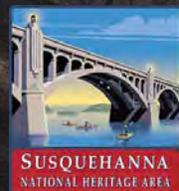
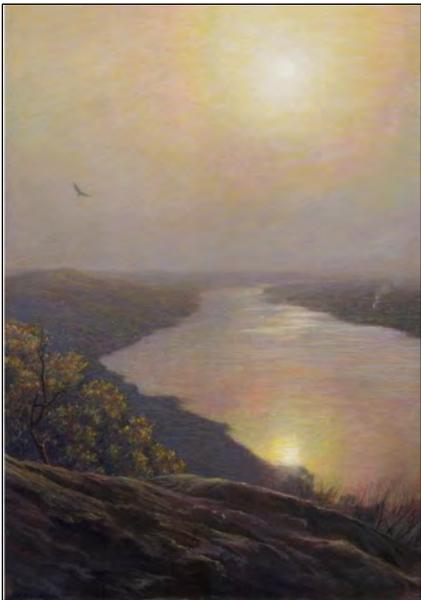
An aerial, painterly-style photograph of the Susquehanna River valley. The river flows from the center towards the right, reflecting the light. The surrounding landscape is hilly and covered in trees with autumn foliage. A single bird is captured in flight in the upper left portion of the sky.

SUSQUEHANNA NATIONAL HERITAGE AREA MANAGEMENT PLAN

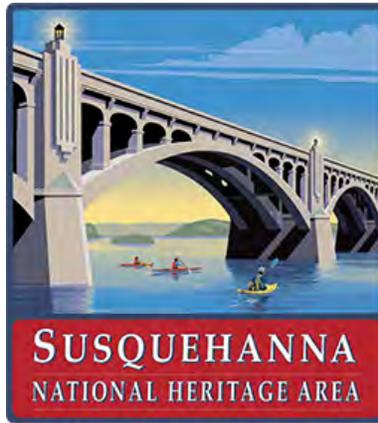
Lancaster & York Counties, Pennsylvania

PUBLIC DRAFT June 2022





Management Plan cover art: "Susquehanna Sunset," by Rob Evans. The Susquehanna River is the central feature of the Susquehanna National Heritage Area and lies at the heart of SNHA's strategy for conserving natural resources.



Management Plan
for the
Susquehanna National Heritage Area

PUBLIC DRAFT
June 2022

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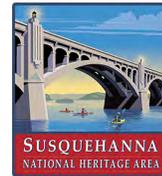
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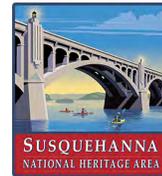
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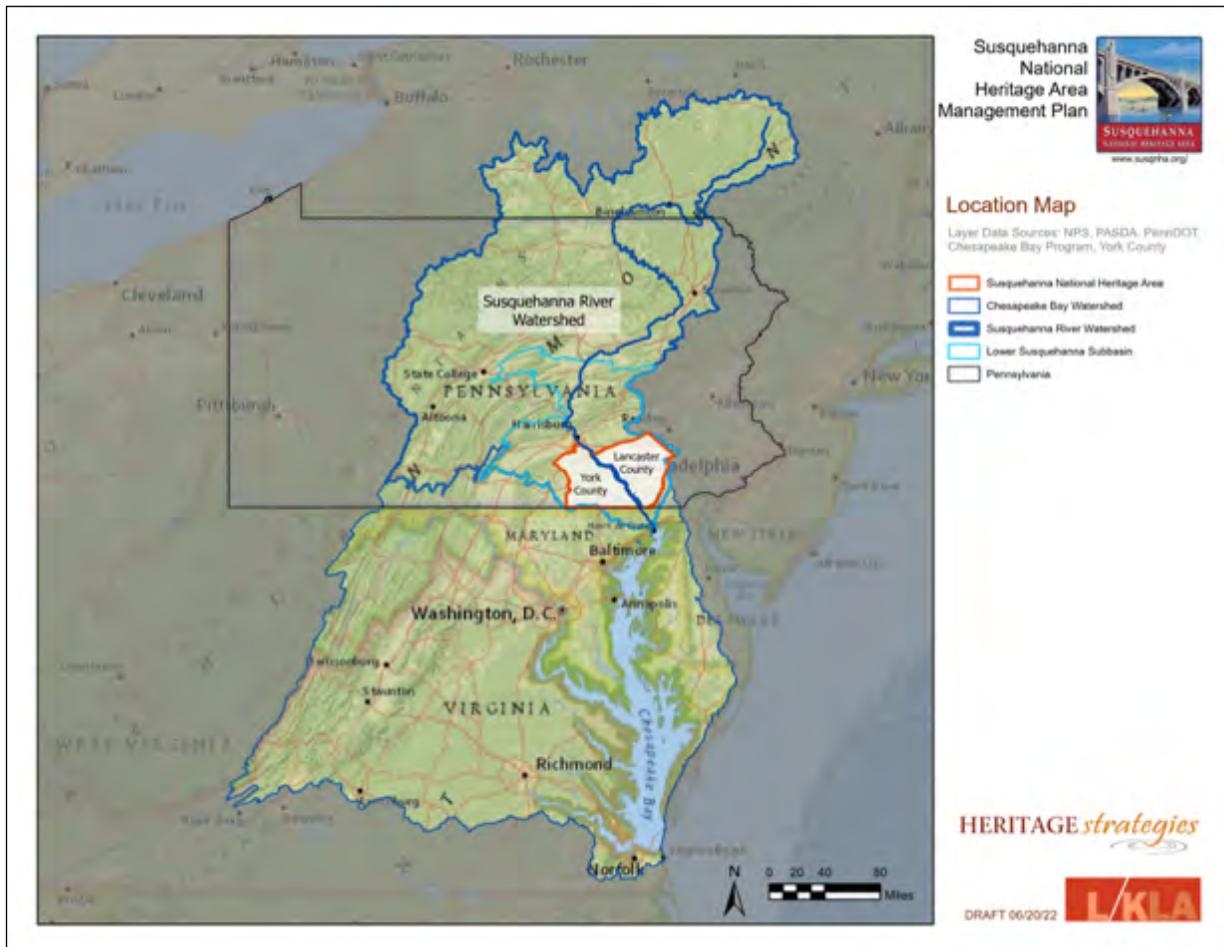
Chapter 1 – A Vision for the Susquehanna National Heritage Area: The Experience of Place

Lancaster and York Counties were officially designated as the Susquehanna National Heritage Area and America’s 55th National Heritage Area on March 12, 2019, when the John D. Dingell, Jr. Conservation, Management, and Recreation Act was signed into law in Washington, DC.

For more than three centuries of American history, the lower Susquehanna region has played a key role in the development of the nation’s political, cultural, and economic identity. The people of this region have advanced the cause of freedom and shared their agricultural bounty and industrial ingenuity with the world. The area’s town and country landscapes and natural wonders are visited and treasured by people from across the globe. The Susquehanna River has served the nation as a major fishery, transportation corridor, power generator, and, most recently, as an outdoor recreation venue. The area’s people, land, and waterways are essential parts of the national story. These qualities exemplify the National Park Service’s definition of a National Heritage Area.

The Susquehanna National Heritage Area will boost visibility for the Susquehanna River and Lancaster and York Counties as a national destination for visitors seeking to enjoy its heritage and opportunities for

Photos: The Susquehanna River, looking downstream (south) toward the modern U.S. Route 30 bridge and the Veterans Memorial Bridge (1930); opposite page, a view of the river at dawn further south, also looking downstream. (Both by SNHA)



outdoor recreation. It will also help communities harness the economic power of tourism, create jobs, and improve quality of life for all.

1.1. Introducing the Susquehanna National Heritage Area

Lancaster and York residents should already be familiar with their “new” heritage area, since it has been among the state’s designated heritage regions and areas since the turn of the 21st century, with a twenty-year track record of heritage and community development success in the region. The organization named in the federal legislation as the “local coordinating entity” is now also known as the Susquehanna National Heritage Area (called “SNHA” in this plan to distinguish it from the geographic area it serves.) Over the years since its establishment, this nonprofit organization has helped to attract more than \$20 million to advance heritage and conservation efforts. It has ongoing public and private funding to match the federal support now available through its national designation.



What Is a National Heritage Area?

The National Park Service, which manages the National Heritage Areas program, states that heritage areas are “large, lived-in landscapes” where “historic, cultural, and natural resources combine to form cohesive, nationally important landscapes” that tell “nationally important stories that celebrate our nation’s diverse heritage.”

The reason that any region achieves recognition as a National Heritage Area is because (1) it already has the heritage resources and experiences, and (2) its existing public and private institutions have done sound work in protecting, developing, and explaining the region’s heritage assets, cultivating constituencies, and contributing to a high quality of life. Thus, it follows that any National Heritage Area is a place where many local governments and organizations have already spent and continue to spend billions on resources, projects, and activities that enhance their region. It also follows that there is already local enthusiasm for what the heritage area is trying to achieve in terms of story-telling, preservation, and conservation.

Therefore, the Susquehanna National Heritage Area can be defined as a “value-added” effort to make sure that additional benefits flow from greater regional coordination and communications and access to resources and recognition through the National Park Service. SNHA must identify ways it can reward the hard work and investment of Susquehanna National Heritage Area partners with enhanced visibility and economic benefits that further partners’ missions.

The Susquehanna National Heritage Area will benefit from enhanced national identity, new National Park Service partnerships, and a fair share of federal funding appropriated by Congress to support each of the 55 National Heritage Areas. Federal appropriations aid heritage areas in promoting their “cultural, natural and recreational benefits.” NHAs through their connection with the Park Service are able to raise their visibility with visitors both within and outside the region.

SNHA, the Local Coordinating Entity

A National Heritage Area has a “local coordinating entity” that works with partners to further the mission of the program. In this case, that is the Susquehanna National Heritage Area, which is the name of both the heritage area and the 501(c)(3) nonprofit corporation responsible for its coordination (to be known in this plan by its acronym, SNHA). The legislation establishing the Susquehanna National Heritage Area states that “Federal agencies, the State or a political subdivision of the State, Indian Tribes, regional planning organizations, nonprofit organizations and other interested parties” will collaborate with SNHA to carry out a management plan.

SNHA is well prepared to lead the Susquehanna National Heritage Area. It offers two complementary visitor hubs that connect people to the river’s

What's in a Name?

The Chief Uncas, a classic 1912 electric-powered wooden boat, was acquired by SNHA in July of 2021. As this Management Plan was issued in the summer of 2022, the boat took its inaugural tour on the Susquehanna River. Built of white oak and mahogany by the Electric Launch Company (ELCO) in Bayonne, NJ for Adolphus Busch, co-founder of the Anheuser-Busch beer dynasty of St. Louis, MO, the Chief Uncas is 55 feet long with a 9.5-foot beam and 2.5-foot draft, displacing 12 tons. Busch acquired the boat for use at his family's summer estate on Otsego Lake near Cooperstown, NY, source of the Susquehanna (North Branch). The Chief Uncas is now powered by two 4-hp electric motors and sixteen 12-volt batteries that propel the boat at 8 mph with an endurance of 8 to 10 hours.

The Chief Uncas was named for a character in James Fenimore Cooper's novel *The Last of the Mohicans*. Cooperstown was founded by the author's father and many local landmarks honor his literature. The Uncas name was likely derived from the Mohegan Sachem Uncas, a 17th century Indian leader in what is now Connecticut. The real Uncas guided his native people through the many changes and conflicts that ensued after English and Dutch colonizers invaded their homeland in the 1600s. Adolphus Busch's naming of the boat for Cooper's fictional Uncas reflects the common appropriation and romanticizing of Indian culture and leaders in early 20th century America. SNHA has elected to retain the name and employ the layers of meaning in its use over time as a subject for interpretation.

history and environment through interpretation, programs, and such experiences as river tours. Its 18th-century riverfront home at the Zimmerman Center for Heritage south of Wrightsville in York County marks one of the key river crossings established long ago by American Indians as they moved around the region and established settlements.

SNHA also manages the Columbia Crossing River Trails Center on the Lancaster County side of the river, a trailhead for a popular 14.2-mile trail, on behalf of the Borough of Columbia. From both sites, but primarily the Zimmerman Center, SNHA works to provide access to the river through boating activities. SNHA is introducing new fee-based interpretive programs for the general public and special audiences centered on heritage tours aboard the *Chief Uncas*, a classic 1912 electric-powered wooden vessel built by the Electric Launch Company (ELCO). It was acquired by SNHA in 2021 with private donations and is planned for launch on the Susquehanna for public tours in the summer of 2022 (see sidebar at left).

The Zimmerman Center, moreover, has been designated by the National Park Service as Pennsylvania's official Visitor Contact Station for the Captain John Smith Chesapeake National Historic Trail (CAJO). This is America's first water-based National Historic Trail in the nationwide system managed by the National Park Service.

National Heritage Area designation builds on this important partnership with the National Park Service to expand collaboration to the entirety of the two counties.

SNHA has also been engaging with communities, organizations, and individuals to promote and enrich the Susquehanna River's special places, towns, and landscapes for years as a partner in the Susquehanna Riverlands Conservation Landscape. This is part of a Pennsylvania program to provide state-level investment support to designated large landscapes with strong natural assets and local readiness and buy-in.¹

¹<https://www.dcnr.pa.gov/Communities/ConservationLandscapes/Pages/default.aspx>



The Susquehanna Riverlands Conservation Landscape is designed to address “the ribbon of scenic and historic landscape along both shores of the Susquehanna River as it flows through Lancaster and York Counties in Central Pennsylvania.” Through this initiative, SNHA has collaborated with the Lancaster Conservancy, the two county planning commissions, and the Pennsylvania Department of Conservation and Natural Resources (DCNR) to drive strategic investment and actions around sustainability, conservation, community revitalization, and recreational projects.

The river region, defined as encompassing those municipalities in the two counties that border on the river, constitutes a major geographic feature within the larger Susquehanna National Heritage Area. Technically, though, the river *is* the National Heritage Area, for its watershed on Pennsylvania’s southern boundary is almost perfectly encompassed by the two counties’ boundaries.

Susquehanna Riverlands partners collaborated with PPL Electric Utilities, a major utility holding company involved in electrical generation through two of the dams on the lower river, to protect more than 2,000 acres permanently. This was a major step toward the initiative’s goals for reconnecting natural lands and habitats and creating greater public access to the river, its tributaries, and surrounding natural lands.



Aerial view of the Mifflin site (most of the unbuilt land seen here, with Wrightsville to upper right). The barn in the foreground is slated to become the Susquehanna Discovery Center, a major new, central visitor destination for the Susquehanna National Heritage Area. (Photo by SNHA)



SNHA's 2008 strategic plan was inspired in part by a traveling exhibit mounted over two years by SNHA beginning in 2006, *Visions of the Susquehanna: 250 Years of Paintings by American Masters*, curated by York County artist Rob Evans. In 2008, SNHA secured grants and private contributions to purchase a core collection of the contemporary pieces from the exhibit for permanent installation at the Zimmerman Center for Heritage (including the art used for the cover of this plan, by Mr. Evans). Additional contemporary and historical pieces have been acquired for the collection with private donations, such as this beautiful image of the Susquehanna River by Mark Workman. (Image courtesy SNHA)

Preceding this achievement, in 2008, the Susquehanna River Water Trail through this region was designated as a National Recreation Trail by the National Park Service, a significant section of Pennsylvania's longest water trail. This involved coordination with Pennsylvania's Fish and Boat Commission and DCNR, utility companies, and other partners. The water trail is also encompassed by the National Park Service's Chesapeake Bay Gateways Network and the aforementioned Captain John Smith Chesapeake National Historic Trail.

In May of 2022, SNHA participated in the acquisition of the historic Mifflin House (c.1800) and its surrounding farmstead, an 87-acre site just outside Wrightsville and close to the Susquehanna River. Previously threatened by the development of an industrial park, the early 19th-

century farm is a landmark among many stories of Abolition and the Underground Railroad across the region. Jonathan and Susanna Wright Mifflin, their sons, and fellow Quakers from York and Columbia were active in the Underground Railroad throughout the early 19th century, with the Mifflin House serving as an important station in the clandestine network providing safe haven and passage for freedom seekers in Central Pennsylvania.

The site is easily reached from limited-access U.S. Route 30 as it crosses the river and provides a generous amount of land for development as a park with trails connecting to the river and Wrightsville neighborhoods. SNHA is now in the process of raising the necessary funds to develop the site. The Susquehanna Discovery Center – to become the National Heritage Area's visitor center – will reside in the property's large, connected bank and dairy barns and the handsome stone farmhouse will be restored to host an Underground Railroad learning center.



The Planning that Led to this Point

In the early years of Pennsylvania's statewide program for designating heritage areas that highlight the state's significant industries, Lancaster and York Counties joined forces to seek recognition for what was then called the "Lancaster-York Heritage Region."

State designation involved extensive community engagement to define themes and potential projects. The process highlighted the region's unique town and country landscapes, historic sites, and natural wonders and confirmed its key role in advancing American agriculture and manufacturing, the focus of the Pennsylvania program. Although not typically emphasized in the state's program, participants also identified an important role the region played in the history of the nation and its pursuit of liberty and freedom, a theme that emerged with time as important to interpretation in the region and ultimately to the National Heritage Area.

The counties completed a feasibility study for organizing the region to join the state's program in 1995. In 2000, Pennsylvania recognized it as a "heritage region" (there is no real distinction in the program among "area," "region," or "corridor" – the state followed local preference). In tandem with that recognition, a nonprofit organization was created to manage the program, known at the time by the same name (with a board that included and continues to include appointees by both counties' elected officials). Shortly thereafter, in 2001 in response to state requirements, the newly recognized program produced a management action plan, which articulated goals and specific initiatives.

In 2008, the Lancaster-York Heritage Region undertook two major steps toward its future. First was a Strategic Plan issued in March. Though brief, it was a substantial and consequential response to the organization's in-sights and experience of its first seven years of operation. A key "strategic focus" articulated in the plan was to "raise public awareness and appreciation of the cultural and economic value of the Lower Susquehanna River and its immediate environs to Lancaster and York Counties."

This plan then set the direction for the organization's focus on the river for many years and supported considerably more planning that ensued in partnership with multiple organizations and initiatives. These will be described in more detail throughout this Management Plan, as SNHA will continue to rely on the foundation of such



An early 19th-century vernacular farmhouse in Gap, Lancaster County. (Photo by Michael J. Chiarappa)

partnerships and planning built since 2008. In brief, as described in a preceding section of this chapter, these included the Susquehanna Riverlands Conservation Landscape; the Susquehanna River Greenway, with the Lancaster-York Heritage Region taking on management of the Lower Susquehanna from Harrisburg to the state line; and long-term planning for the Captain John Smith Chesapeake National Historic Trail.

