, have been strong leaders throughout this heritage initiative. Not only have they pledged substantial staff time and dollars, the county governments have recognized the potential for the heritage initiative to help them accomplish the broader goals that they pursue in the public interest. The counties should continue to play a strong role in the heritage region by representing the public interests in the heritage management

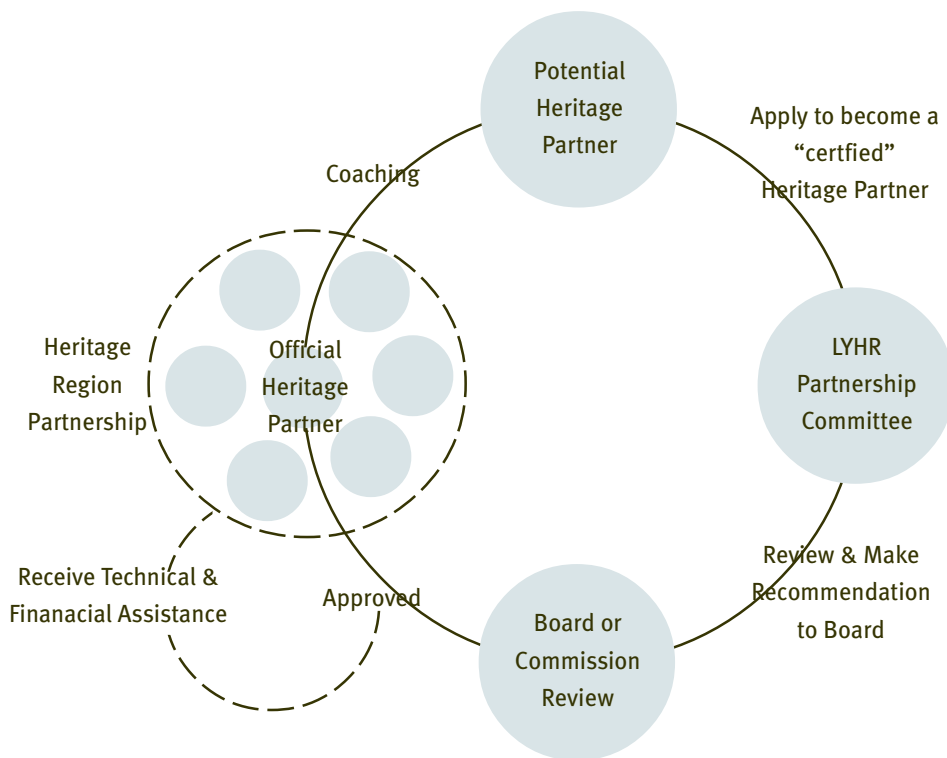


organization, and continue to provide critical technical and financial assistance.

- ◆ **HERITAGE ORGANIZATIONS.** Broadly defined, heritage organizations include historical societies, museums, land conservation groups, and operators of authentic heritage attractions like the central markets, etc. Representatives of these organizations have been instrumental in determining the work program described in this management plan. In doing so, they have provided invaluable insight into how the heritage organization could augment, rather than compete with, existing efforts. By becoming partners with the heritage region organization, heritage groups would benefit from access to additional resources that could be used to further their individual programs and projects while supporting the goals of the heritage area. These institutions would also benefit from the cross-county, cross-discipline fertilization and higher profile that the heritage region organization would provide.
- ◆ **TOURISM PROMOTION AGENCIES.** The Tourism Promotion Agencies have been particularly active and important participants in developing an

implementation strategy for the heritage region. Therefore, there is a need for ongoing communication and coordination between the tourism promotion agencies and heritage region management organization, and a clear understanding and agreement of complimentary responsibilities. The tourism promotion agencies should continue to do what they do best and market the heritage region tourist offerings, and gather data on the visitor services industry. The heritage organization in turn should be responsible for developing evaluation criteria and identifying, certifying and packaging quality heritage tourism experiences. In addition, the heritage organization should work in concert with other partner organizations like museums and historical societies to develop heritage tourism products such as the audiotape driving tour and new exhibits on aspects of the interpretive themes. Finding ways to partner constructively in order to provide a high quality visitor experience will be crucial to the economic success of the heritage initiative.