Among the goals articulated by the 2008 Strategic Plan was the determination to seek National Heritage Area status for the two counties. Thus, the second of the major steps in 2008 was the production of a National Heritage Area Feasibility Study Report in September. The report complied with National Park Service guidelines to help ensure support for Congressional legislation to designate the region as the “Susquehanna Gateway National Heritage Area.” This was the beginning of a campaign of more than a decade to achieve the Congressional recognition that has occasioned the development of this Management Plan.²

The 2008 Feasibility Study articulated a vision and a series of ideals for the proposed National Heritage Area:

- “Creating an economically vital heritage and outdoor tourism asset based on the river”
- “Insights into the ways in which we are united through shared threads of heritage”
- “How to better present our stories and our heritage to visitors (an important element in the region’s economy)”
- “National model for heritage and cultural programming”
- “A place where history truly comes alive – in our museums, on our streets and trails, throughout the countryside we are famous for, and along the river that runs through us”
- “Lively and engaging audiovisual production gives the big picture and outlines the key story threads”
- “Museums and historic sites have reframed how they present themselves, working from the heritage area’s key interpretive themes”
- “New hi-tech heritage waystations and a regional ‘voices of the landscape’ system”

² Soon afterward, the organization adopted the name “Susquehanna Heritage Corporation” as its public identity. Over time, the organization’s public name has evolved to “Susquehanna Heritage” and now “Susquehanna National Heritage Area” to reflect its new national status and has assumed “SNHA” as its preferred shorthand reference.



- “The heritage center’s expanded exhibits provide orientation to the region and to Lancaster County’s uniquely Pennsylvania German character”
- “Exciting new attractions at other heritage trust museums”
- “Region is also beginning to see significant economic spinoff from visitors drawn to” the river
- Prime heritage and outdoor traveler destination
- “Visitation has changed dramatically: people are coming more often and staying longer, exploring the well-packaged itineraries” and York “rivals Lancaster as a heritage tourism magnet”
- The entire region is a “corridor of movement and opportunity” “as we all share in the economic opportunities here”

Since 2008, therefore, SNHA has focused especially on initiatives along the Susquehanna River. SNHA’s three-year strategic plan adopted in January of 2019 continued the focus on developing the river and nearby communities as a national destination for heritage and outdoor travelers and a sustainable economic generator. The plan’s “strategic focus areas” include placemaking (“enhance the quality & appeal of the river’s special places & landscapes) and tourism development (“increase the visibility & readiness of the river as a visitor destination”).

The Susquehanna National Heritage Area Management Plan

The first charge in the Susquehanna National Heritage Area’s legislation is that “the management plan shall incorporate an integrated and cooperative approach for the protection, enhancement, and interpretation of the natural, cultural, historic, scenic, and recreational resources of the National Heritage Area.”³ The management plan must “consider interests of diverse units of government, businesses, organizations, and individuals” in both its preparation and its implementation.

The legislation establishing the Susquehanna National Heritage Area prescribes specific activities for SNHA and heritage-area partners (quoted directly from the legislation):

- Carrying out programs and projects that recognize, protect, and enhance important resource values in the National Heritage Area;
- Establishing and maintaining interpretive exhibits and programs in the National Heritage Area;
- Developing recreational and educational opportunities in the National Heritage Area;

³ See the entire bill designating the SNHA at <https://www.congress.gov/116/bills/s47/BILLS-116s47enr.pdf> (search on “Susquehanna” to reach pdf p. 192), §6001(a)(6) and §6001(b)-(g)

- Increasing public awareness of, and appreciation for, natural, historical, scenic, and cultural resources of the National Heritage Area;
- Protecting and restoring historic sites and buildings in the National Heritage Area that are consistent with National Heritage Area themes;
- Ensuring that clear, consistent, and appropriate signs identifying points of public access and sites of interest are posted throughout the National Heritage Area; and
- Promoting a wide range of partnerships among the Federal Government, State, Tribal, and local governments, organizations, and individuals to further the National Heritage Area.⁴

This Management Plan addresses all of these important activities and provides specific actions to support SNHA's leadership as the Susquehanna National Heritage Area's local coordinating entity.

1.2. The Character and National Importance of the Susquehanna National Heritage Area

The following sections provide a summary of the character, natural, cultural, historic, scenic, and recreational resources, and national importance of the Susquehanna National Heritage Area.

Landscape and Ecology

The Susquehanna National Heritage Area landscape encompassing Lancaster and York Counties can best be understood through appreciation of its geology, waterways, native plant communities, and patterns of human settlement and use.

The Susquehanna River is an ancient waterway and the largest river lying entirely within the continental United States that flows into the Atlantic Ocean. The river comprises a Main Branch that flows south from central New York (known as the North Branch above the confluence at Sunbury, PA) and a West Branch that drains much of central Pennsylvania. Overall, including both branches, the river flows about 539 miles before emptying into the Chesapeake Bay at Havre de Grace in Maryland. The watershed is about 27,500 square miles in area, approximately the size of South Carolina. It represents about 43 percent of the Chesapeake Bay's drainage area and supplies about 50 percent of its freshwater flow.

The river's terrain reflects its geology. Steep hillsides drop down to deep stream-carved glens with unique environments and ecosystems. The terrain is less rugged in some areas, permitting canal development in the early 19th

⁴ §6001(b)(2)(B)(i-vii)



century. A railroad was technologically easier to reach and thread alongside the river on the Lancaster shore – one of the earliest routes in the nation was built to connect Philadelphia to Columbia.⁵

Both shores today are lightly populated, highly forested, and difficult to access below the Columbia-Wrightsville crossing. Only three large communities exist beside the river, Columbia, Wrightsville, and Marietta. Other villages are found upstream – Bainbridge and Falmouth in Lancaster County, just south of the Three Mile Island nuclear power plant, York Haven and Goldsboro in York County across from the plant and the York Haven Dam, and New Market in Fairview Township at the northernmost tip of York County.

The Susquehanna is a water body treasured by many for its beauty and culture, its opportunities for water-based recreation, and its contributions to the Atlantic Flyway, the life cycles of waterfowl, and the highly productive fisheries of the Chesapeake Bay (oysters, crabs, and a wide variety of fish including its famed striped bass)."

The bay's health, however, has long been threatened by the silt and nutrients carried by its tributaries from lands disturbed by urban development, forest removal, and farming. From the 1970s onward, multi-state efforts supported by federal agencies – including the National Park Service – have slowed the decline in the bay's grasses and fisheries, but much remains to be done. Improving the water quality of a watershed as large as the Susquehanna's remains a challenge.⁶

Geology also plays a major role in the farm landscape, most spectacularly as the native material for the rich limestone, dolomite, schist, and diabase soils found in both counties. Action to preserve the farms and farm economy of both counties grew up early in the era of farmland conservation following the publication of the federally supported National Agricultural Lands Study

⁵ The lack of rail along most of the river's York County shore had more to do with geography than terrain or the existence of the canal – the imperative of reaching Baltimore as York's major outlet to world markets meant that rail development in the county went further west.

⁶ Pennsylvania's progress in meeting water quality goals for the Chesapeake is tracked through a program that includes two-year milestones, currently 2020-2021. An assessment in 2017 found that although it did meet its goals related to wastewater from sewage treatment plans, Pennsylvania did not achieve its statewide 2017 targets for nitrogen, phosphorus, or sediment related to runoff. According to the Pennsylvania Department of Environmental Protection, "Failing to restore Pennsylvania's impaired waters will mean that our drinking water resources, outdoor recreation, wildlife, and public health and safety will remain impacted. Local communities will continue to suffer from pollution-related problems such as stormwater and flood damage, contamination of drinking water sources, fouled waterways, and lost recreation opportunities." If the U.S. Environmental Protection Agency (EPA) determines that Pennsylvania cannot meet its goals on its own, EPA has stated it may increase federal enforcement and compliance efforts. (<https://www.dep.pa.gov/Business/Water/Pennsylvania%E2%80%99s%20Chesapeake%20Bay%20Program%20Office/Pages/Track-Pennsylvania%E2%80%99s-Progress.aspx>)

Aerial view of Lancaster County's Washington Boro (located in Manor Township and no longer a municipality in its own right.) Five of the many important Native American archeological sites found along the Susquehanna River are close by. (Photo by John Beatty, courtesy SNHA)



of 1981. Pennsylvania was the first major farm state to create a program to protect farmland threatened by development through the purchase of agricultural conservation easements. Recognition of farming's historical importance as well as its vital economic contribution led to popular support for the program's passage by the state legislature in 1987, the Pennsylvania Agricultural Conservation Easement Purchase Program (ACEPP). Both counties are participants in ACEPP and land trusts on both sides of the river also work to preserve farmland as well as natural lands.

In addition to the Susquehanna River, a natural landscape shared between the two counties is the Pennsylvania Highlands, part of a multi-state large landscape protected by an act of Congress, the Highlands Conservation Act of 2004.⁷ Moving from west to east, these are South Mountain (a small portion of which is in York County), York County's Conewago Mountains, and Lancaster County's Furnace Hills and Welsh Mountain. These and other parts of the Pennsylvania Highlands were critical to early American history. According to the *Pennsylvania Highlands Atlas*,⁸

Pennsylvania is known as the Keystone State because of its key role in the economic, social, and political development of the colonies and the United States. The Pennsylvania Highlands provided resources that sustained early settlers. Countless streams and rivers flowing off the elevated landscape of the Highlands provided water resources for the lands in the surrounding valleys, where early settlers tended farms and orchards that fed a growing population.

⁷ <https://www.fws.gov/northeast/highlands-conservation-act/hca.html>

⁸ <https://s3.amazonaws.com/pahighlands.com/2014/06/PA-Highlands-Conservation-Atlas.pdf>



The streams and rivers also provided fish and other food. Forests provided building materials and fuel for cooking and heating. The forests also provided game and many plants used for food and medicine.

Human Cultures in the Lower Susquehanna Region

Technically, the “Lower Susquehanna” is a subbasin (a collection of watersheds of tributaries to the river) mapped by the Susquehanna River Basin Commission from the point where the west and north branches of the river join at Sunbury (see maps, p. 2 and p. 33 and discussion beginning on p. 34). The Susquehanna National Heritage Area occupies a significant portion of that area, below Harrisburg, where the river begins a shift in character owing to the underlying geology, as discussed in Chapter 2.

Human occupation of the lower Susquehanna watershed began during the Paleoindian period, about 13,000 years BP (before the present, in calendar years). Small groups of hunters and gatherers would have encountered a climate evolving from Ice Age conditions; plants and animals were quite different than they are today. In Lancaster County, thirteen Paleoindian sites have been recorded, including a cluster of five sites along the Susquehanna River in Lancaster County’s Washington Boro (in Manor Township and no longer a municipality in its own right; see photo, opposite page). By the much later Woodland period, permanent communities were a feature of this landscape, which left their physical imprint through archeological deposits and petroglyphs carved into rocks along the southern reaches of the river between Lancaster and York counties.

The intersection of the Great Valley with the Susquehanna River in the vicinity of Harrisburg marks the largest intersection of Native American travel routes in Pennsylvania. As the river enters the Triassic Lowlands below Harrisburg, Native American settlement sites are found primarily on islands in the river.

As it enters the Piedmont Uplands further south, the rolling terrain of the region dominates the river. Here, native communities are found at basin-like openings that naturally occur along the river, such as at Wrightsville and Conestoga Creek, as well as on the bluffs overlooking the river. According to archeologists, the Washington Boro vicinity might well be considered the American Indian capital of Pennsylvania from Paleoindian times to the beginning of the 18th century. Native Americans did not live just anywhere in the Susquehanna Valley, but typically sought out areas where smaller waterways – streams or smaller rivers – intersected the river itself. These areas were complex ecosystems producing a wide variety of natural resources. (Faull 2015:12)

The area of the Lower Susquehanna River from Harrisburg to the head of the Chesapeake Bay in Maryland contains more than 50 identified sites of significance for Native American history and culture. These sites are part of

a larger landscape of river, hills, plains, and waterways that are meaningful to the history and present-day lives of people of American Indian descent. (Faull 2015:i)

Because of its shallow and rocky nature, the unnavigable Susquehanna never provided a good water route for the migration of European settlers to the interior of the state during the colonial era. Rather, migration flowed from Philadelphia west through the easily traveled Piedmont Lowlands, across the river, and west to the Great Valley. Lancaster and York, the main inland market centers of the Pennsylvania Piedmont, were among the first American cities to grow up and thrive without being located on the seacoast or a major river, and the first to depend on roads – not rivers – for commercial transportation (Miller 1995:38).

Until the construction of canals and railroads along the river, the Susquehanna was a barrier, not a route of commerce and travel, a fact exemplified by its roles protecting the Continental Congress in York during the Revolutionary War and halting the eastward movement of Confederate forces during the Gettysburg campaign of the Civil War.

The region is a striking example of Penn’s doctrine of religious freedom, upon which Pennsylvania was originally founded. Attracted by the prospect of a life without religious persecution, European immigrants– English, Irish, Germans, Scots – eagerly settled in the region. They brought an assortment of faiths, including Catholicism, Judaism, and a variety of such Protestant sects as Pietists, Moravians, Mennonites, 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 be one of the largest colonies, with highly cosmopolitan communities. At one time the edge of the North American frontier, Lancaster and York Counties were also a major outpost for those seeking their fortune to the west.

The region’s prominent national role during the Revolutionary War period also exemplifies the area’s contribution to American freedom. Fleeing Philadelphia in September of 1777, the Second Continental Congress met in Lancaster for a day before crossing the Susquehanna River to reconvene in York, hoping that the river would serve as a protective barrier from the British. The revolutionary government remained in York for nine months, and there debated and adopted the Articles of Confederation, “America’s first Constitution.”

The region’s place in the story of American freedom extended to African Americans fleeing slavery. The predominance of people who opposed slavery and its proximity to the Mason-Dixon Line helped to make this area a highly active part of the national network known as the Underground Railroad. Due to the clandestine nature of the Underground Railroad, little



physical evidence of this history has been found as yet. Personal accounts passed on through generations and continuing research have revealed the region's important role in this story, with ten sites and programs listed thus far with the National Underground Railroad Network to Freedom.

The importance of transporting goods due to the growth of agriculture and manufacturing – especially because water transport on the rocky Susquehanna was so challenging – made the region a center for transportation innovation, as described in detail in Appendix 3.

Regional Identity Today

The Susquehanna National Heritage Area is a rich showcase for Pennsylvania's long and distinguished role in the development of the United States, including the practice of long-held religious beliefs and cultural traditions and the innovative spirit that enabled America to emerge as a world leader.

The popular identity of the region – for Lancaster County particularly – is strongly associated with Old Order Amish and Mennonite communities, among the “Plain People” distinguished by their plain clothing styles. Along with many other religious groups encouraged by William Penn's policy of religious tolerance, they originally settled in Lancaster in the early 1700s after fleeing religious persecution in Europe, mainly Switzerland, Germany, and the Netherlands. Today, Lancaster County is home to North America's oldest and most densely populated Amish settlement. These groups no longer exist in their European homeland. Their aversion to modern conveniences and their ability to continue traditional ways in the face of tremendous external change and pressure has piqued national and international interest for much of the past century.

Agricultural heritage is among the most distinctive aspects of the Susquehanna National Heritage Area. For centuries the area'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 the landscape and the backbone of the region's economy. From subsistence farming by Native Americans, to



Ephrata Cloister, a National Historic Landmark operated by the Pennsylvania Historical and Museum Commission, is among the earliest of religious utopian communities founded across North America. (Photo courtesy Heritage Strategies, LLC)

traditional cultivation by the Amish, to modern food production techniques, there are rich and varied stories about agriculture’s past, present, and future.

Thanks to its combination of rich soils from favorable underlying geology, a temperate, well-watered climate, and gentle topography, Lancaster County is widely known as the most productive nonirrigated farmland in the United States. York County, also a highly productive farming county, is distinguished by its many food processing and packaging plants that flourished after World War II and resulted in the county’s recognition as the snack food capital of the United States.

Innovative local companies 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 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.

The important role played by local manufacturers extends well beyond agribusiness. 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. This tradition of design, production, and innovation continues. Some examples of the goods produced in the region into the 21st century are barbells, cigars, coffins, dental prosthetics, furniture, hydraulic turbines, motorcycles, paper, pottery, tanks, tapestries, violins, and wallpaper.

Today, the region’s identity is a rich mix of rural, small-town, and urban landscapes where agriculture and industry still exist in profusion and lasting investments in buildings, land, and good places for families have been made over long periods of time.

Throughout the region this traditionalist inclination can be witnessed in church- and family-centered community life; a 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, engineering, 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. Innovations in architecture have yielded high styles from the early 18th century onward; Wright’s Ferry Mansion, completed in 1738 for Susanna Wright, an English Quaker poet and businesswoman, reflects a fusion of English and German elements. Similarly, area craftspeople – quilters, weavers, woodworkers, potters, and more – have given the region a reputation as a leader in traditional arts and crafts; and the engineering



sector has been a source of leadership and innovation from European settlement to this day.

Demographics

There is every reason to believe the region's future will be as rich as its past. Immigration – considered by planners as a strong indicator for healthy growth⁹ – is as much a hallmark of the region today as it has ever been, with populations of Latino and Asian residents now making their homes in the two counties as groups such as Germans, Scots, and African Americans did before them.

Both counties saw a net positive increase in their populations in the 2020 Census, just over a million total at 1,009,422. Lancaster County grew to 552,984 from 519,445, a net positive of more than 33,500 and a ten-year increase of 6%, not quite the national figure of 6.8%. Its share of the region's population is 54.8%.

The City of Lancaster lost population over the decade between the 2010 and 2020 Censuses, now standing at 58,039, fewer than the 2010 population of 59,322 by 1,283. (The pattern is predicted to continue, with the July 2021 American Community Survey estimate set at 57,503, a loss of .6% compared to the national rate of .1%.) Lancaster comprises just under 11% of the county's population, 5.7% of the region.

York County grew by .5% to 456,438 from 434,972, a net positive of 21,466 and a ten-year increase of 4.7%. Its share of the region's population is 45.2%.

The City of York grew by .1% to 44,800 from 43,718 and comprises almost 10% of the county's population (4.4% of the region). The July 2021 ACS estimate has the City's population almost the same a year after the official decennial Census, 44,834.

Both counties closely match the United States in terms of sex (US female, 50.8%, Lancaster County 51%, York County 50.6%) and age, although both cities stand out for their lower populations over 65 (US 16.5%, Lancaster city 9.9%, York city, 10.3%).

Both counties have noticeable differences in the Hispanic or Latino and racial origin of their populations compared to their county seats. Lancaster County's "White alone, not Hispanic or Latino, percent" is 81.3% compared to the City's 38.8%; York's figures are at 82.6% and 36.7% (US is 60.1%). Those reporting as Hispanic or Latino (these may be of any race, so also are included in applicable race categories discussed here) were the following: Lancaster, county 11%, city 38.9%; York, county 8.1%, city 32.9% (US is 18.5%). "Black or African American alone, percent" follows a similar

⁹ <https://www.fwd.us/news/immigration-facts-the-positive-economic-impact-of-immigration/>



An 18th-century Quaker meeting house in York County. (Photo courtesy Heritage Strategies, LLC)

pattern although fewer in number: Lancaster, county 5.2%, city 16.9%; York, county 7.1%, city 26.3% (US is 13.4%).

The full diversity of the region's population includes smaller populations of American Indians and Alaska Natives (Lancaster, county .4%, city .2%; York, county .4%, city .2%; US 1.3%); Asian alone (Lancaster, county 2.5%, city 4.5%; York, county 1.5%, city 1.8%; US 5.9%); Native Hawaiian and Other Pacific Islander alone (Lancaster, county .1%, city .2%; York, county 0%, city .1%; US .2%); and those choosing "Two or More Races" (Lancaster, county 2.1%, city 8.9%; York, county 2.3%, city 7.9%; US 2.8%);

Although wealth may be as unevenly distributed as it is in many places across the nation among today's varied populations, the median household income in both counties reached just above \$66,000 in 2019, a healthy level exceeding the national household median of just under \$63,000 (2015-2019 average).

1.3. Benefits of a Coordinated Program

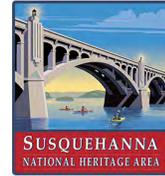
The Heritage Area Concept

Physically, as defined earlier, heritage areas are regions with concentrations of significant natural, scenic, cultural, historic, and recreational resources. They are places known for their unique identities and cultures, as well as for being good places to live in and visit. Heritage areas are also, however, a concept, involving partnerships where residents, businesses, local governments, and state and federal agencies collaborate to create more livable and economically sustainable regions.

Benefits of National Heritage Areas

Long-term benefits of National Heritage Area (NHA) activities include:

- **Sustainable economic development** – NHAs leverage federal funds (NHAs average \$5.50 for every \$1.00 of federal investment) to create jobs, generate revenue for local governments, and sustain local communities through revitalization and cultural heritage tourism.
- **Healthy environment and people** – Many NHAs improve water and air quality in their regions through restoration projects, and encourage people to enjoy natural and cultural sites by providing new recreational opportunities.
- **Improved quality of life** – Through new or improved amenities, unique settings, and educational and volunteer opportunities, NHAs improve local quality of life.



- **Education and stewardship** – NHAs connect communities to natural, historic, and cultural sites through educational activities, which promote awareness and foster interest in and stewardship of heritage resources.
- **Community engagement and pride** – By engaging community members in heritage conservation activities, NHAs strengthen sense of place and community pride.¹⁰
- **Collaborative management of landscape change** – regional landscapes are threatened by shifts in industrial economies, agricultural policy, and climate change; NHAs can provide a framework for a regional response to build resilience and preservation for the future.¹¹

1.4. Vision, Mission and Goals

In the spring of 2021, SNHA's Project Advisory Committee for this Management Plan approved the following vision and mission, designed for use across all audiences, stakeholders, and programs. The group also approved nine goals that address resources and identity; anticipated benefits; and ways of organizing and acting to achieve the goals.

Vision

The Susquehanna National Heritage Area is regarded across the nation as a place with a unique identity where people and communities cultivate their connections with each other, the landscape, and their history.

Mission

The Susquehanna National Heritage Area connects the people and communities of Lancaster and York Counties to one another and to the nation through stories about this nationally important place. The National Heritage Area welcomes visitors, cultivates partnerships, and nurtures a strong regional identity.

Overall Principles of the Susquehanna National Heritage Area

As the foundation for its work, SNHA long endorsed the following principles:

- Develop authentic interpretation of the Susquehanna River's heritage and history and provide place-based education.
- Encourage preservation and protection of cultural and natural resources.
- Advocate for high quality visitor facilities and services.
- Advance recreational opportunities.
- Foster intergovernmental cooperation and public-private partnerships.
- Promote sustainable economic development.
- Support environmental stewardship.

¹⁰ Quoted directly from <https://www.nps.gov/articles/what-is-a-national-heritage-area.htm>

¹¹ Barrett, Brenda (2013) "National Heritage Areas: Evaluating Past Practices as a Foundation for the Future," *Proceedings of the Fábos Conference on Landscape and Greenway Planning*: Vol. 4 : Issue 1, Article 66, p. 8. Available at: <https://scholarworks.umass.edu/fabos/vol4/iss1/66>

Goals

Chapters of this management plan as noted parenthetically explain and amplify the following goals:

Who We Are: Resources and Identity

1. Sustain and enhance the sense of place and identity experienced across the entire National Heritage Area. (Chapters 2, 4, and 5)
2. Foster storytelling, learning, and research that enable audiences to enjoy and appreciate the National Heritage Area's history and historic sites, natural resources, and communities. (Chapter 3)
3. Focus on how the Susquehanna River has shaped the natural landscape and humans' response to that landscape. (Chapters 3, 4, and 5)
4. Encourage greater public awareness of the importance of the National Heritage Area's resources and identity. (Chapters 3, 4, and 5)

What We Are Working Toward: Benefits

5. Foster healthy natural resources and healthy human relationships with those resources. (Chapters 4 and 5)
6. Emphasize the importance of the National Heritage Area's resources and identity to its economic vitality and attraction as a unique place to live, work, invest, and visit. (Chapter 5)
7. Make it easy for those moving around the National Heritage Area to find their way and maintain an awareness of the region's resources and identity. (Chapter 5)



Northwest Lancaster County River Trail (Photo by SHNA)



How We Work Together: Organization and Action

8. Build the capacity of organizations, communities, and networks to work in concert with the vision, mission, and goals of the National Heritage Area. (Chapters 3, 4, 5, and 6)
9. Build a strong and diverse constituency of partnerships and supporters that can act to protect and enhance the National Heritage Area's resources and identity. (Chapters 3, 4, 5, and 6)

A guiding principle is that every action taken to develop the Susquehanna National Heritage Area and SNHA should help to lead to SNHA's growth and the development of partners as models of sustainability and excellence.

1.5. Shaping and Coordinating the Susquehanna National Heritage Area

In the chapters that follow, readers will find the following topics:

- **Planning Context (Chapter 2):** The Susquehanna National Heritage Area has a remarkable heritage of planning. After briefly amplifying on the characteristics of the National Heritage Area that make it nationally important, this chapter reviews the planning initiatives that laid the foundation for this Management Plan.
- **Interpretation and Education (Chapter 3):** National Heritage Areas connect experiences and learning across the entire region. Each site that offers particular stories to its visitors – whether residents, school groups, or tourists – can amplify the stories found at other sites. In this way, all sites can raise public awareness of the region's important natural, cultural, historic, scenic, and recreational resources and public understanding of its unique place in history. Four broad interpretive themes are described in this chapter in order to provide a conceptual framework for all aspects of a National Heritage Area's interpretive programming as presented in collaboration with partnering sites.
- **Resource Stewardship (Chapter 4):** The richness of its built and cultural environment makes this region nationally important, visible in its settlement patterns, transportation patterns, structures (residential, ecclesiastical, public, farm, commercial, industrial), and architectural styles. Moreover, the rich

Heritage Area Themes at a Glance

THEME 1: How the Susquehanna Shapes this Place and its People

Theme Statement: The Susquehanna River lies at the heart of a storied natural landscape, a rich watershed that has shaped the lives of modern humans – and vice versa.

THEME 2: Native Landscapes

Theme Statement: The Susquehanna River corridor has been a remarkable habitat for humans from Paleoindian times onward.

THEME 3: Creating an American Identity

Theme Statement: Cultural influences from this region were carried across the nation as it expanded westward, setting patterns for community, family, farms, and place.

THEME 4: Turning Points

Theme Statement: Through critical and unique events in history, the Susquehanna National Heritage Area illustrates the shaping of American culture over time through the choices people make and the lives they lead.

and interesting natural landscape to be seen and experienced in the Susquehanna National Heritage Area is very much a cultural response to the natural qualities of the environment. This chapter addresses historic preservation, natural resource protection and community sustainability.

- **Cultural Heritage Tourism (Chapter 5):** This chapter discusses ways to improve the overall experience of the Susquehanna National Heritage Area through strategic attention to the business of cultural heritage tourism together with scenic byways, outdoor recreation, and wayfinding. Increased or at least steady visitation is needed to assure the financial health of museums, heritage sites, and protected natural areas. The need to build larger, new, and diverse audiences tops the challenges that heritage and cultural institutions are working to meet across the country. One way to build the strength of the entire visitor experience – and thus the all-important word-of-mouth judgments of visitors – is for leading interpreting institutions and parks not only to provide great experiences in their own right, but also to think about where their visitors might go next.
- **Managing the National Heritage Area (Chapter 6):** The National Heritage Area’s designating legislation includes provisions directly related to management and implementation that are specifically addressed in relevant sections of this chapter.¹² The Susquehanna National Heritage Area (SNHA) has a twenty-year track record as a successful nonprofit organization and state-designated heritage area. SNHA has a respected and experienced board of directors and staff team with well-established partnerships and funding commitments already in place. This Management Plan has identified a wide range of future programs that will build on existing initiatives and develop others that are completely new.

1.6. Working with Partners

The actions of partners are expected to help SNHA fulfill the legislative mandate for the Susquehanna National Heritage Area. SNHA’s role as coordinating entity therefore includes cultivating partner involvement. It is not enough to extend benefits to partners– they must feel engaged to the point that they too work to make the heritage area a success. Each participating partner must see its interests, missions, and programs aligned with those of the heritage area and see how its own self-interests are furthered through collaboration with partners across the region.

¹² See the entire bill designating the Susquehanna National Heritage Area at <https://www.congress.gov/116/bills/s47/BILLS-116s47enr.pdf> (search on “Susquehanna” to reach pdf p. 192, §6001(a)(6)).



SNHA has chosen a broad definition of “partner,” without establishing a threshold or requirements for potential partners. Any entity within the broad categories described here is to be regarded as a potential partner. Once a partner self-identifies as wishing to participate in the National Heritage Area, SNHA and the partner can explore how to structure the partnership and offer each other the most practical support. SNHA may choose to include requirements in giving out grants to partners, however, to incentivize partners’ program enhancements, multi-partner collaboration, and use of the Susquehanna National Heritage Area brand.

SNHA will use two principal ways to structure partner involvement as SNHA builds experience in its next phase of management and seeks sources of leadership, support, assistance, and advice. First is an Advisory Council, designed to enlist representatives of regional and local partners in the development of the Susquehanna National Heritage Area as a whole. Second is a process of direct involvement of partners in programs to inform and benefit them. SNHA’s program of assistance for partners will go beyond provision of matching grants. The program will be deliberately designed from the beginning to implement this Management Plan, while allowing the program to evolve by building in feedback from partners and others to improve delivery of services over time. Services are expected to include information-sharing, training, networking events, strategic planning, consultation on program design, and other activities to engage partners who join in striving for the vision for the Susquehanna National Heritage Area.

A specific activity for the program of partner assistance will be to hold a periodic meeting or summit (perhaps every two years) for SNHA’s large audience of potential partners. Such an event will be an opportunity to provide training and inspiring presentations, to celebrate progress, to bring people together with common passions through a major networking and shared learning opportunity, and to plan region-wide initiatives to reach the general public.

1.7. SNHA’s Priorities

SNHA has gained much experience in the planning, protection, and development of the river corridor’s natural and recreational resources – a role to be continued and expanded as needed across the two counties. The process of creating this Management Plan has enabled a close look at the needs of the entirety of the National Heritage Area. Priorities identified in this plan are:

- Continuing SNHA’s leadership role providing high-quality visitor experiences in the Susquehanna River corridor.
- Supporting the development of interpretive programs and sites across the region;
- Preserving and celebrating the region’s remarkable historic and cultural resources;

- Coordinating the planning, public access, and interpretation associated with the Susquehanna River and its multiple designations;
- Spearheading the development of a robust, heritage-area-wide information system to build the region’s identity and accessibility, focusing on digital wayfinding and outdoor interpretation at sites and communities.
- Building SNHA’s own capabilities as a leadership organization to expand its roles and outreach to support all of the foregoing points.

SNHA will identify ways it can lend a hand to partners in all of these objectives, where partners could use a boost of some kind – grant-giving, fund-raising, technical assistance, advocacy, capacity-building, strategic planning, project planning, grant guidance, endorsement, identifying other players/bringing others to the table, and more. SNHA will also judiciously take direct action, where no one else can do the work or where SNHA can lead a group of partners in taking action.

1.8. Conclusion: The Need for Action

Places like the Susquehanna National Heritage Area no longer happen organically, without concerted community thought and action. In this region, community leaders, organizations, businesses, and residents recognized long ago that they dwell in – and are responsible for – a unique landscape shaped by nature, geography, and culture. It is, in fact, a nationally important landscape that deserves every effort to preserve its resources and communities.

This Management Plan is but one among a long list of initiatives and plans at a very high level of practice indeed. Those preceding efforts have reinforced the quality of life so readily on display in both Lancaster and York Counties.

In the years ahead, however, the entire world will experience changes in climate and weather that threaten not only the physical natural and historic resources that are the outward expression of the forces that shaped this place. The invisible social and economic foundation of this landscape can be expected to experience these changes as well. Climate change will link events and conditions as disparate as the arrival of plants and animals whose range is changing to economic shocks from catastrophic storms to the arrival of electric charging stations everywhere.



Thus, the words “sustainability” and “resilience” as used in this Management Plan are taking on a larger and more urgent meaning. They were first used by environmentalists and community administrators decades ago to refer to either (or both) wise use of physical assets and stewarding a community’s fiscal resources. Now, they also imply the foresight, planning, initiative, and investment needed to guide adaptations to the forces communities themselves, alone, cannot change – they can only respond.

An initiative like a National Heritage Area is designed to add value to existing efforts to preserve and share this region’s resources and stories. SNHA can provide encouragement, information, and coordination for others who now must work even more diligently and vigilantly to maintain the quality of life in this region and mitigate the effects of climate change. SNHA will also model best practices for mitigation (see sidebar at right).

Thus, the Susquehanna National Heritage Area can be an essential tool for building even more “social capital” here. A concept popularized by Robert D. Putnam in his best-selling nonfiction book *Bowling Alone* (2000), it essentially proposes that a rich social network in a community is a precursor to the wealth and quality of life of its inhabitants – not ensuing from the accumulation of wealth. Cultivating social capital may not be an express goal for the Susquehanna National Heritage Area, but it is a deeply regarded value and a much-desired result.

In the pages ahead, readers will find more details about how the future can unfold in Lancaster and York Counties as part of an initiative to serve a place newly recognized as nationally important. It is said among planners that the National Park Service plans for a thousand years. That is, it is the steward of great places that Americans expect to endure long, long into the future regardless of the challenges that might arise.

In some ways like a park, the Susquehanna National Heritage Area nevertheless is a landscape in which people go about their daily

SNHA’s Sustainability Practices

As an organization centered on the river, SNHA’s programs, tours, and interpretation emphasize stewardship to ensure the environmental quality of the river and the region for years to come. SNHA projects encourage others to perform green and sustainable practices.

SNHA’s program philosophy includes educating the next generation to be better stewards of natural and cultural resources. Additionally, SNHA has an ecologist and a Pennsylvania Master Watershed Steward on staff. SNHA staff provide support to a variety of programs that incorporate green and sustainable concepts. For example, the seasonal Bioblitz in Native Lands County Park, where participants identify local plants, animals, insects, birds, and more.

SNHA recently acquired a classic 1910 electric-powered boat, named Chief Uncas. With its eco-friendly power and historical association with the Susquehanna River, the Chief Uncas is a fitting vessel to showcase as the flagship for SNHA’s River Discovery Boat Tours on the Susquehanna River. Electric boats like Chief Uncas are green and sustainable because they emit no greenhouse gases, oil, or exhaust and have a significantly smaller carbon footprint than conventionally powered boats.

The Zimmerman Center for Heritage campus includes a rain garden, riverside interpretive pavilion, and pollinator garden. Located in a highly visible area near the riverfront pavilion, the pollinator garden provides habitat for pollinator species, educational space for visitors, and raises public awareness of the relationship between pollinator gardens and the Susquehanna River. The garden is designed to address environmental issues impacting the Susquehanna River and the Chesapeake Bay and encourage the public to plant their own.

As SNHA begins the design process for the Mifflin site, already 90% of the acreage is committed to preserved open space, and the experience of developing the Zimmerman Center provides a model. Energy conservation, solar and/or geothermal energy generation, and many other techniques for a sustainable, eco-friendly site are under consideration.

lives. Many more people and agencies are responsible for guiding its future. National recognition alone will not enable the survival of qualities that make this place special. It will take the hard work, thought, and cooperation of all of those are involved or who are inspired by this plan to become involved.

With these thoughts, we leave you with a repeat of the vision articulated in this plan:

The Susquehanna National Heritage Area is regarded across the nation as a place with a unique identity and as a place where people and communities cultivate their connections with each other, the landscape, and their history.

And may it long endure.

Thaddeus Stevens Tomb in the Shreiner-Concord Cemetery in Lancaster. Stevens himself wrote the epitaph: "I repose in this quiet and secluded spot, not from any natural preference for solitude; but finding other cemeteries limited as to race, by charter rules, I have chosen this that I might illustrate in my death the principles which I advocated through a long life, equality of man before his Creator." (Photo courtesy Heritage Strategies, LLC)





Chapter 2 – *Understanding this Place:* The Planning Context

Entities at the county, regional, state, and national levels have been undertaking planning initiatives within Lancaster and York Counties for decades. The amount and quality of planning work has been extraordinary and has led to multiple overlapping regional programs and designations, including as a state heritage area, conservation landscape area, greenway, national historic trail, and now a national heritage area. These are in addition to the extraordinary local county level initiatives for growth management, open space, agricultural conservation, and cultural heritage tourism and development.

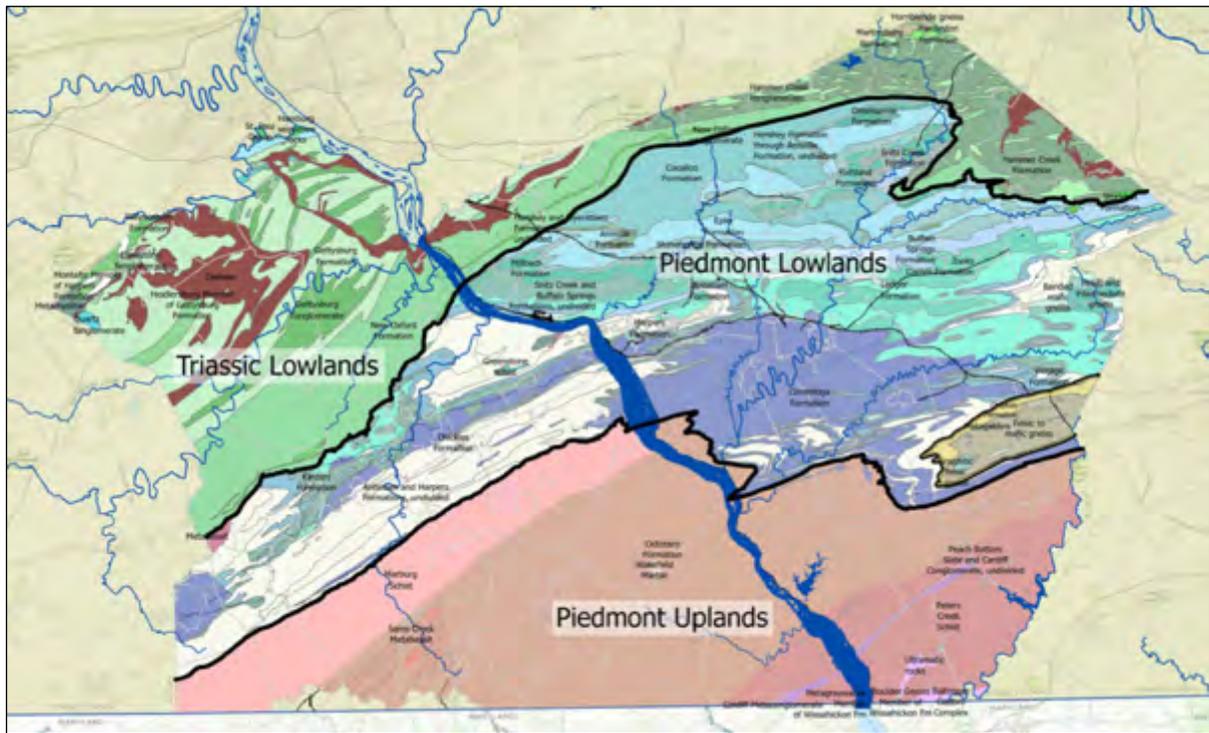
Chapter 2 of the Susquehanna National Heritage Area Management Plan focuses on how the region’s planning initiatives over these many years contribute to the National Heritage Area concept and provide a comprehensive unifying approach to the areas of activity and interest outlined in the Susquehanna National Heritage Area’s designating legislation.