- ◆ **EDUCATIONAL INSTITUTIONS.** There are tremendous opportunities for partnerships with



grade schools, high schools, colleges, universities, and vocational schools. The heritage region organization could augment the resources available to educational groups in a coordinated fashion (e.g., provide content for teaching, programming, training). In turn, educational groups could provide expertise on how to present the region's heritage to a variety of audiences, as well as valuable research capabilities.

## Heritage Resources

In addition to producing over-arching region-wide programs, it is envisioned that Lancaster-York Heritage Region will also partner with others to achieve key projects in specific geographical areas, such as heritage site interpretative programs, or town center revitalization. Designated heritage resources could include communities, events, attractions, tours, trails, landscapes, and products. It is recommended that the Heritage Region focus its time, money, and clout by working with heritage resources that meet certain criteria to be developed by the staff and board.

For example, a designated heritage resource should be of limited geographical size (a single site, event or the historic core of a city, or town, for instance) in order to maximize visible impact. A heritage resource must demonstrate organized leadership, and the potential for collaborative action. The criteria developed for the Lancaster Heritage Program provide an excellent model to build from. Individual heritage attractions and historic sites will gain benefit from access to technical assistance and additional funds, and inclusion in a regional 'tourism product/experience.'

## Evaluating Projects

Developing criteria for participating partners and heritage resources that will receive technical and financial assistance provide one level of prioritization. However, the Lancaster-York Heritage Region will be called upon to consider investing in a variety of projects. Toward that end, following is a partial list of questions that may prove useful to the heritage region organization when evaluating its participation in proposed projects.

- ◆ Is it regional in focus?
- ◆ Is more than one organization/municipality directly involved, does it build cross-county partnerships?
- ◆ Does it focus on the top goal of interpretation & education, and in doing so enhance the visitor experience?
- ◆ How will one or more of the interpretive themes be incorporated?
- ◆ Does it fit within the plan's implementation recommendations?
- ◆ Will the project participants be able to meet a funding match requirement?
- ◆ Can it be completed in 6-12 months?

## National Designation

An issue that will require serious consideration by the staff and board of the Lancaster-York Heritage Region is whether to pursue designation as a National Heritage Area under the auspices of the National Park Service. National designation brings technical assistance and additional money to the region, which in turn can foster long-term sustainability. The cachet of being designated a part of the National Park Service also can boost visibility and visitation. However, achieving designation can be a complex process that requires political acumen and access, and can heavily tax the time and mental energy of staff and board members already in the process of establishing a state heritage area. Moreover, while designation brings the possibility of \$10,000,000 in Federal support over ten years, the region would be required to raise matching funds in order to receive federal dollars.

While National Heritage Areas fall under the purview of the National Park Service, they are not managed as National Parks in the traditional sense. Congress has specifically prohibited the National Park Service from regulating or acquiring property in heritage areas. However, the specter of federal involvement in a region widely-known for rejecting government involvement may be an obstacle in generating the necessary local support for receiving designation. Certainly, without strong community support pursuit of federal designation should not take place.

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Currently there are twenty-three National Heritage Areas, and five are located in Pennsylvania, more than any other state. The disproportionate number of National Heritage Areas within Pennsylvania could present a problem for federal legislators faced with accounting for the designation of yet another heritage area in the state. In addition, concerns at the federal level about the proliferation of heritage areas have generated a cautious approach to the designation of new national heritage areas. However, of the National Heritage Areas across the country and the state designated heritage areas in Pennsylvania, the Lancaster-York region arguably surpasses these by far in terms of the quality, integrity, and national significance of the heritage resources.