This Management Plan embraces the excellent planning work that precedes it and seeks to adopt, recognize, and build upon it as presented in the succeeding chapters on interpretation, preservation, conservation, cultural heritage tourism, and outdoor recreation.

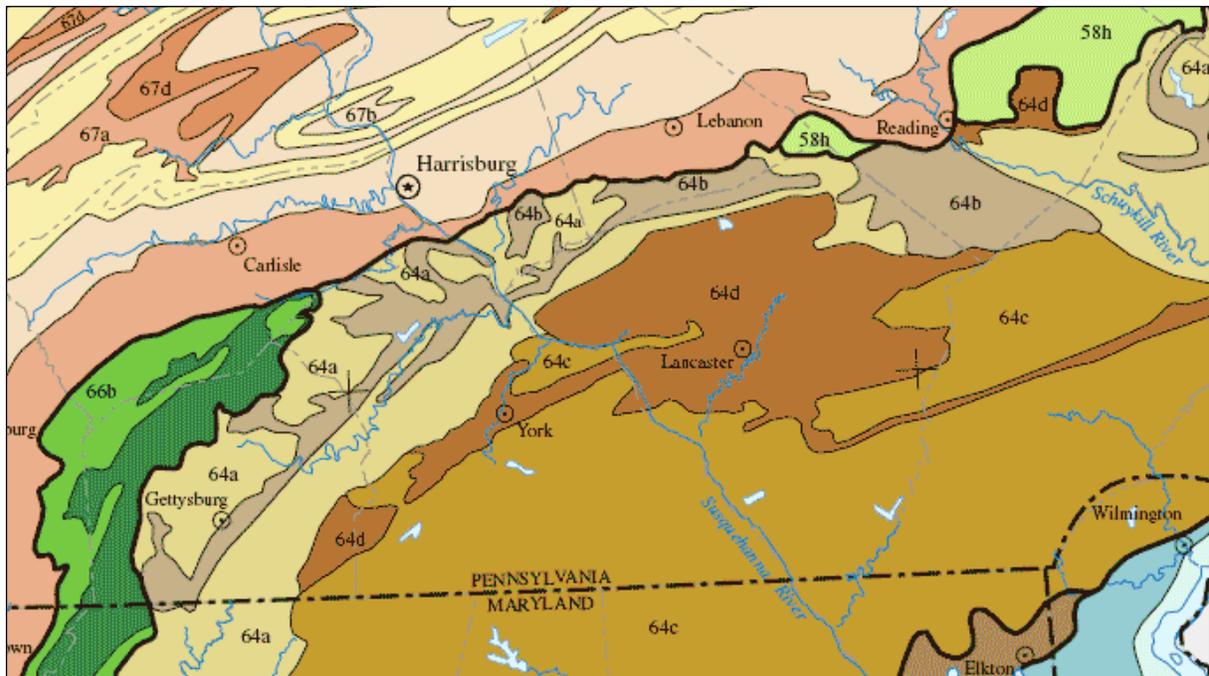
2.1. The Heritage Area Landscape

The Susquehanna National Heritage Area landscape encompassing Lancaster and York Counties can best be understood through appreciation

Photo: Farms clustered in northeastern Lancaster County. Spring plowing season reveals the rich limestone soils located there. (Photo courtesy Heritage Strategies, LLC)



Geology map of the National Heritage Area showing related formations corresponding to the ecoregions depicted in the map below. (SNHA Management Plan 2022; see Appendix 6 for larger version)



Ecoregions map of southeastern Pennsylvania. Ecoregions within the National Heritage Area are designated as 64a Triassic Lowlands, 64b Diabase and Conglomerate Lowlands, 64c Piedmont Uplands, and 64d Piedmont Lowlands. The boundaries of the Piedmont Province are indicated by the heavy black lines. (Woods 1999)

center of the region is the complex of primarily limestone and dolomite formations that comprise the Piedmont Lowlands. Across the south portion of the region is the complex of primarily schist and gneiss that comprise the Piedmont Uplands. Across the north portion of the Susquehanna National Heritage Area are the sedimentary sandstones and conglomerates that comprise the Triassic Lowlands. These geological formations correspond to identified ecoregions of vegetative communities mapped by the EPA.

Piedmont Lowlands

The Piedmont Lowlands are perhaps most visibly characteristic of the Susquehanna National Heritage Area landscape due to their high fertility and intensive farming. This is the heart of the Pennsylvania Dutch agricultural area for which the region is widely known. This landscape served as the primary east-west migration and travel route through southeastern Pennsylvania and includes the cities of Lancaster and York as well as the Susquehanna River crossing at Columbia and Wrightsville. At its center is the Conestoga Formation with its richly unique limestone soils. The Piedmont Lowlands were the most desirable location for early European agricultural settlement and remains the most intensively farmed area today.

The limestones and dolomites of the Piedmont Lowlands are of Ordovician (c440-505 Ma) and Cambrian (c505-570 Ma) periods and are lithographically distinct from the metamorphic rock of the neighboring Piedmont Uplands. They have been weathered to form a nearly level, to undulating terrain that contains sinkholes, caverns, and disappearing streams. Elevations are lower than the adjacent ecoregions. Hardly any woodlands or even tree-lines are present within the area due to the intensity of agricultural use.

An area of highly erosion-resistant quartzite and phyllite of the Chickies, Antietam, and Harpers formations is located in a band crossing the Susquehanna River north of Hallam and Wrightsville in York County and Columbia in Lancaster County. Though part of the Cambrian formations, these hard rocks form wooded hills and ridgelines standing high above the limestone and dolomite lowlands below. Ecologically, they are classified as part of the Piedmont Uplands discussed in the next section.

The Piedmont Lowland soils are derived largely from the carbonate rock and are very fertile – among the best in the United States. It has a very favorable natural environment for agriculture. Its topography, climate/growing season, and market proximity are conducive to commercial agriculture, both historically and today. The Piedmont Lowlands are one of the most productive agricultural areas in the eastern United States and are dominated by general farming. Dairy farming also occurs but is not dominant as in neighboring ecoregions. Residential and industrial development occur in both counties, continue to expand, and are the subject of planning and conservation concern.



Piedmont Uplands

The Piedmont Uplands are located across the southern third of the Susquehanna National Heritage Area and are characterized by rounded hills, low ridges, relative high relief, and narrow valleys. The channel gradients of local streams within the uplands are generally moderate but are significantly greater than those of the Piedmont Lowlands to the north. The terrain's ruggedness increases toward the vicinity of the deeply incised Susquehanna River, which cuts through the geological formation and where local relief can vary as much as 590 feet. Deep gorges have been cut by tributaries immediately adjacent to the river on both sides with high-gradient streams and waterfalls.

The Piedmont Uplands are underlain by metamorphic rock of Lower Paleozoic and Precambrian age (more than 570 million years ago) that is lithographically distinct from the carbonate formations of the Piedmont Lowlands to the north. The rock formations are folded and faulted and comprised primarily of metamorphized schists of the Wissahickon and Peters Creek formations. Older Precambrian gneisses is present creating the wooded hills south of Strasburg and Gap.

As noted in the previous section, the area of highly resistant quartzite and phyllite of the Chickies, Antietam, and Harpers formations north of Hallam, Wrightsville, and Columbia are also considered part of the Piedmont Uplands, though their rocks are significantly different from the schists and gneisses to the south.

The rounded hills and narrow creek valleys of the Piedmont Uplands have a different settlement pattern and use than the lowlands to the north. Their soils are less fertile than the lowlands but nonetheless support highly diversified farming, favoring pastures for dairy and beef cattle as well as planting for grains, potatoes, and hay.

The area is less developed, both historically and today. Communities are smaller and less frequent across the landscape – mostly small crossroad villages. Road networks are complex, reflecting the hills and requiring many small stream crossings. Woodlands are much more extensive than in the lowlands, especially along the erosion resistant ridgelines and in the relatively deep creek valleys. The woodlots are more broken up in York County than in Lancaster County, indicative of the hillier terrain.

Triassic Lowlands

Across the northern portion of the Susquehanna National Heritage Area is a geological formation known as the Triassic Lowlands, formed as sandy and gravelly sediments during the Triassic period between 200 and 250 million years ago, the period during which dinosaurs first appeared. The Triassic Lowlands extend in a band from Virginia northeast through Pennsylvania and New Jersey and appear again in a portion of Connecticut.

Its rocks of conglomerates, sandstones, and shales are notable for their red color, as are the soils into which they devolve. The red sandstone is a feature of historic homes on farms throughout the area.

The Triassic formation comprises the northern edge of Lancaster County and a most substantial portion of northern York County. The terrain is characterized by wide undulating ridges, broad nearly level valleys, limited local relief – all trending southwest-northeast. The general elevation is higher than the Piedmont Lowlands but lower than the Piedmont Uplands to the south. Springs are uncommon because the comparatively flat and undissected relief offers little means for the groundwater to flow to the surface. The shale and mudstone underlying much of the area tends to be shallow and impermeable causing increased runoff and dried soil conditions.

Within the Triassic Lowlands are significant areas of igneous rock formations caused by volcanic activity during the Triassic and later Jurassic periods and dramatically contrasting with the lowland sediments. The volcanic diabase rock was intruded into the sediments as a series of linear sills and dikes that today form a series of high ridges and hills within the landscape. The hard rocks and thin soils of the diabase intrusions are mostly wooded or in pasture.

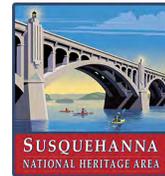
A large area of diabase forms the hills east of Dillsburg in northern York County as well as the high ridge along the river opposite the Harrisburg airport. This high diabase ridge pinches the river at the York Haven Dam and extends as a wooded ridgeline north of Elizabethtown forming the northern border of Lancaster County.

The conglomerate formations of the Triassic area also tend to form upland hills and ridgelines, such as the Conewago Mountains in northern York County and the state game lands at the northeast tip of Lancaster County.

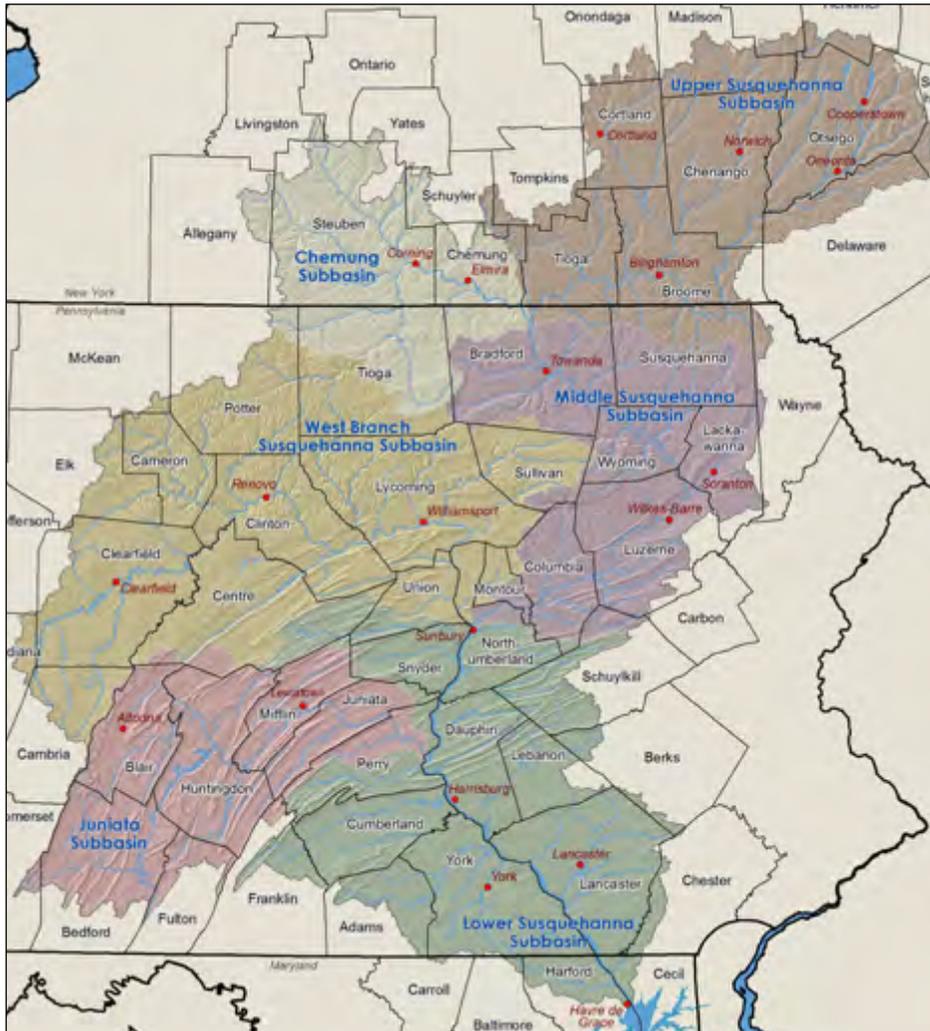
Generally, however, the Triassic Lowlands are comprised of a mosaic of farms, homes, and woodlands northwest of York and the Route 30 corridor in the Conewago and Little Conewago Creek watersheds. Soils are less fertile than those of the Piedmont Lowlands but slightly more fertile than those of the Piedmont Uplands. Pastures for dairy farming and beef cattle are most prominent along with cultivated corn and grains.

2.1.2. The Susquehanna River

The Susquehanna River is an ancient river and the largest river lying entirely within the continental United States that flows into the Atlantic Ocean. The river is comprised of a Main Branch that flows south from central New York (known as the North Branch above the confluence at Sunbury, PA) and a West Branch that drains much of central Pennsylvania. Overall, including both branches, the river flows about 539 miles before emptying into the Chesapeake Bay at Havre de Grace in Maryland.



The Susquehanna River watershed is about 27,500 square miles in area, approximately the size of South Carolina. It represents about 43 percent of the Chesapeake Bay's drainage area and supplies about 50 percent of its freshwater flow.



Watershed and subbasins of the Susquehanna River. (SRBC 2022)

The river flows through five physiographic provinces including the Appalachian Plateau in New York and west-central Pennsylvania, Ridge and Valley and Blue Ridge provinces in central Pennsylvania, Piedmont province in southern Pennsylvania – the vicinity of the Susquehanna National Heritage Area – and the Coastal Plain in Maryland.

Over its course, the river flows through erodible as well as highly resistant rock formations. The ancient river predates the current topography we know today, emanating from the period of the Schooley Peneplain, about 30 to

50 million years ago, when the Ancient Appalachian Mountains are believed to have been reduced to a relatively gently eastward sloping plain. Since that time, differential erosion of hard and soft rocks combined with the periodic mild uplift, increasing the effects of erosion, have exposed the rocks we see today and created today's topographic relief. Over that period, the Susquehanna River has continued patiently and persistently to cut down through the variety of exposed rock formations. The Chesapeake Bay was formed as the ancient Susquehanna River was gradually flooded by the Atlantic Ocean following the melting of the latest glaciation about 12,000 years ago.

The headwaters of the Susquehanna River begin as a trickle and swell to more than a mile and a half wide as the waters approach the river's mouth. Flowing at a leisurely pace of three to five miles per hour on average, the Susquehanna River is generally shallow and is known as the longest commercially non-navigable river in North America. (SGP 2006:8; Miller 1995:24,36; CAJO 2018:1; SRBC 2022).

Lower Susquehanna River

The Lower Susquehanna Subbasin extends from the confluence of the West Branch with the Main Branch at Sunbury to the Chesapeake Bay in Maryland at Havre de Grace. The portion of the Lower Susquehanna directly associated with the Susquehanna National Heritage Area extends from the vicinity of York Haven and the county lines south to the Pennsylvania/Maryland border and is itself divided into two sections.

The upper section extends from the vicinity of York Haven south to Fishing Creek and Turkey Hill Overlook, just under three miles south of Washington Boro. Known as the River Towns area, this section features the towns of Marietta, Columbia, and Wrightsville, each of which have a rich historical connection to the Susquehanna River supporting ferry crossings, canals, railroads, and industries associated with coal, iron, and timber. As the industrial economy has changed, the river towns have maintained a strong relationship to the river and are hubs for trails and river-related recreational activities.

Most of this stretch of the river is within the Piedmont Lowlands of carbonate geological formations. Topographic relief is low with direct access to the river except in the vicinity of the Chickies Quartzite formation just north of Columbia and Wrightsville, where steep wooded bluffs predominate.

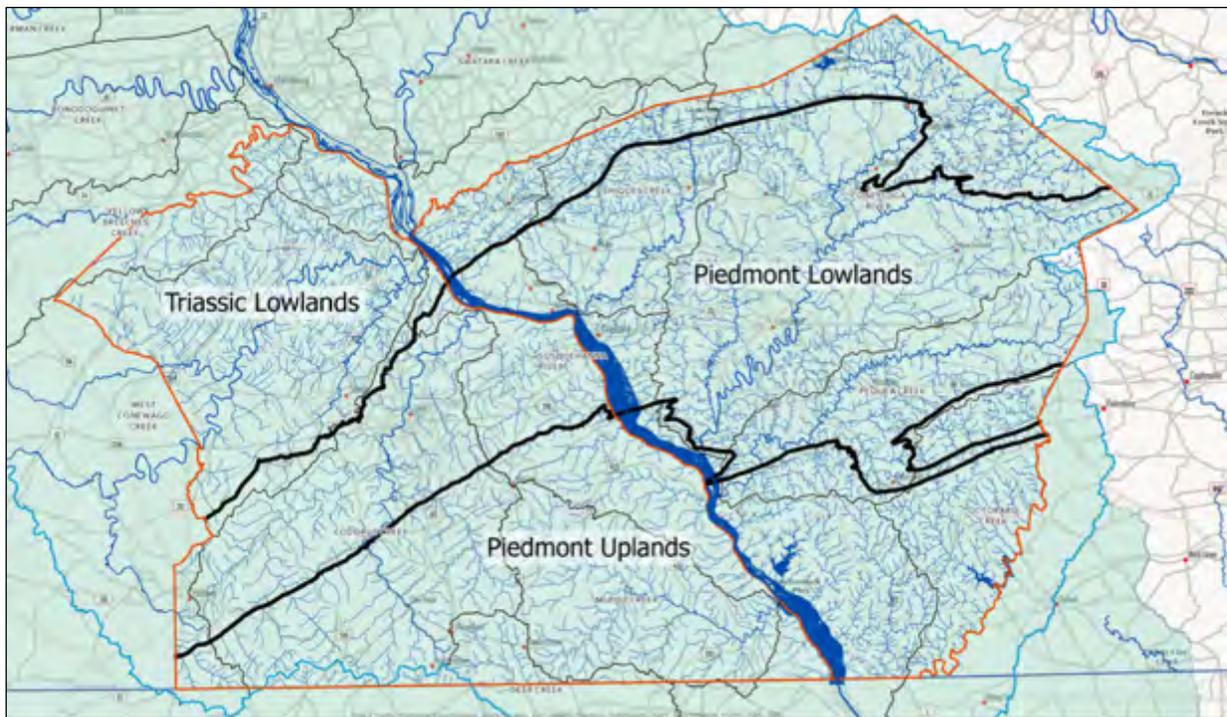
Prominent tributaries flowing into or toward the river within the Piedmont Lowlands include Conewago Creek and Codorus Creek on the York side and Conoy Creek, Chickies Creek, Conestoga River, and Pequea Creek on the Lancaster side.