If the Lancaster-York Heritage Region decides to pursue federal designation several steps need to be taken in order for the National Park Service to recommend designation to Congress:

- ◆ Completion of a suitability/feasibility study (special resource study). Key question: Are the region's heritage resources representative of the national experience and therefore nationally significant?
- ◆ Demonstration of widespread public involvement in preparation of the study and support for designation.
- ◆ Commitment by key stakeholders responsible for implementing the heritage area.
- ◆ Completion of a management plan.

Since the Lancaster-York Heritage Region has completed a similar process in the pursuit of state designation, a revision of these materials with an eye toward answering the question of national significance would likely be sufficient. More critical would be generating the necessary matching funds and political constituency to advocate for designation. Thus, gaining federal designation could take several years. However, were it achieved by 2003, it might be geared to celebrate the 225<sup>th</sup> anniversary of the Articles of Confederation.

# How It Will Get Done: Management, Phasing & Funding



## Managing the Lancaster-York Heritage Region

### Roles of the Management Organization

To achieve the needed synergy, a strong regional pursuit group is needed. There is no existing bi-county organization that is suitable, so the plan proposes the creation of a significant regional organization. This leadership organization will play several critical roles:

- ◆ **KEEPER OF THE FLAME:** maintaining the vision, the big picture, the identity.
- ◆ **FUND DEVELOPER:** raising money and investing it to achieve goals, to implement the plan.
- ◆ **PROGRAM FRAMEWORK MANAGER:** developing and operating the over-arching meta-programs
- ◆ **ADVOCATE:** outreach to leadership, allied organizations, the general public.
- ◆ **BROADCASTER:** marketing/communicating the Heritage Region vision, reporting milestones and progress.
- ◆ **MONITOR:** evaluating and revising the plan as appropriate.

The purpose of the management entity is to stimulate partnerships, coordinate work, and attract the financial and leadership resources to achieve the potential of the heritage region. A number of organizational formats have been explored and tested with key leaders. The emerging sense is that the work of this group requires strong private sector leadership with an affinity for collaboration with government and non-profits. This leadership organization also requires permanency, longevity, access and heft.

### Board of Directors

The first board needs a chairman and vice-chairman (one from each side of the river) who are perceived by everyone as venerable civic heavyweights. The Heritage Region organization also needs real money. Designation as part of the state heritage park system is generally followed by state funds in the neighborhood of \$300,000-\$400,000 annually. State funds must be matched, and moreover, implementation will require

significantly more investment. The job of the first chairman should be to garner \$1 million in pledges for the first two years, including county and city government contributions.

The board of the Lancaster-York Heritage Region organization is seen as comprised of 12-14 people, equally representative of both sides of the river. Members need to be individuals who are considered the region's most experienced and dedicated leaders. Each county should have a seat, with representatives appointed by the Commissioners. Once in place, the directors would serve on subcommittees that would be assigned to tackle specific tasks such as fundraising, product development, and project identification and prioritization.

### Staff Roles

In addition to a top board, the organization's charge is such that it must have a top-flight staff. The executive director must have considerable skill and respect in order to accomplish the work. The ideal candidate will have a bent for program development, for leading a team and getting things done. There should also be some experience in advocacy: getting national designation for the heritage region requires Congressional action and considerable liaison with the National Park Service. In addition to a top director, several other roles need to be filled by staff:

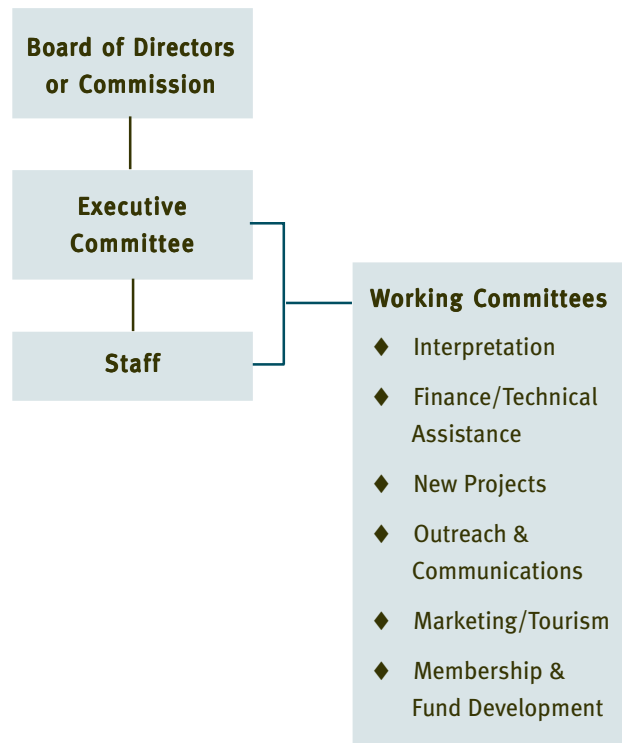
- ◆ **DEVELOPMENT**—raising funds for the organization from national, regional, state and local sources, public and private, including corporate and philanthropic. Matching funding opportunities to projects, cultivating partnerships.
- ◆ **PRODUCT DEVELOPMENT**—hands-on attention to implementing the important region-wide programs, and stimulating collaboration with many participating organizations around the interpretive themes.
- ◆ **MARKETING/COMMUNICATIONS**—The Heritage Region organization should market and communicate 'making the heritage region,' as opposed to the message of 'visit the heritage region', (the latter is seen as the responsibility of the convention and visitors bureaus). This involves

developing and maintaining the web site, producing communications materials and programs that promote participation and collaboration.

- ◆ **ADMINISTRATIVE/SUPPORT**—grant and contract administration, operations support, information systems, logistics.

The staff complement that follows, and the cost estimate assumes that these roles will be filled by talented, committed staff. It also assumes that the marketing and communication role will be performed by one or more of the positions (executive director, product development, or development officer). The following is a rough estimate of the budget that will be required if the organization is to be able to operate at the level of effectiveness envisioned.

### Lancaster-York Heritage Region Management Organization Organizational Chart



## Staff

Following are a list of staff positions and estimated salaries that would be necessary to get the heritage region organization underway.

| <b>Positions/Salaries</b>                 |                  |
|---|------------------|
| Executive Director                        | \$80,000         |
| Development Officer                       | \$50,000         |
| Interpretative Planner                    | \$45,000         |
| Heritage Planner                          | \$45,000         |
| Executive Assistant/Office Manager        | \$40,000         |
| <i>Subtotal Salaries</i>                  | <i>\$260,000</i> |
| <i>Benefits @ 25%</i>                     | <i>\$65,000</i>  |
| <b>Overhead</b>                           |                  |
| Rent, 2000sf at \$10/sf                   | \$20,000         |
| Supplies, materials                       | \$5,000          |
| Computer software, service                | \$5,000          |
| Telephone, internet                       | \$5,000          |
| Postage, delivery, etc.                   | \$2,000          |
| <i>Subtotal Overhead</i>                  | <i>\$37,000</i>  |
| <b>Other</b>                              |                  |
| Travel (local)                            | \$7,000          |
| Professional development, confs.          | \$8,000          |
| <b>Estimated Total Operating Expenses</b> | <b>\$377,000</b> |

This operations budget will serve as a sufficient interim budget for the first 1-2 years of the heritage region management organization. However, in order to achieve the tasks outlined in this plan and to achieve a sustainable heritage organization, additional program staff and a full-time development officer will be necessary.

In addition to these annual costs, there will also be the start-up expenses for office furniture and equipment such as computers, copier, fax machine, and telephones. Perhaps some or all of this can be donated or shared, depending on office location.

### Office Location

Where should this unique two-county entity be housed? It cannot be on an island in the middle of the river. There is no easy solution. It probably should be in the downtown of one of the county seats, close to centers of commerce and civic activity. However, it is hoped that suitable office space can be made available at little or no cost, a factor that will likely heavily influence its placement.