The rivers, creeks, and streams flowing through the carbonate areas of the Piedmont Lowlands are notable for their shallow gradients, meandering courses, and large areas with few apparent streams. Much of the waterflow is underground, with solution channels, sinkholes, caverns, and disappearing streams, typical of limestone geology.

Columbia and Wrightsville are notable as the primary river crossing connecting southeastern Pennsylvania with points to the west – the major migration route associated with the Pennsylvania Cultural Hearth. The only two bridges crossing the river in this section are located here, the historic Columbia-Wrightsville Bridge connecting the two communities and the Route 30 bypass bridge just to the north.

The lower section of the river within the Susquehanna National Heritage Area is the area of the Susquehanna Gorge extending from Fishing Creek and the Turkey Hill Overlook south to the state line. Of all the river's sections, this is the most rural and remote. Here, the Susquehanna River cuts deeply into the metamorphic rock of the Piedmont Lowlands, creating steep bluffs on both sides. Tributaries including Muddy Creek in York County and the ends of the Conestoga River and Pequea Creek in Lancaster County, and other smaller creeks cut deep gorges as they plunge from the



Rivers and watersheds in relation to the physical regions of the Susquehanna National Heritage Area. Note the reduced number of surface creeks within the Piedmont Lowlands due to the amount of subsurface flow. (SNHA Management Plan 2022; see Appendix 6 for larger version)

upland down to the river. Public access to the river is limited. Much of the land is preserved through public and nonprofit ownership, much of it as a result of the nearby power plants.

The Susquehanna River has been extensively altered and adapted for power generation, including two nuclear power plants, Three Mile Island located just outside the Susquehanna National Heritage Area, north of the county lines, and Peach Bottom located in York County near the border with Maryland. The river is dammed at four locations of relevance to the Susquehanna National Heritage Area.

The Conowingo Dam and hydroelectric plant in Maryland creates the 18-mile long Conowingo Reservoir extending north to Muddy Creek and Bear Island within the National Heritage Area. The Holtwood Dam and hydroelectric plant, about three miles north of Muddy Creek, creates Lake Aldred, which extends about seven miles north to the Safe Harbor Dam, which in turn creates Lake Charles north to Columbia and Wrightsville. The York Haven Dam is located at the north boundary of the National Heritage Area and county lines and creates Frederic Lake in the vicinity of Three Mile Island.

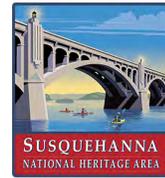
Each of these dams and lakes increases the width and depth of the river within their areas. In addition to electric power, they offer recreational opportunities to boaters. The historically shallow and rocky nature of the Susquehanna River is masked, as is the full depth of the Susquehanna Gorge.

Because of its shallow and rocky nature, the unnavigable Susquehanna never provided a route for the migration of European settlers to the interior of the state during the Colonial Era. Rather, migration flowed from Philadelphia west through the easily traveled Piedmont Lowlands, across the river, and west to the Great Valley. Lancaster and York, the main inland market centers of the Pennsylvania Piedmont, were among the first American cities to grow up and thrive without being located on the seacoast or a major river, and the first to depend on roads – not rivers – for commercial transportation (Miller 1995:38).

Until the construction of canals and railroads along the river, the Susquehanna was a barrier, not a route of commerce and travel, a fact exemplified by its roles protecting the Continental Congress in York during the Revolutionary War and halting the eastward movement of Confederate forces during the Gettysburg campaign of the Civil War.

Environmental Health of the River and Bay

The environmental health of the Susquehanna River and Chesapeake Bay has been a subject of intense study as well as governmental and nonprofit initiatives. The Susquehanna River has a large influence on the Bay and has been a large source of sediments and nutrients that have a negative impact on the Bay's living systems. Within the National Heritage Area, agricultural



areas and suburbanization have been primary sources of sediments, nutrients, and pollution that have impacted the river and the Bay.

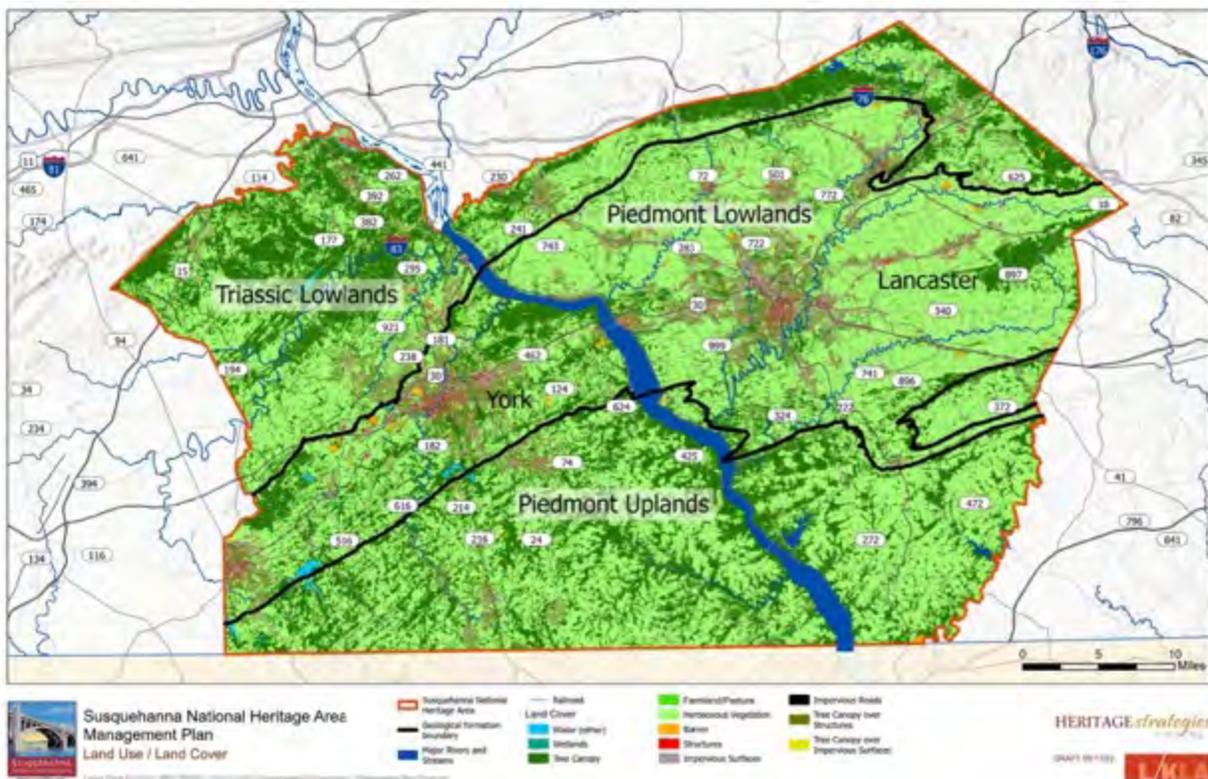
Additionally, the Pennsylvania Department of Environmental Protection has designated 347 miles of the Susquehanna River impaired for fish consumption due to high levels of bacteria found in the water.

Many federal, state, and local planning documents outline strategies for evaluating and improving the health of the Chesapeake Bay and the Lower Susquehanna River, including scientific analysis, zoning and subdivision restrictions, and implementation of best management practices for agriculture and stormwater runoff. Federally led programs related to improving the environmental health of the Chesapeake Bay are discussed further later in this chapter.

The role of the National Heritage Area in partnership with others is to enhance residents' and visitors' connections to the river, raise public awareness about environmental issues and strategies, and build public support for stewardship initiatives. (CAJO 2018:8)

2.1.3. Native Plant Communities

Native plant communities reflect the Piedmont vegetative context in which the Susquehanna National Heritage Area is located and the climate, geology, topography, soils, and other natural features that influence local variations. The entire region is located within the broad area of the Appalachian Oak



Forest of North America's eastern deciduous forest which encompasses most of the lower two-thirds of Pennsylvania (Cuff 1989:52; Miller 1995:74).

Human activity has been the dominant factor in determining the vegetative character of the landscape within the Susquehanna National Heritage Area over the past three hundred years. Before the beginning of European settlement in the 1690s and early 1700s, most of Lancaster and York Counties are believed to have been forested, even though impacted for thousands of years by Native American peoples. Only a small fraction of forest cover is present today, the entire area having been cleared for agriculture and other purposes in the 18th and early 19th centuries. In the 20th century, native woodlands have been allowed to regenerate in some areas, such that there is more native vegetation present today than there was 150 years ago.

A review of the land use/land cover map for the Susquehanna National Heritage Area on the preceding page (p. 37; larger version available in Appendix 6) shows the extent of native vegetation currently present. By far, the predominant vegetative cover within the two counties is shown as herbaceous, most of which is agricultural land. The map also shows the limited areas of successional woodlands in comparison to the extensive amount of farmland and pasture.

Within the Piedmont Lowlands of central Lancaster County, there is little or no woodland – the entire landscape is devoted to intensive agriculture, similar to its condition in the mid-19th century. There are sparse trees or woodlands along the few creeks, and there are not even hedgerows bordering agricultural fields due to the impact their shade would have on the highly productive adjacent growing areas.

In the Piedmont Uplands along the southern portion of the counties, on the other hand, a significant amount of woodland is present, particularly in the deep creek valleys and Susquehanna River Gorge, but also scattered throughout the landscape adjacent to farm fields and pastureland.

More extensive woodlands are found in the Triassic Lowlands along the northern portions of the Susquehanna National Heritage Area, where second generation woodlands have been allowed to regenerate on the hilly slopes of conglomerate and diabase geological formations, such as the Conewago Mountains of northern York County. These areas are within the Pennsylvania Highlands discussed later in this chapter and are a priority for land conservation initiatives.

The area of Chickies Quartzite ridglands bordering and crossing the river north of Wrightstown and Columbia is also wooded.

The introduction of a considerable number of non-native species by humans over the last three centuries which have since naturalized into the landscape has had a significant impact upon the region's plant communities. Some of



these naturalized species are considered invasive and negatively impact the diversity and health of native plant communities.

In general, native plant communities within the Piedmont are notable for their remarkable ability to regenerate through natural succession. While the composition of today's woodlands is different than that of earlier historic periods, their environmental value is important.

2.1.4. Human Settlement and Use

Native American occupation of the Lower Susquehanna River is documented in several recent books on archeology in Pennsylvania published by the Pennsylvania Historical and Museum Commission, such as the 2015 *First Pennsylvanians: The Archaeology of Native Americans in Pennsylvania* and the more recent and academically oriented book of a similar title published in 2020, *The Archaeology of Native Americans in Pennsylvania* (University of Pennsylvania Press).

The identification of indigenous cultural landscapes in the Lower Susquehanna has been a subject of study related to the Captain John Smith Chesapeake National Historic Trail and has resulted in two papers prepared in 2015 and 2016 identifying the complex of sites and larger natural landscape areas supporting Native American lifeways, especially the Susquehannock who occupied the area at the time Captain John Smith was exploring the mouth of the Susquehanna at the head of Chesapeake Bay. (See further discussion and map in Chapters 2, 3, and 4.)

The area of the Lower Susquehanna River from Harrisburg to the head of the Chesapeake Bay in Maryland contains more than 50 identified sites of significance for Native American history and culture. These sites are part of a larger landscape of river, hills, plains, waterways, and travel routes that are meaningful to the history and present-day lives of people of American Indian descent. (Faull 2015:i)

Beginning in the 17th century, the landscape of the Susquehanna National Heritage Area experienced a distinctive pattern of largely European-derived cultural development that remains evident in the landscape today – some of it derived from the long-term use by its indigenous inhabitants. Since the qualities of good sites for human habitation and agriculture hardly changed from one culture to the next, today's archeologists are challenged to sort out the many layers extant below recent and current uses. Travel routes and river crossings as well were followed from one culture to the next. Thus, the region's development was influenced by the physical attributes of the landscape – topography, soils, water, natural resources – combined with a unique settlement history and its subsequent evolution.

Historical summaries for Lancaster and York Counties from 1700 to the present have been prepared and are available in two of the region's planning documents. For Lancaster County, the historical summary in the Cultural

Heritage Element of its 2006 Comprehensive Plan provides an insightful overview of the county's historical development and the influences upon its built environment. For York County, the summary in its 2016 Heritage Preservation Plan outlines eight periods of change from pre-1733 to the present that convey the county's evolving historic context. These two summaries are foundation documents for this Management Plan and may be referenced but need not be reproduced here.

The special character of the Susquehanna National Heritage Area landscape emerged in the 18th century with settlement by various groups of European immigrants and had a national impact. This development may be attributed to three primary factors.

First was the large number of immigrants that flowed through Philadelphia and Southeastern Pennsylvania during the 18th and early 19th centuries and their particular ethnic makeup. Philadelphia was a primary entrance point for immigration to the colonies during the 18th century. By the time Southeastern Pennsylvania began to be fully settled, almost a century after the founding of Virginia, Massachusetts, New Amsterdam, Maryland, and southern colonies, lessons had been learned about the effective settlement of new populations. William Penn's policy of tolerance welcomed a wide variety of European groups, particularly English, Welsh, Scots-Irish, and several varieties of ethnic Germans. It was a diverse mixture of groups, most



Agricultural landscape pattern within the heart of Lancaster County's Piedmont Lowlands showing numerous farmsteads, relatively small farms, no woodlands or tree-lines, and numerous small rectangular fields growing diverse crops on the region's highly fertile soils. (Google Earth 2022)



with strong cultural traditions, coexisting through the opportunities presented. Immigrants came as families, extended families, and community groups, many of particular religious persuasions.

Second was the availability of good land. Unlike the glaciated landscape of New England and the swampy lowlands of Virginia, Maryland, and the South, Southeastern Pennsylvania offered a vast area of rolling topography with excellent soils that were easily converted to prosperous farms. The region's temperate climate favored the grain-based agriculture practiced.

Third was access to the interior of the continent. The Piedmont Lowlands crossing the center of the Susquehanna National Heritage Area provided direct access from the Philadelphia region to the Great Valley, without the imposing physical barrier of the Blue Ridge Mountains found in Maryland, Virginia, and North Carolina and the similar mountains found to the north. Both early settlers and new immigrants had direct access to the Valley which in turn provided easy access south and west.

From the 1730s into the early 19th century, large numbers of migrants traveled through Lancaster and York Counties, down the Great Valley to Virginia and North Carolina, and west through the southwest tip of Virginia into Tennessee, Kentucky, and the Ohio River Valley. This was a major migration route of the nation's early settlement. Along this route, settlers spread the cultural traditions of Southeastern Pennsylvania south and west.



Agricultural landscape pattern within York County's Piedmont Uplands with woodlands mostly in the deep stream valleys, fewer and smaller farmsteads, and farm fields and pastures shaped to the topography of the rolling hills. (Google Earth 2022)

For much of early American history, Philadelphia and its hinterland served as a funnel through which immigrants and locals entered the major settlement streams whereby the Upper South, Middle West, and places beyond were settled. Because many of these settlers were Pennsylvania-born, many the sons of Pennsylvania farm families, Southeastern Pennsylvania innovations and attitudes diffused throughout a broad swath of the continent. (Miller 2002:398)

Cultural geographers identify Southeastern Pennsylvania as the Pennsylvania Cultural Area or Pennsylvania Cultural Hearth. Lancaster and York Counties – the Susquehanna National Heritage Area – is the core of the Pennsylvania Cultural Hearth, which extends across south-central Pennsylvania from Lancaster and Berks Counties to Franklin and Cumberland Counties. (Cuff 1898:154; Meinig 1986:131; Miller 1995:132; Miller 2002:396; Zelinsky 1993)

The predominant characteristic of the Pennsylvania Cultural Hearth was its settlement by “yeoman farmers” creating a diverse agricultural landscape of small independent farms. Each family farm was a variation on a theme, composed of homogeneous elements in a wide variety of patterns – farmsteads, fields, woodlots, lanes, and other landscape elements that were needed to make the farm work. The settlement pattern of each farm was shaped by the particular characteristics offered by its natural landscape.

Within this agricultural landscape, market towns and crossroad villages were established and provided places where farmers obtained services,



The City of York's urban landscape pattern, which developed primarily in the late 19th and early 20th centuries due to the influence of the railroad and growth of manufacturing. (Google Earth 2022)



purchased goods, and sold produce. A large number of mills to process agricultural produce were built at locations where water power could be harnessed, sometimes a focus for town or village development. Towns and villages became centers of craftsmanship and small business as well as centers of social, religious, legal, and government life.

As agriculture developed through the late 18th and early 19th centuries, an interdependent market system matured, binding farm and town, each providing services to the other. Local merchants and wholesalers purchased farm produce for shipment beyond the region. Social, business, and political positions were fluid, pragmatic, and opportunistic, with many roles and participants.

This agricultural market system contrasts sharply with the plantation system that had developed in eastern Virginia and the South, where agriculture and craftsmanship were focused on the plantation, and social, religious, and government institutions were concentrated among a few leading families. It was the agricultural market system, however, that spread down the Great Valley from Pennsylvania and west to become a bedrock feature of the nation's heartland.

Character defining features of the Pennsylvania Cultural Hearth included the town plan on a grid with a central public square, the linear crossroads village, the Pennsylvania farmhouse, the Pennsylvania barn, the springhouse, other outbuilding and vernacular dwelling types as well as



The suburban landscape pattern just north of Lancaster, influenced primarily by the use of the automobile. (Google Earth 2022)

grammar, foodways, and social customs. The Pennsylvania barn is a particularly visible and widely recognized feature of the region. The Pennsylvania town form, with central square, grid of streets, tight lots, lack of front yards, shade trees, and rear alleys, provided a model that was used throughout the Midwest.