### Transitioning to the Heritage Region Organization

One of the most important tasks is crafting the right form of organization, attractive to potential candidates for chair and vice-chair, as well as acceptable to the commissioners of the two counties. Three formats are under consideration by community leaders, and all are possible under Pennsylvania statutes.

**A BI-COUNTY & FRIENDS COMMISSION**, with initial appointments made by the chairman of each county commission. Once established, the group could independently manage its affairs (hire, fire staff) and appoint its successor members and officers. It could receive funds from public and private sources and make grants.

**Perception Issues.** The public sector culture may not appeal to top civic leaders, and would not be as attractive to potential philanthropists. However, it might have strong appeal to the two county commissions.

**A NON-PROFIT ORGANIZATION**, which would be chartered by the Commonwealth and qualify as a 501(c)3 for tax deductible contributions. It would have bylaws that establish the size and composition of its board, and the authorities granted to staff. It could have designated (ex officio) voting seats on the board for the two counties. It could raise and distribute funds.

**Perception Issues.** It might be seen by top civic leader pool as ‘another non-profit that will struggle for survival.’ If an unspoken goal is to have fewer, stronger non-profits, starting another non-profit could be an issue. It also might be seen as competing for funds with other non-profits.

**A REGIONAL FOUNDATION**, which would also be chartered by the Commonwealth. It could raise funds and distribute them. Its bylaws would establish the size and composition of the board and authorities of staff.

**Perception Issues.** “Foundation” may signal strength and commitment to top civic leaders (‘not just another weak non-profit’). But, there may be certain IRS complications for a foundation rather than a 501(c)3.

## Phasing

**What comes first?** In order to make this all happen, establishing the heritage region organization is necessarily a top priority. The Steering Committee has identified early projects for the heritage region to focus on, which are discussed below. Since the primary focus on this plan is on interpretation, the interpretive framework will underlie all of the projects regardless of priority. To accomplish these top priority programs will require significant funding commitments, which means fund development is also a top priority. After the first several years, with the over-arching programs in place, the priorities can shift and more attention can go to projects or programs in a particular location in the heritage region.

Following is a recommendation on the allocation of effort, in terms of percentage of time:



## Priority Projects

|  |     |
|--|-----|
| First 3-5 years:                                       |     |
| Interpretive structure and anchor programs             | 65% |
| Expand heritage program regionally                     | 15% |
| Center city, town revitalization                       | 10% |
| Encourage stronger partners                            | 10% |
| Second 3-5 years                                       |     |
| Interpretive structure, complete framework             | 30% |
| Heritage business programs, marketing                  | 25% |
| Gateways, corridor enhancement; trails & scenic drives | 20% |
| Center city, town revitalization, preservation         | 10% |
| Encourage stronger partners                            | 10% |
| Stimulate action on regional Lower Susquehanna Park    | 5%  |
| Third 3-5 years  |     |
| Interpretive programs                                  | 30% |
| Heritage business programs, marketing                  | 25% |
| Gateways, corridor enhancement, trails & scenic drives | 20% |
| Stimulate action on regional Lower Susquehanna Park    | 15% |
| Encourage stronger partners                            | 10% |

The Steering Committee has identified the following six high priority projects for the Lancaster-York Heritage Region to undertake:

- ◆ Create the Lancaster-York Heritage Region Organization, Hire Staff
- ◆ Undertake a Branding & Identity Program
- ◆ Evaluate and Expand the Lancaster Heritage Program to Both Counties
- ◆ Undertake A Marketing Study
- ◆ Develop the Audio-Visual Orientation Film & Companion Map
- ◆ Design & Implement the Interactive Orientation Exhibit

## Estimated Costs

The sources of funding to support the proposed programs will come from many places. The Pennsylvania Heritage Parks Program can provide partial support for the management entity, for additional planning, and for some implementation. Additionally, this heritage area has the potential to attract funding from foundations like the Pew Charitable Trust and William Penn Foundation, and corporations, such as those with agri-business interests. Other sources of funding include state and federal programs, county and local government investments, possibly even revenues earned through enterprise.