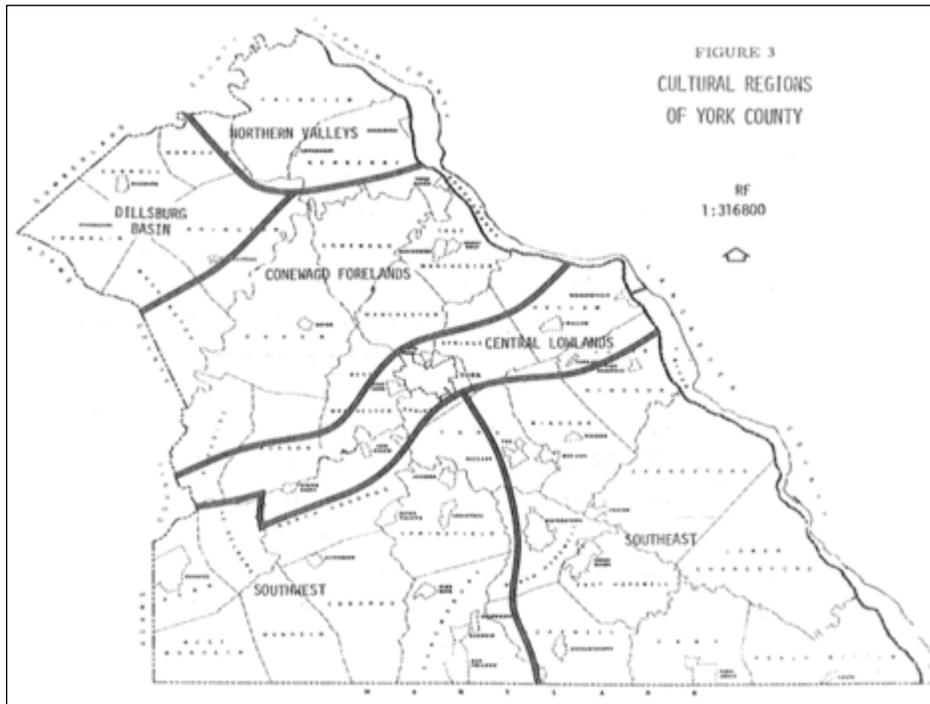
Agriculture remains the predominant land use in Lancaster and York Counties as it has since early European settlement in the mid-18th century. Market towns and crossroad villages established and developed in the 18th and early 19th centuries remain the center of community life today. The two cities of Lancaster and York are recognized as among the earliest American cities not located on the coast, a major river, or other waterway – dependent solely on roads for their early development, supplemented later by railroads.

Cultural geographers identify three general types of Pennsylvania landscapes. The earliest and most extensive is the agrarian landscape occupied by farm families beginning in the early 1700s and continuing until the limits of arable land were reached in the 1850s. Supported by merchants, craftsmen, and services in market towns and villages as discussed above, this agrarian/mercantile, small-scale landscape retains its patterns, structure, and basic integrity throughout the Susquehanna National Heritage Area today and is most intensely evident within its Piedmont Lowlands. The 1850s saw the peak development of the region's agrarian landscape. (Miller 2002:400; Miller 1995:135)

A second generation of cultural landscape type emerged in Pennsylvania after 1850 as an urban-industrial landscape and developed rapidly in the late-19th century through urbanization, the growth of manufacturing communities and regions, and the emergence of new types of communities related to railroads and the availability of coal as a replacement for water power. Within the Susquehanna National Heritage Area, this landscape included the growth of metropolitan Lancaster and York, similar to the growth of Philadelphia, Pittsburgh, Allentown, and other major cities. It also influenced smaller urban industrial communities, such as the river towns of Columbia and Marietta.

Development of these communities was closely related to the arrival of a variety of new ethnic populations, a polyglot mixture of new immigrants from many places, different from the agrarian English, Scots-Irish, and Germans of the 18th and early 19th centuries. These have included significant Black populations migrating from the South in the late 19th and early 20th centuries and significant Hispanic populations migrating to Lancaster and York from larger urban areas in the late 20th century.

Facilitated first by the construction of canals and soon after by the construction and maturation of regional and national railroad networks, new types of community and landscape patterns emerged that differed from what had come before. Linked across large areas, these new community landscapes were urban-industrial in character. While they had little in



Cultural landscape regions identified in the 1975 study, *York County: Window on the Past*. The upper three regions correspond to the Triassic Lowlands; the Central Lowlands region corresponds to the Piedmont Lowlands; the Southeast and Southwest regions at bottom correspond to the Piedmont Highlands – each with a distinctive cultural landscape character and story. (York 1975:22)

common with the older cultural patterns of the state, they did resemble parallel developments in other sections of the nation.

The third wave of landscape change in Pennsylvania identified by cultural geographers is most visible and widespread in the growth and spread of suburbs. Closely related to the emergence and influence of first trains and trolleys and then the automobile, roadside commercial and suburban landscapes are manifestations of advances in transportation and communication.

Beginning in the early 20th century and accelerating after World War II, these changes in cultural landscape patterns are seen throughout Pennsylvania in communities of all sizes that are experiencing a degree of economic vitality. Within the Susquehanna National Heritage Area, suburban expansion is seen most clearly around Lancaster and York, expanding into the surrounding farmland. The suburbs are still evolving today and include the widespread construction of developments with single family homes, apartments, commercial corridors, shopping centers, office parks, and social and institutional facilities. Much of Lancaster and York Counties' community planning and growth management effort is focused

on improving the character of this ongoing wave of change, including reducing its impact on community finances and such community sustainability issues as keeping land available for farming and manufacturing, traffic, water quality, and energy consumption. Nevertheless, the predominant landscape within the Susquehanna National Heritage Area retains the overall character of the region's peak period of agrarian development by the 1850s while absorbing layers of later change.

Within the Piedmont Lowlands most dramatically, yet throughout the Susquehanna National Heritage Area in general, agriculture practiced on family farms continues to be the primary land use. Historic farmsteads remain as the centers of farm life and tend to be historically intact while adapting to modern farm practices. Many of the region's farmsteads have been identified and surveyed as historic resources.

2.2. York County Cultural Landscapes

In 1975, the York County Planning Commission, with support from the U.S. Department of Housing and Urban Development, published a report titled *York County: A Window on the Past. A Topical Study of Historic Sites in York County*. This report was an early approach to the identification and preservation of cultural landscapes within the county. It divides York County into six cultural regions based on ethnic settlement patterns, land use, building practices, and architectural styles.

Interestingly and not surprisingly, the six cultural regions related directly to the Triassic Lowland, Piedmont Lowland, and Piedmont Upland landscape areas described above. For each cultural region, the study identifies sites and presents the collage of elements contributing to the distinct character of its cultural landscape. Leaning heavily on building types and architectural styles, this study is worthy of additional consideration and added examination of elements making up the differing cultural landscape areas within the Susquehanna National Heritage Area.

This and a subsequent study advocated for designation of rural local historic districts in fourteen identified primary and secondary historic areas throughout the York County, focused on their preservation. Historic sites located outside of the identified districts would be preserved using a site-by-site approach. The county level local historic districts were never implemented but provide an important preservation concept for potential local, county, or heritage area-wide consideration.

2.3. Lancaster County Heritage Tourism Initiative

In 1994, Lancaster County became one of four pilot projects of the Pennsylvania Heritage Tourism Initiative. This three-year program was designed to study the feasibility of developing cultural heritage tourism programs in targeted areas of the Commonwealth. The Lancaster County



Planning Commission and the Pennsylvania Dutch Convention & Visitors Bureau (now Discover Lancaster) sponsored the local initiative, and technical support was provided by the Pennsylvania Historical and Museum Commission and the National Trust for Historic Preservation. This effort followed the same four steps that the National Trust had developed for its first heritage tourism initiative, a pilot program focusing on four other states.

At the conclusion of the pilot program in 1997, the Planning Commission and Convention and Visitors Bureau decided to continue the program under local leadership. Together with the Historic Preservation Trust of Lancaster County, they formed a new three-way partnership to manage a program called Lancaster County Heritage. Each partner had different responsibilities.

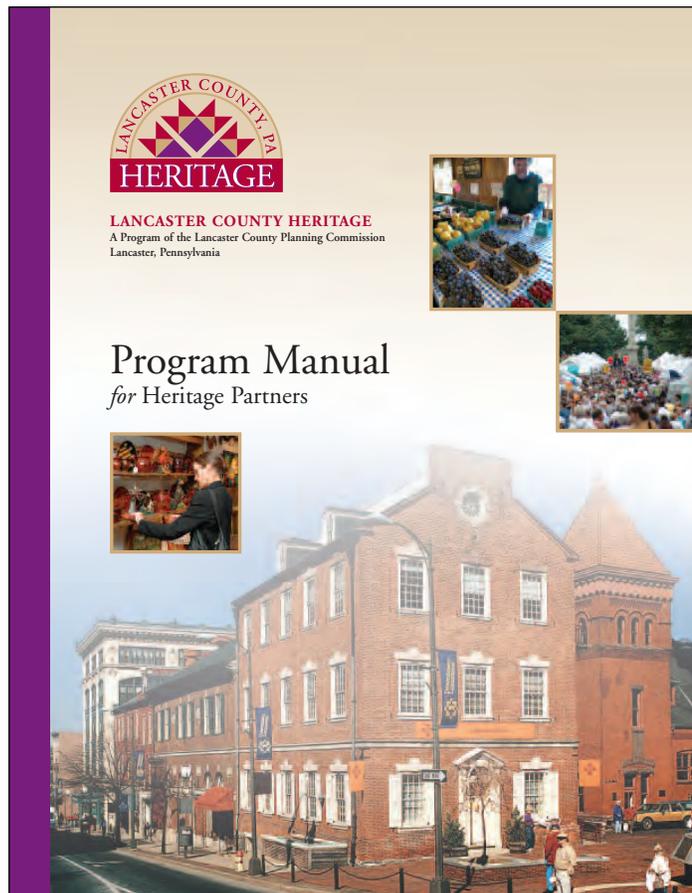
The Lancaster County Planning Commission acted as lead administrator and coordinator for the program. The Pennsylvania Dutch Convention & Visitors Bureau contributed advertising space in its visitors guide and display space at the Lancaster County Visitors Center. The Historic Preservation Trust of Lancaster County provided input on historic preservation issues and coordinated promotional events.

The Lancaster County Heritage program focused on developing and promoting a wide range of natural, historic, and cultural resources to tell authentic stories about Lancaster County's people and places, both past and present. The hallmark of the program was the requirement that all participating resources meet strict criteria for authenticity, interpretation, and visitor readiness.

Resources that met these criteria were invited to participate in the program as officially designated Heritage Resources. Not surprisingly, these resources included museums and historic sites, but they also included restaurants, B&Bs, and handmade products that reflect Lancaster County's cultural traditions.

Heritage Resource categories and types included:

- Heritage Sites – historic places, museums, learning center, nature centers, natural areas
- Heritage Services – lodging, farm visits, dining, retail



- Heritage Events – community events, interpretive events
- Heritage Tours – tours, factory tours, farm and winery tours, tour packages
- Heritage Products
- Living Treasures
- Heritage Routes – byways, trails
- Heritage Communities
- Heritage Landscapes

Benefits of participation for businesses and sites included marketing and promotion and technical assistance in planning, preservation, and interpretation.

The Lancaster County Heritage program enjoyed enormous success in its first three years and was often touted as a model for communities interested in developing cultural heritage tourism programs. During this time, the program grew to include more than 100 designated Heritage Resources. The Lancaster County Planning Commission also coordinated the creation of several products designed to promote the program’s resources, including maps and guides, books, and events.

Starting in 1999, the Lancaster County Planning Commission began to focus energy on a planning process to create a “heritage region” that involved both Lancaster and York Counties. Due to the time commitment involved in that process, the Planning Commission temporarily put the Lancaster County Heritage program on hold in 2002. This decision allowed the Planning Commission and its partners to consider what role the Lancaster County Heritage program would play in the future of the heritage region.

During the planning process for the Lancaster-York Heritage Region (now SNHA), participants from Lancaster and York Counties agreed that the scope of cultural heritage tourism development and promotion should be expanded across both counties. Among other recommendations, the Heritage Region planning process called on the region to develop parallel cultural heritage tourism programs, one in each county; broaden the focus of cultural heritage tourism to include natural and cultural resources, in addition to historic resources; and expand the number of Heritage Resource categories to encompass this broader focus.

To accomplish these goals, the Heritage Region contracted with the Lancaster County Planning Commission to undertake an initiative called the Lancaster-York Heritage Tourism Project. Planning Commission staff managed the project with input from a committee that included representatives from both counties and from all sectors of the community – public, private, and nonprofit.



The Lancaster-York Heritage Tourism Project was a two-year process that began in 2004 and concluded in 2006. During that time, LCPC staff worked with committee members to expand the number of heritage resource categories, develop more detailed criteria for authenticity, interpretation, and visitor readiness, create a York County Heritage program; and build a framework for the two county-level programs to coordinate with each other and with the Lancaster-York Heritage Region.

The Lancaster County Heritage program was relaunched in 2007 with new categories of Heritage Resources, new criteria, and a new set of tools to help Heritage Resource managers and applicants understand the program, create effective interpretation, and utilize the program's graphic elements.

The program was summarized in three documents. A Program Manual described the overall program, outlined its administration, delineated a process and criteria for designation as a Heritage Resource, and presented measures for marketing and promotion. An Interpretive Manual provided guidance for interpretation and storytelling by participating sites. A Graphics Manual provided guidance for regional graphic identity for the program.

The Lancaster County Heritage program was not sustained due primarily to the amount of time and energy required for its implementation and management. Limited staff and programming resources required the Lancaster County Planning Commission to put the program on hold. The complementary York County Heritage program was implemented and is managed by the York County Planning Commission, though primarily as a heritage site recognition program. The Lancaster-York Heritage Region evolved into SNHA and shifted its focus other priorities, as outlined in the next section.

The program was, however, a remarkable vision and provides guidance for implementation of the Susquehanna National Heritage Area interpretive program. While this Management Plan does not seek to fully replicate the program, the Lancaster County Heritage program provides the inspiration and experience for a similar, if less administratively complex, cultural heritage tourism and interpretive program within the Susquehanna National Heritage Area. (LCPC 2007:11-12)

2.4. Lancaster-York Heritage Region

The Lancaster-York Heritage Region is the original founding name for the Susquehanna National Heritage Area. Since its initial conception, what was the Heritage Region has gone through several transformations in response to programmatic and funding opportunities that have arisen.

In the 1990s, the Commonwealth of Pennsylvania created the Pennsylvania Heritage Parks program, a mechanism for various regions and communities to work together to preserve and promote their heritage. Through this

program, Lancaster County and York County saw an opportunity to create a cooperative approach to cultural heritage tourism in the Lower Susquehanna Valley.

Planning for designation of the two counties as a state heritage area began in 1998 and involved a multi-year process with extensive public input and a collaborative assessment of heritage resources in Lancaster and York Counties. The first step was preparation of a joint feasibility study as required by the state designation process.

The *Lower Susquehanna Heritage Area Feasibility Study* was completed in 1999 and included an historical overview; assessment of existing resources; consideration of alternatives; and recommendations for goals, partnerships, interpretive themes, and a management structure.

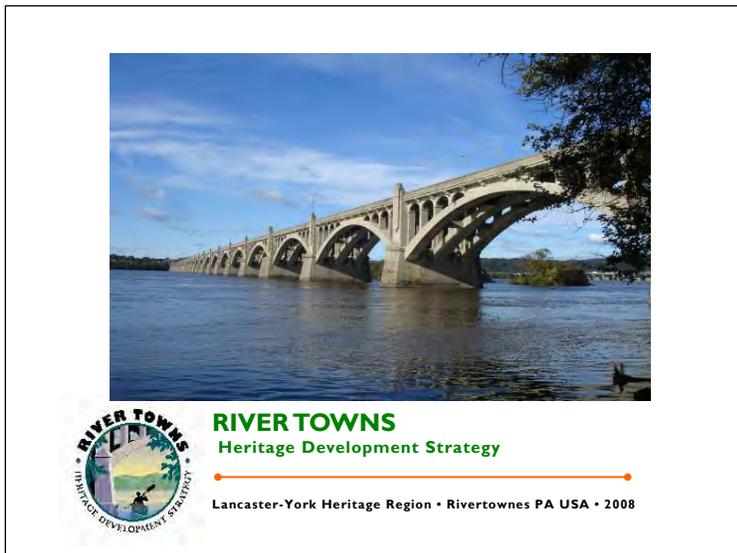
Upon approval by the state, the Feasibility Study was followed with preparation of the *Lancaster-York Heritage Region Management Action Plan* in 2001. The Management Action Plan developed in more detail the goals, themes, organization, and funding needed to initiate and manage the region as a designated Pennsylvania Heritage Area. State designation was achieved that year under the name Lancaster-York Heritage Region. (LYHR 2002:3)

A nonprofit management organization of the same name was created to establish and guide the Heritage Region as outlined in the approved Management Action Plan. It was envisioned that the organization would help coordinate and support the proposed expansion of the Lancaster County Heritage and York County Heritage initiatives above in partnership with the two county planning commissions.

The new Heritage Region was tasked with coordinating cultural heritage tourism branding and marketing in Lancaster and York Counties; serving as

a conduit for communication with Lancaster County Heritage and the proposed parallel program in York County; providing education and training opportunities for heritage resource partners in both counties; and administering partnership grants to help local communities develop interpretation. Throughout these efforts, the Susquehanna River always remained a key focus area, as highlighted in the planning documents that helped establish the Heritage Region. (LC Heritage 2007:12)

In 2008 SNHA led a special planning effort for the historic river





towns and villages of Columbia, Wrightsville, Marietta, Washington Boro, Long Level, and Accomac. These communities are recognized to be undergoing changes in population, economic markets, and natural resource quality that point to a shared, renewed future. Planning for a *River Towns Heritage Development Strategy* was coordinated in partnership with Rivertownes PA USA, a local, all-volunteer nonprofit organization, and DCNR.

The River Towns Strategy provided a framework for collaborative action in leveraging changes to create improvements taking advantage of the towns' unique characters and special assets. The strategy recognized that the river corridor soon to be identified as the Susquehanna Riverlands was emerging as a major recreational attraction, with recreation, water access, trails, and natural resources replacing industry as a source of local economic vitality.

The River Towns strategy assessed the identity and attributes of each town and provided a plan for how they could each support and take advantage of the changing river corridor and become local community hubs, enhancing the local economy and improving quality of life. The plan became the basis for the ongoing implementation of projects realizing the vision for River Towns within the Susquehanna Riverlands and set the stage for the Heritage Region's next evolution as an organization.

After operating five years broadly across both counties, and following an intensive board and staff retreat in 2007 and a new strategic plan in 2008, the Heritage Region refocused its primary activities and partnerships towards heritage and outdoor tourism development along the Susquehanna River. This change filled a void for regional leadership focused on the river's economic potential, led to planning for designation as a National Heritage Area, and resulted in a name change to Susquehanna Gateway Heritage Area (simplified to Susquehanna Heritage in 2015). The organization's river focus was complemented by other evolving national and state initiatives linked to the river, including county plans for the river corridor, expansion of the Chesapeake Bay Gateways & Watertrails Network, and designation of the Susquehanna Riverlands Conservation Landscape Initiative.

Through its initial period of development, the Lancaster-York Heritage Region established a seven-year track record of successful heritage development, particularly along the Susquehanna River corridor. Substantial state and local funding support for operations and project development was achieved, implementing and expanding numerous projects of state and community benefit. Strategic planning was undertaken periodically to further advance the organization's mission and goals for enhancement of the region's historic and cultural resources, including the primary strategic focus on creating an economically vital heritage and outdoor tourism asset based on the Lower Susquehanna River.

The success of these efforts, and growing recognition of the Susquehanna's important role in America's development, led to planning for designation of the two-county region as a National Heritage Area. The first step was submission of a *National Heritage Area Designation Feasibility Study Report* to the National Park Service in 2008. Though continuing to focus on the Susquehanna River's cultural and natural heritage, the National Heritage Area Feasibility Study envisioned a renewed two-county-wide initiative. Expansion of the Captain John Smith Chesapeake National Historic Trail in 2012 to include the Susquehanna River, discussed below, provided further programmatic focus for the National Heritage Area and a partnership with the National Park Service, including hosting NPS staff at the Zimmerman Center for Heritage as an official Visitor Contact Station for the trail.

With the 2019 designation as a National Heritage Area, Susquehanna Heritage is now doing business as Susquehanna National Heritage Area ("SNHA" in this Management Plan). SNHA's 2019 Strategic Plan includes a shared vision that engages its Board of Directors, staff, strategic partners, and the community. The plan advances the Susquehanna National Heritage Area's strategic focus areas, including placemaking that enhances the quality and appeal of the Susquehanna River's landscapes and special places as well as tourism development that increases the visibility and readiness of the river as a visitor destination.

2.5. Chesapeake Initiatives

The Susquehanna National Heritage Area has an important role to play in support of long-term programs and initiatives to improve the environmental health of the Susquehanna River and Chesapeake Bay. These initiatives are centered on the federally led Chesapeake Bay Program and the related Chesapeake Bay Gateways and Watertrails Network managed by the National Park Service.

2.5.1. Chesapeake Bay Program

The Chesapeake Bay was the first estuary in the nation targeted by Congress for restoration and protection. In the late 1970s, a five-year study was undertaken to analyze the Bay's rapid loss of wildlife and aquatic life. Published in the early 1980s, the study identified excess nutrient pollution as the main source of the Bay's degradation. These initial research findings led to the formation of the Chesapeake Bay Program as a collaborative long-term initiative to restore the Bay's environmental health.

The Chesapeake Bay Program is a unique regional partnership established in 1983 that has coordinated the restoration of the Chesapeake Bay and its watershed. Bay Program partners include the states of Delaware, Maryland, New York, Pennsylvania, Virginia and West Virginia; the District of Columbia; the Chesapeake Bay Commission, a tri-state legislative body; and the Environmental Protection Agency (EPA), which manages the program on behalf of the federal government. The EPA's Chesapeake Bay Program



Office in Annapolis is staffed by employees from a number of federal and state agencies, nonprofit organizations and academic institutions.

Since the Chesapeake Bay Program's founding, its partners have adopted a series of written agreements to guide the restoration of the nation's largest estuary and its watershed. Over time, each successive agreement has increased the scope and reach of the Program in order to increase its effectiveness and broadened participation geographically to include partners throughout the Chesapeake Bay watershed. Setting goals and tracking progress holds partners accountable for their work, while developing new agreements over time ensures that goals are aligned with the best available science to attain restoration success.

In 2009, it became clear that the Program needed yet another new agreement that would accelerate the pace of restoration and align federal directives with state and local goals to create a healthy Bay. Bay Program partners gathered input from residents, stakeholders, academic institutions, local governments and more to draft an inclusive, goal-oriented document to address current and emerging environmental concerns.

In June 2014, the Chesapeake Bay Program implemented an updated and more aggressive Chesapeake Bay Watershed Agreement, which was further amended in January 2020. Signatories included representatives from the entire watershed, committing for the first time the Bay's headwater states to full partnership in the Bay Program. This plan for collaboration across the Bay's political boundaries established goals and outcomes for the restoration of the Bay, its tributaries, and the lands that surround them.

The 2014/2020 agreement identified adaptive management as a core principle. Adaptive management is a process that supports making decisions in the face of uncertainty, reducing uncertainty over time, and responding to changes identified through ongoing scientific monitoring. The Chesapeake Bay Program applies the adaptive management process through a comprehensive scientific strategy monitoring and review system.

Chesapeake Bay Program partners envision an environmentally and economically sustainable Bay watershed with clean water, abundant life, conserved lands, access to the water, a vibrant cultural heritage, and a diversity of engaged citizens and stakeholders. Actions seek to:

- Support sustainable fish and shellfish populations;
- Restore habitat for native and migratory species;
- Reduce excess nutrients, sediment, and toxic contaminants that degrade water quality and impact living resources;
- Increase climate resiliency;
- Conserve adjacent landscapes that help maintain water quality and habitat; and

- Engage residents and communities throughout the watershed in support of stewardship of the Bay and its rivers.

The Chesapeake Bay Program and its collaborative programs and actions are the basis for the Susquehanna National Heritage Area’s conservation mission as described in this Management Plan. (CBP 2022:website)

2.5.2. Chesapeake Bay Gateways and Watertrails Network

In an initiative to build public support for the Chesapeake Bay Program, Congress passed the *Chesapeake Bay Initiative Act of 1998* which established and funded the Chesapeake Bay Gateways and Watertrails Network. The legislation instructed the Secretary of the Interior, in cooperation with the EPA Administrator, to provide technical and financial assistance to identify, conserve, restore, and interpret natural, recreational, historical and cultural resources within the Chesapeake Bay Watershed; to use and link collective resources as Gateways sites for enhancing public education and access; and to develop water trails.

In addition, the legislation created a Chesapeake Bay Gateways Grants Assistance Program that provides matching funds to aid partners in implementing conservation, restoration, and interpretive projects. The grants program is available to partnering state and local governments, local communities, nonprofit organizations, and the private sector based upon established criteria.

The Chesapeake Gateways is a network of places and partners providing opportunities to experience, enjoy, learn about, and help conserve the Chesapeake Bay and its watershed. Included in the network are assorted natural, cultural, historical, and recreational sites, trails, museums, parks, refuges, and interpretive and orientation facilities. These places and the network as a whole serve as entry points and the key guide for experiencing the Chesapeake watershed.

The Gateways Network is coordinated through the National Park Service’s Chesapeake Bay Office (NPS Chesapeake), which manages the grant program and provides technical staff support to Gateway and community partners. An initial Gateways Framework published in June 2000 outlined the goals, geography, and structure of the Network; established Chesapeake interpretive themes; and identified early initiatives. The first Chesapeake Gateway partners and sites were recognized that same month.

Over the next several years, the Network grew rapidly to include more than 160 recognized Gateways by 2005. In 2006, a Gateways strategic plan called for extending the Gateways Network program beyond the fall line, throughout the river systems within the Bay’s watershed. This expansion aligned with the subsequent reorientation of the Lancaster-York Heritage Region’s mission toward the Lower Susquehanna River and its name changes to embrace the Susquehanna River in its brand and identity.



Gateways came together in regional workshops and annual conferences. A comprehensive website launched, providing visitor information on all Gateways. A guide with map was widely distributed and various thematic interpretive products were developed. The NPS Chesapeake provided Gateways with technical and financial assistance, helping support a wide range of partner work from interpretive planning to exhibits and signage to water trail development and public access site construction.

The Chesapeake Gateways Network is the visitor face of this broad partnership system of protected lands and heritage sites in the watershed. The vision for the Gateways Network is a system that welcomes people to the Chesapeake watershed's outstanding values and provides inclusive experiences that inspire a stewardship ethic.

From its founding, the Gateways Network has also been closely linked with goals and commitments of the broader Chesapeake Bay Program. President Obama's 2009 Executive Order on Chesapeake Bay Protection and Restoration tasked various federal agencies to outline a strategy for increasing collective efforts. The NPS Chesapeake convened stakeholders and coordinated development of reports, goals, and actions for increasing public access, land protection and citizen stewardship. The goals and actions, set out in a 2010 Strategy for Protecting and Restoring the Chesapeake Bay Watershed and later adopted in the 2014 Chesapeake Bay Watershed Agreement, drove and reoriented aspects of the Chesapeake Gateways Network for the next decade.

In particular, NPS Chesapeake continued convening land conservation and public access partners initiated in 2009 in response to the Chesapeake Executive Order. This network of conservation partners, meeting annually and taking on shared initiatives, evolved into the Chesapeake Conservation Partnership. The Partnership is a large landscape collaborative of more than eighty federal and state agencies, Tribes, land trusts, and other nonprofit organizations. The Partnership fosters collaborative action to conserve and restore culturally and ecologically important landscapes to benefit people, economies and nature throughout the watershed. The NPS Chesapeake is co-convenor and a financial sponsor of the Partnership, with overall coordination led by the Chesapeake Conservancy, a regional non-profit group based in Annapolis, Maryland.

The Susquehanna National Heritage Area is an active participant in the Gateways network, connecting people with the river and Bay and educating residents and visitors to the region about the Chesapeake landscape and the impact of their actions on it. SNHA's Zimmerman Center for Heritage is a designated Gateway site as is the entire Susquehanna River Water Trail. SNHA also supports the Chesapeake Conservation Partnership through support for land conservation and related initiatives of its partners, as well as staff participation in the Partnership's Steering Committee, workshops, and annual meeting. (CBN 2020/2021)

2.5.3. Captain John Smith Chesapeake National Historic Trail

The Captain John Smith Chesapeake National Historic Trail (CAJO) was established in December 2006 through federal legislation as part of the National Trails System, America’s first water-based National Historic Trail. CAJO commemorates the explorations of John Smith on the Chesapeake Bay and its tributaries in 1607-1609, tracing approximately 3,000 miles of his voyage routes. The National Park Service (NPS) is responsible for managing the trail. CAJO’s designating legislation specifically requires NPS to coordinate trail administration with both the Chesapeake Bay Program and the Chesapeake Bay Gateways and Watertrails Network.

CAJO’s purposes are to: (1) commemorate the exploratory voyages of John Smith on the Chesapeake Bay and its tributaries in 1607-1609; (2) share knowledge about the American Indian societies and cultures of the seventeenth century; (3) interpret the historic and contemporary natural history of the Bay; and (4) provide recreational experiences on water and on land along the trail. (CAJO 2011:1)

As originally conceived, CAJO’s water trail focused exclusively on routes and sites within the Chesapeake Bay. A Comprehensive Management Plan was prepared for the trail in 2011. The plan’s goals are being accomplished by promoting and expanding water-based recreation in coordination with land-based sites along the trail and by conserving important landscapes and resources that support visitor experiences.

In May 2012, the Department of the Interior designated water trails on four rivers as historic connecting components of the trail, including the Susquehanna River in Pennsylvania and New York. The designation of the trail components enables the NPS to work closely with state and local agencies and other partners – notably conservation, interpretive, and tribal organizations – to provide technical and financial assistance, resource management, facility enhancement, interpretive trail route marking, and promotion of the rivers’ recreational and historic value.

The Susquehanna River connecting component of the trail is a 552-mile system of water trails along the main portion and the west branch of the river to Lock Haven. Partners along the river, including SNHA, work with NPS staff to improve access, conservation, and programming. In 2015 the NPS designated SNHA’s Zimmerman Center for Heritage as its first Visitor Contact Station for CAJO, and only such site in Pennsylvania.

The Lower Susquehanna River portion of the trail is 74 miles in length and extends from the confluence of the Susquehanna and Juniata Rivers just north of Harrisburg south to the river’s mouth at the Chesapeake Bay near Havre de Grace in Maryland. The Lower Susquehanna River portion is divided into four sections, two of which are located within the Susquehanna National Heritage Area. CAJO’s interpretive focus in this area focuses on the Native American story and the natural and environmental legacy of the



Chesapeake Bay and its largest tributary, the Susquehanna. (CAJO 2022:website)

A *Lower Susquehanna River Segment Implementation Plan* was prepared by NPS and SNHA in 2018, with support from the Lower Susquehanna Heritage Greenway, a designated Maryland heritage area. The plan is the basis for ongoing implementation initiatives. Section 2 of the Lower Susquehanna River segment constitutes the Susquehanna Gorge, called River Country at Lake Aldred Focus Area in the plan. Public access here is limited due to the steep gorge, rural character, and amount of land owned by power generation companies.

The vision for this section includes interpretation emphasizing the Native Susquehannock and Shenks Ferry peoples and their use of the pre-dam river and its shores. Creating connections between protecting water and natural lands includes new interpretive signage at anchor sites and boat and paddle craft launches. Anchor sites such as the Zimmerman Center welcome visitors, provide interpretive educational opportunities, and direct visitors to trail destinations. Recreational opportunities are also to be expanded in this area. Hiking trails provide opportunities for passive recreation. Water and land trails, pathways, and scenic driving routes connect communities and visitors to overlooks, campgrounds, and other places. (CAJO 2018:40)

Section 3 of the Lower Susquehanna River segment constitutes the River Towns Focus Area described in the Implementation Plan. The River Towns Focus Area extends from Long Level to York Haven on the west shore and from Turkey Hill Preserve to the area known as Falmouth on the east shore. It includes the river towns of Columbia, Wrightsville, and Marietta. These communities have a rich historical connection to the Susquehanna. Historically, they supported ferry crossings, canals, and booming industries associated with coal, iron, and timber. As the industrial economy changed, they have still maintained a strong relationship to the river.

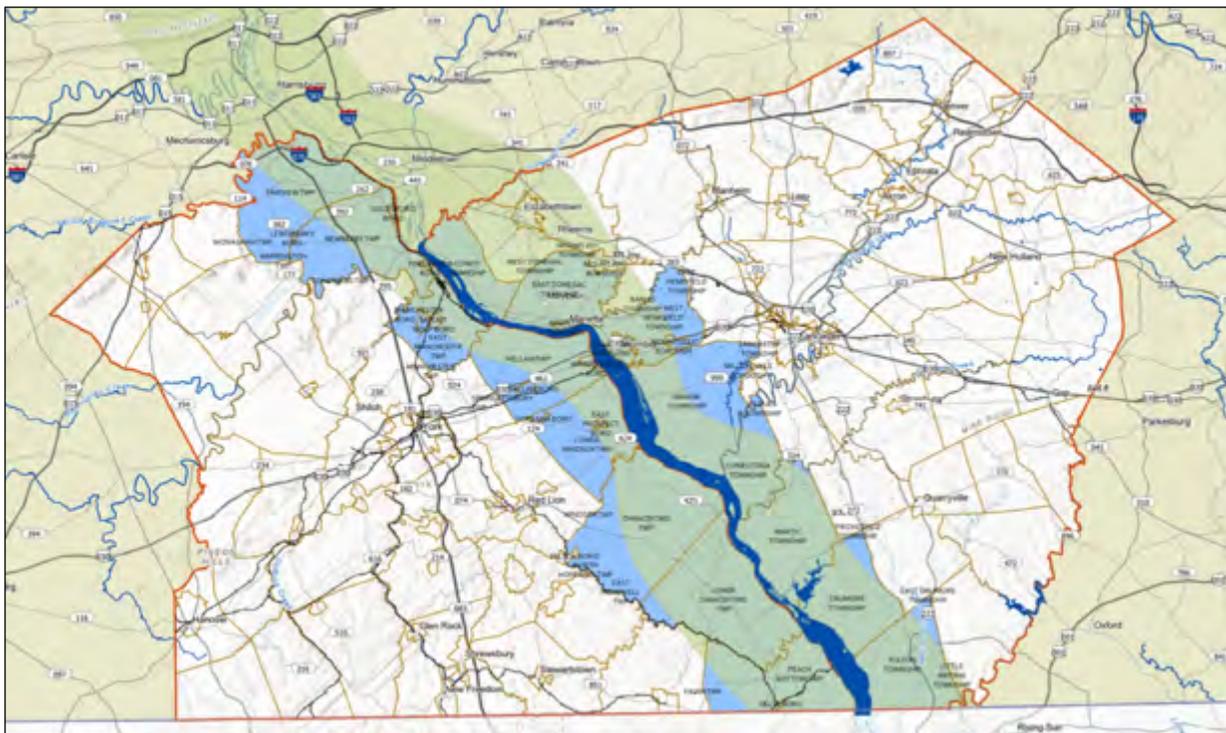
The vision for this section recognizes that the River Towns serve as gateways to the many heritage and outdoor recreation opportunities within the river corridor. New and existing trails, visitor centers, outfitters, and other businesses support the diverse needs and interests of visitors and residents. SNHA operates the Columbia Crossing River Trails Center in Columbia Borough as a primary visitor contact point for the river corridor. The recommendations and actions included in the Implementation Plan provide greater visibility to the Captain John Smith Chesapeake National Historic Trail and enhance the visitor experience through improved facilities, coordinated signage, relevant tours, and additional programs that support interpretation and conservation of the river. (CAJO 2018:47)

2.6. Susquehanna Riverlands Conservation Landscape

In 2004, the Pennsylvania Department of Conservation and Natural Resources (DCNR) launched an initiative that became known as the

Pennsylvania Conservation Landscapes. Within five years this DCNR Program was advancing work in seven Conservation Landscapes across the commonwealth, including the Lower Susquehanna river corridor through Lancaster and York Counties in the Susquehanna National Heritage Area.

The Conservation Landscape Initiative takes a broad-based landscape and partnership approach to environment, conservation, recreation, and community enhancement. Each designated conservation landscape is focused on delivering what is most important to address the needs of its specific region of Pennsylvania. In the eastern half of the state, such as in Lancaster and York Counties, a major issue is rapid urban encroachment,



The Susquehanna Riverlands Conservation Landscape, shown in blue, includes communities bordering the river in Lancaster and York Counties. The Susquehanna Greenway is overlaid in green. (SNHA Management Plan 2022; see Appendix 6 for larger version)

and regional priorities include land conservation, trails, recreation, and cultural heritage tourism.

Every conservation landscape utilizes the principles of locally driven planning, natural resource conservation, community renewal, and civic engagement. To implement the Susquehanna Riverlands Conservation Landscape, a Susquehanna Riverlands Partnership has been formed as a coalition of local, regional, and state organizations working together to protect, preserve, and steward the natural lands along the Lower



Susquehanna River, emphasizing connectivity, ecosystem health, and sustainable public access.

The Lancaster Conservancy and SNHA have been major partners with DCNR in implementing the Susquehanna Riverlands initiative. The Lancaster Conservancy serves as the local lead coordinating organization and manages a DCNR-funded Susquehanna Riverlands Mini-Grant Program providing targeted, competitive grants to partners for implementation of projects fulfilling the program's mission. A 2019 Strategic Plan initiated by Lancaster Conservancy outlines the program's current mission, goals, and priorities. The Lancaster Conservancy also takes the lead in land conservation initiatives within the Susquehanna Riverlands.

SNHA has been a primary partner with the Lancaster Conservancy since the program's inception, taking the lead in heritage and outdoor tourism development and visitor engagement. SNHA currently oversees the Susquehanna Riverlands visitor website, social media, and e-marketing efforts. SNHA's two visitor and interpretive centers at the Zimmerman Center for Heritage on the York County riverfront and Columbia Crossing River Trails Center in Columbia Borough, Lancaster County, are the primary visitor facilities for the Susquehanna Riverlands.

Since its designation, the Susquehanna Riverlands Conservation Landscape has been a major impetus for positive change along the Lower Susquehanna River, especially related to land conservation, public access, and trail development. DCNR has been a primary funding source for the Susquehanna National Heritage Area in implementing collaborative projects within the river corridor.