Below is an estimate of costs and identification of possible funding sources for implementing the priority projects recommended by the Steering Committee. A comprehensive list of programs and their estimated costs follows.

| <b>Estimated Costs &amp; Potential Funding Sources for Priority Projects</b>           |                       |  |           |
|--|-----------------------|--|-----------|
| <b>Priority Project</b>  | <b>Estimated Cost</b> | <b>Potential Funding Sources &amp; \$ Amount</b> |           |
| Create the Lancaster-York Heritage Region Organization, Hire Staff                     | \$300,000             | DCNR   | \$100,000 |
|  |                       | Lancaster County                                 | \$100,000 |
|  |                       | York County                                      | \$100,000 |
| Undertake a Branding & Identity Program  | \$50,000              | Private Sources                                  | \$50,000  |
| Evaluate & Expand the Lancaster Heritage Program to Both Counties (with companion map) | \$125,000             | DCNR   | \$93,750  |
|  |                       | Lancaster County                                 | \$10,625  |
|  |                       | York County                                      | \$10,625  |
|  |                       | PDCVB  | \$5,000   |
|  |                       | YCCVB  | \$5,000   |
| Undertake A Marketing Study (with “Beauty Piece” Visitors Guide insert)                | \$105,000             | DCNR   | \$78,750  |
|  |                       | PDCVB  | \$13,125  |
|  |                       | YCCVB  | \$13,125  |
| Develop the Audio-Visual Orientation Film (Phase 1-Production)                         | \$400,000             | DCNR   | \$200,000 |
|  |                       | Private Sources                                  | \$200,000 |
| Design & Implement the Interactive Orientation Exhibit (Phase 1-Exhibit Design Plan)   | \$225,000             | DCNR   | \$168,750 |
|  |                       | Private Sources                                  | \$56,250  |
| Susquehanna River Greenway Plan  | \$33,333              | DCNR   | \$25,000  |
|  |                       | Conservation Fund                                | \$8,333   |
| <b>Total Estimated Costs</b>   | <b>\$1,238,333</b>    | <b>\$1,238,333</b>                               |           |

## Estimated Costs for Implementation Strategies

| Project  | Estimated Capital \$ | Estimated Operating \$ | Notes |
|--|----------------------|------------------------|-------|
| AV Orientation Program                                       | \$400,000            | \$100,000              |       |
| Voices Interactive Audio Tour                                | \$550,000            | \$10,000               | a/1   |
| Grants for Local Interpretive Initiatives                    | variable             | \$10,000               | a/2   |
| Living History Program                                       | \$25,000             | \$15,000               | a/3   |
| Waysides: Outdoor Interpretive Project                       | \$150,000            | \$10,000               | a/4   |
| Kiosks: Indoor Interpretive Project                          | \$70,000             | \$10,000               | a/5   |
| Interactive Orientation Exhibit                              | \$225,000            | \$200,000              | 6     |
| Main Street Circuit Rider for Heritage Towns                 | \$25,000             | \$75,000               | 7     |
| Design Guidelines Handbook                                   | \$45,000             | —                      | 8     |
| Strengthen Revitalization in Downtowns                       | variable             | \$150,000              | 2     |
| Market Towns Network   | \$25-100,000         | —                      |       |
| Lower Susquehanna River Valley Plan                          | \$250,000            | \$75,000               | b/8   |
| Existing Trails Interpretation                               | \$150,000            | \$10,000               | a/4   |
| Trail Guide  | \$10,000             | \$7,000                |       |
| Trail Development & Expansion                                | variable             | \$10,000               | 9     |
| Historic District Nomination & Designation                   | \$50,000             | \$25,000               | b/8   |
| Historic Rural & Cultural Landscape Nomination & Designation | \$25,000             | \$10,000               | b/8   |
| Scenic Byway Pilot Projects                                  | variable             | \$10,000               | 2     |
| Farmland & Open Space Conservation Support                   | variable             | variable               | 2     |
| Marketing Plan   | \$80,000             | —                      |       |
| Graphic Identity (logo, design guidelines, letterhead, etc.) | \$50,000             | \$40,000               | b/8   |
| Expanded Wayfinding Signage                                  | variable             | variable               | 2     |
| Expanded Lancaster County Heritage Program                   | variable             | variable               | 2     |

1 Car Units: 100@\$400 = \$40,000 Production: \$150,000

@ \$100 psf fit out. Shell @ 150 psf

2 Resource-dependent

7 car

3 Two FTE troupes with 8 Equity members for 5 months @ \$100/day = \$125,000 16 costumes @ \$800 = \$12,800

8 Assumes LYHR retains consultant(s)

4 50 signs @\$1,500, \$1,500 interpretation ea.

9 Need Current cost per lane mile, major expense=ROW easements, etc.

5 Kiosk fabrication: 14 @ \$2,500 plus content adaptation @ \$2,500

a share of salary to deal with breakage, replacement

6 \$400 psf @ 10,000 exhibit (excludes shell and supportspace)

b share of salary to supervise contractors

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## Next Steps

In the coming months many activities need to take place in order to launch the heritage area. Particularly important are the following steps:

- ◆ The Steering Committee should formally adopt the plan, and solicit letters of support from the County Commissions, municipalities and partner organizations.
- ◆ The Steering Committee should submit the plan and letters of support to the Pennsylvania Heritage Parks Program to apply for official designation as a Pennsylvania State Heritage Area.
- ◆ Achieve formal designation of the Lancaster-York Heritage Region, granted by the Commonwealth.
- ◆ An interim committee should facilitate the formation of the management organization, beginning with the recruitment of prominent and progressive individuals to serve on a Board of Directors. Once in place, the Board should hire an Executive Director, who in turn should hire talented, energetic and committed staff. Fund development should begin immediately to support programs and operating expenses, soliciting both public and private sources.
- ◆ The heritage region organization should prepare a work plan. This management plan contains recommendations on a wide-range of projects and suggested strategies for implementation. These should be examined with the Board, Executive Director and Staff in a one-day retreat with a professional facilitator skilled in management consulting. The purpose of this retreat should be to ensure an alignment of interests, agree to early goals (Years 1-3), and evaluate and prioritize early activities. A key decision will be whether to pursue designation as a National Heritage Area. For each key early action project that is identified targets should be generated regarding an estimated budget, potential partners, possible funding sources, Board versus Staff responsibilities, and timelines.
- ◆ **BEGIN WORK!**

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## Management Committee

Members of the management committee also served as members of the Steering Committee. The consulting team would particularly like to thank Scott Standish, who served as Project Coordinator during the preparation of the management action plan.

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Joseph DiBello, National Park Service  
Thomas Donley, York County Chamber of Commerce  
Ann Druck, York County Convention & Visitors Bureau  
Luncinda Hampton, Pennsylvania Dutch Convention & Visitors Bureau  
Jack Howell, Lancaster Alliance  
Julie McNamara, The John Wright Company  
Eric Menzer, York City Office of Economic Development  
John Mikowychok, Lancaster County Parks Department  
Roseann Nikolaus, The National Watch & Clock Museum  
Gayle Petty-Johnson, York Heritage Trust  
Commissioner Chris Reilly, York County Board of Commissioners  
Thomas Ryan, Lancaster County Historical Society  
Jerry L. Spangler, Dept. of Community & Economic Development

Commissioner Paul Thibault, Lancaster County Board of Commissioners  
Mayor Charles Smithgall, City of Lancaster

## Interpretive Committee

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Fummi Kennedy, African-American Experience,  
Gayle Petty-Johnson, York Heritage Trust  
June Evans, Susquehanna Piedmont Preservation Council  
Bill Wright, North Museum  
Steve Miller, Landis Valley Museum  
Sam Allen, Bube's Brewery  
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York County Planning Commission  
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York County Chamber of Commerce

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