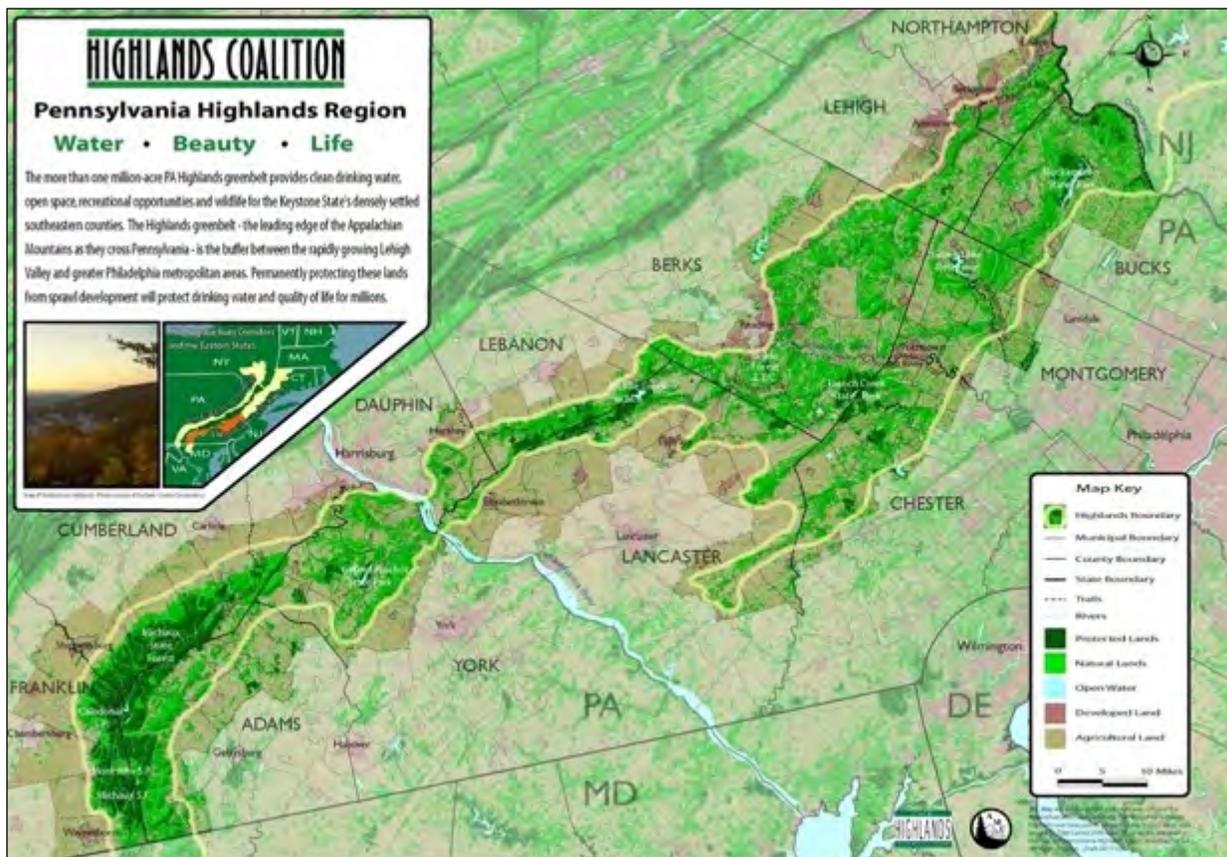
2.7. Susquehanna Greenway and Water Trail

The Susquehanna Greenway, encompassing the entire 539-mile Susquehanna River corridor in Pennsylvania, was established in 2001 by the Pennsylvania Department of Conservation and Natural Resources (DCNR). The Greenway is divided into four major geographical sections, North Branch, West Branch, Middle Susquehanna, and Lower Susquehanna. The Lower Susquehanna section extends from Harrisburg south to the border with Maryland and includes the river as it flows through the Susquehanna National Heritage Area and Susquehanna Riverlands Conservation Landscape.

A nonprofit organization, the Susquehanna Greenway Partnership, was established to coordinate partners in implementation of the Greenway, and a Strategic Action Plan for the Greenway was completed in 2006. SNHA originally served as the lead regional organization for the Lower Susquehanna section of the Greenway, later relinquishing that role to focus on its core activities and achieving National Heritage Area designation.

The Susquehanna Greenway's purpose and mission is to connect communities, engage the public in use and appreciation of the river, and facilitate collaborative partnerships that enhance natural resources and quality of life along the river corridor. The Susquehanna Greenway Partnership coordinates efforts through the entire river corridor through three program areas: Trails, River Towns, and Education and Outreach.

Since 2001, SNHA has worked in partnership with DCNR and the Susquehanna Greenway Partnership to develop a variety of projects, programs, materials, and infrastructure to advance the Greenway's goals and objectives, complementing those of the Heritage Area and Susquehanna Riverlands. The partnership has supported preserving and protecting the Lower Susquehanna River's scenic and historic natural lands for public recreation, wildlife habitat, and sustainable heritage and outdoor



Map of the Pennsylvania Highlands, including the northern, Triassic Lowlands portions of Lancaster and York Counties in the Susquehanna National Heritage Area. (AMC 2003)

tourism. Projects have included interpretive signage, exhibits, and online resources; land and water trail access plans and site improvements; and high-quality visitor information and education facilities.



Each section of the Susquehanna Greenway features DCNR-designated water trails that are suitable for canoes, kayaks, and small motorized watercraft. They contain access points, boat launches, day use sites, and overnight camping sites for the boating public. Water trail maps and guides are available for each section of the Greenway.

In 2008, SNHA (then known as Lancaster-York Heritage Region) worked with the Susquehanna Greenway Partnership to achieve designation of the Susquehanna River Water Trail as a National Recreation Trail. This achievement involved coordination with DCNR, Pennsylvania Fish and Boat Commission, utility companies, and other partners to nationally designate a significant section of Pennsylvania's longest water trail. The water trail is accessible by a wide range of users, is part of the Chesapeake Bay Gateways Network and Captain John Smith Chesapeake National Historic Trail, and has achieved national recognition by the American Canoe Association as a "Recommended Water Trail." (LYRH 2008:4)

2.8. Pennsylvania Highlands Coalition

The Mid-Atlantic Highlands are the rugged foothills of the Appalachian Mountains that form a 3.5-million-acre forested greenbelt stretching from northwestern Connecticut south across the Hudson Valley of New York, through northern New Jersey and southeastern Pennsylvania, and ending in the Michaux State Forest in south central Pennsylvania.

The Mid-Atlantic Highlands region is known for its large forests and parks, pristine streams and lakes, rich farmland, and cultural treasures. Congress designated the region as nationally significant when it passed the Highlands Conservation Act in 2004. The Pennsylvania portion of the Mid-Atlantic Highlands covers roughly 1.9 million acres across thirteen counties, is a state-designated Major Greenway, and overlaps with four of DCNR's eight designated Conservation Landscapes, including the Susquehanna Riverlands Conservation Landscape.

A Highlands Coalition was formed in 1988 to address conservation within the region as a result of work in New Jersey and New York by the New Jersey Conservation Foundation and others. The Coalition grew to four states with the inclusion of Pennsylvania and Connecticut and came to represent the entire Mid-Atlantic Highlands Region. Pennsylvania has been an active member of the Highlands Coalition since 2000. Initially, the Pennsylvania Highlands region was defined as the extent of the Reading Prong geologic formation.

In 2002, the Highlands Coalition expanded its reach seeking additional representation in Pennsylvania, and the Pennsylvania Highlands Coalition was formed. In 2004, following the completion of a regional greenway analysis, the Pennsylvania Highlands region was extended to the Maryland border and received a Major Greenway designation from DCNR. Within the

Susquehanna National Heritage Area, the designated Pennsylvania Highlands includes municipalities within the Triassic Lowlands as well as the Mine Ridge uplands south of Strasburg and Gap in Lancaster County.



The federally designated Highlands Region. (AMC 2020:3)

Over the last twenty years, the Pennsylvania Highlands Coalition has made meaningful progress toward its mission of conserving and connecting the critical lands and natural resources in the Pennsylvania Highlands and promoting its enjoyment through outdoor recreation. The Coalition is led by the Appalachian Mountain Club and includes more than 30 member organizations. Its work has been guided by a 2008-2010 Strategic Plan which was updated in 2020 for the 2021-2026 period.

The Coalition's efforts to solicit and advance federally funded land conservation projects in the Pennsylvania Highlands region has resulted in the appropriation of \$9 million from the Highlands Conservation Act funds to be utilized in Pennsylvania. With funds from the federal Highlands program and matching funds from other sources, the Coalition has protected more than 1,500 acres of land in the Pennsylvania Highlands.

During its strategic planning process, the Coalition identified common natural, recreational, and cultural themes that define the Highlands region and shape Coalition efforts. These include a unique industrial past, an expanding network of multi-use trails, fertile agricultural lands, outstanding bio-diversity, wooded uplands, and clean drinking water. The Coalition focuses its efforts on four areas of work – land conservation; coalition building and support; connectivity and trail development; and advocacy, outreach, and education.



Within the Pennsylvania Highlands, the Coalition collaborates with DCNR's Susquehanna Riverlands Conservation Landscape by connecting communities and trails and by furthering shared regional conservation and recreational goals. The Lancaster Conservancy prioritizes its land conservation work within the Highlands in addition to the Susquehanna Riverlands.

2.9. County Comprehensive Plans

The role of counties in Pennsylvania is to provide regional vision, leadership, resources, and technical assistance to local municipalities and other regional and local partners across a variety of quality-of-life issues. Over the years, Lancaster and York Counties have undertaken important planning work that has been critical in providing coordination and direction for economic development, growth management, resource conservation, and other topics of regional importance. The counties' comprehensive plans and supporting plans, periodically updated, expanded, and refreshed on an ongoing basis, provide a blueprint for local and regional action.

SNHA collaborates with the Lancaster County and York County planning staff in helping to develop and implement aspects of regional planning initiatives that are within its mission as defined by the Susquehanna National Heritage Area's designating legislation. In some instances, SNHA is able to bring resources to the table that can help implement the counties' planning vision. In other cases, SNHA depends upon the counties to provide leadership and resources that can direct and complement SNHA's capabilities, as described in this Management Plan's action chapters.

2.9.1. Lancaster County Planning

In 2019, Lancaster County completed work on an updated comprehensive plan titled *places2040, a plan for lancaster county, pa.* *Places2040* replaces the previously adopted Lancaster County Comprehensive Plan – called *Envision Lancaster County* – which includes ReVisions, the Policy Plan (1999); Balance, the Growth Management Element (2006); and six functional elements:

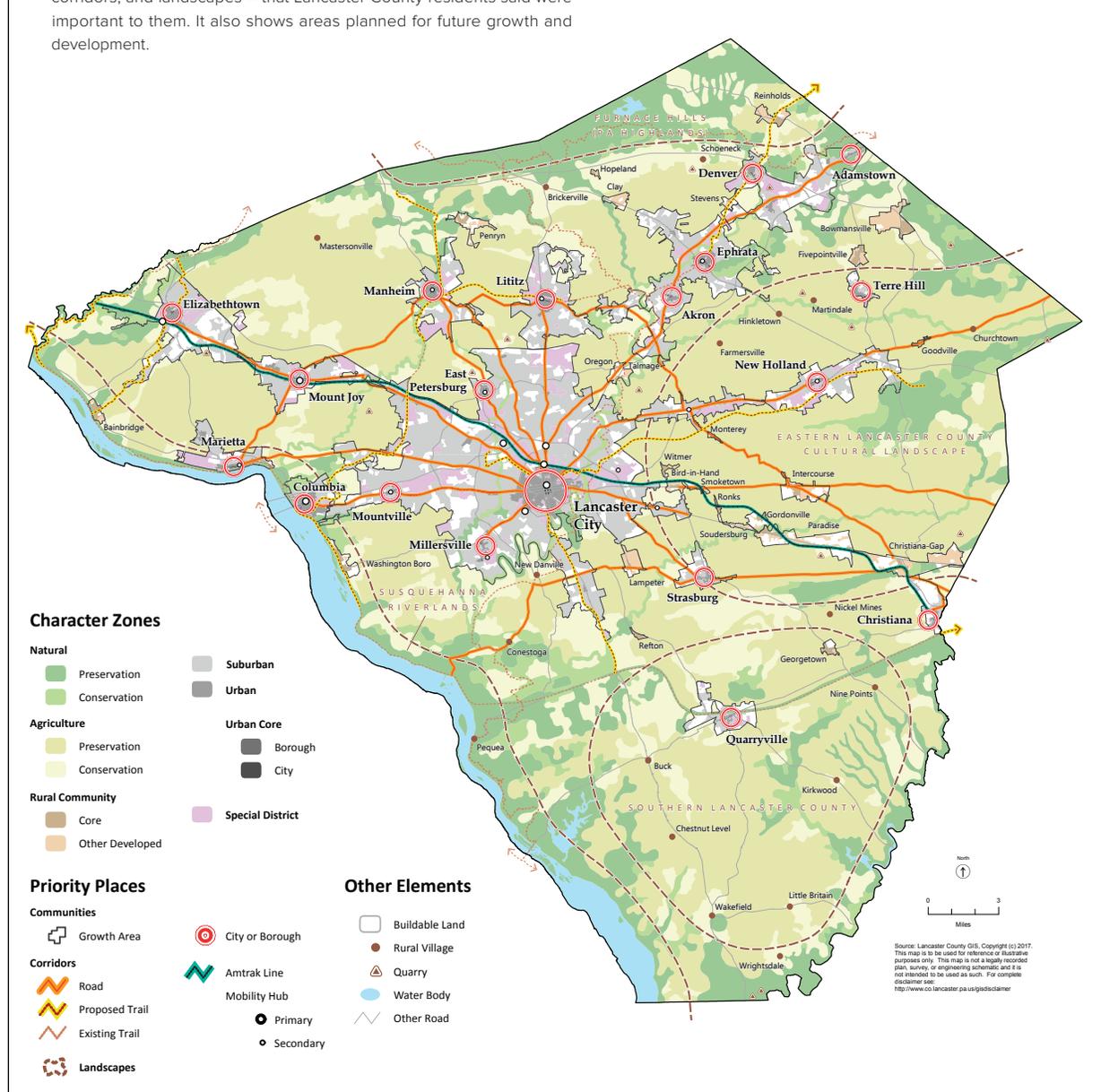
- Tourism (2005),
- Heritage (2006),
- Choices/Housing (2006),
- Greenscapes (2009),
- Blueprints/Water Resources (2012), and
- Connections/Transportation (2016).

The previous comprehensive plan and its functional elements remain pertinent and provide background, goals, policies, and strategies that have been integrated into *places2040*. These elements will not be updated in the

Future Land Use and Transportation Map

Lancaster County, Pennsylvania

This map graphically represents many of the big ideas and policies in places2040. It introduces character zones and priority places – communities, corridors, and landscapes – that Lancaster County residents said were important to them. It also shows areas planned for future growth and development.



Conceptual land use map from *places2040*, Lancaster County's 2019 Comprehensive Plan.



future as components of the county comprehensive plan but remain as important reference documents for ongoing use. *Places2040* was prepared building on the previous plan work with recognition that there was a disconnect between what the county was saying it wanted and what it was actually doing. The purpose of *places2040* was to alter that trend.

Places2040 integrates community priorities into five Big Ideas that cut across traditional silos and help partners think more holistically about the challenges and opportunities ahead and the policies that will guide partners in creating the kind of future they want to see. As described in *places2040*, the five Big Ideas include:

1. Creating Great Places – Great places are places where we’re proud to live, work, learn, play, and visit. They’re safe and attractive environments that improve our quality of life and ensure the success and sustainability of our economy. When we create great places, we make it easier to achieve many of our other goals. What we need to do differently:

- Make our downtowns more vibrant, safe, and attractive
- Design communities that put people first
- Create a mix of uses in our communities and corridors
- Provide a greater supply and diversity of housing types
- Find new and innovative ways to reduce congestion

2. Connect People, Place, and Opportunity – We need to work harder to connect people with each other and the places around them. It should be easier for residents and visitors to get around. By maximizing connections, we make everything more efficient, and create more opportunities for interaction. What we need to do differently:

- Make our downtowns into regional hubs
- Create more places to hike, bike, play, and enjoy nature
- Make it easier for residents and visitors to get around without a car
- Connect housing, jobs, schools, and other destinations
- Intentionally cultivate, retain, and expand industry
- Maintain, attract, and retain a skilled workforce
- Facilitate business partnerships

3. Taking Care of What We Have – Our world-class farmland, urban places, and natural areas provide a strong foundation for our quality of life and distinguish this place from any other. Stewardship of our heritage should be a priority because it makes the county more attractive to investment, particularly from visitors and prospective employers. What we need to do differently:

- Preserve large, contiguous areas of agricultural and natural land
- Preserve the farmer as well as the farm
- Improve water quality and work together on stormwater management
- Use existing buildings and maintain public infrastructure
- Promote entrepreneurship and help local businesses grow

4. Growing Responsibly – We need to consider where development happens, when it happens, and what form it takes. By 2040, the data tells us we can expect about 100,000 new people to live here. To accommodate them, we need to improve the pattern of growth and ensure that we develop in a more compact, efficient, and fiscally responsible way.

- Grow where we're already growing
- Prioritize redevelopment and infill in Urban Growth Areas
- Manage the use of large tracts of vacant land in Urban Growth Areas
- Limit large-lot suburban development in rural areas
- Build more compactly and efficiently



Tobacco is still grown in Lancaster County; the distinctive barns are designed to maximize natural drying of the prized leaf, used in the cigar-making that was once an industry in the region. (Photo courtesy Heritage Strategies, LLC)



5. Thinking About Boundaries – We need to think and act differently. We need to see places as they are, rather than dividing them up in traditional ways. Many of the issues we face aren't limited to municipal and school district boundaries. We need to approach challenges more collaboratively, cultivate leadership, and take our partnerships to the next level. What we need to do differently:

- Integrate place-based thinking into all future planning initiatives
- Break down the traditional silos that limit our effectiveness
- Make planning and regulation more efficient, consistent, and regional
- Keep ourselves accountable for the goals we've set.

To support place-based thinking in community planning and development, *places2040* emphasizes the concepts of communities, corridors, and landscapes:

Communities can be as small as a neighborhood, or as big as an urban growth area. They're places where people live, work, and play in close proximity, and where they find a variety of amenities. Most of the county's jobs are located in communities as well as many of our retail and commercial uses.

Corridors are linear places (on land or water) that serve as pathways for people or even as links between plant and animal habitats. Examples include trails, roads, railroads, and streams.

Landscapes are large-scale places where interaction between people and the land has created an area with distinct natural, historic, and cultural character.

Places2040 identifies seven landscape character zones in Lancaster County. On the plan's Future Land Use and Transportation Map, each character zone has a unique color, so all the areas of land shown in the same color have similar characteristics. The seven identified character zones include:

- Natural
- Agricultural
- Rural Community
- Suburban
- Urban
- Urban Core
- Special District

Places2040 establishes policy goals for each identified character zone:

Natural and Agricultural zones are targeted for preservation and conservation policies. Large contiguous areas of exceptional natural and agricultural lands are to be preserved in perpetuity. Natural areas are to be managed for environmental benefits and passive recreation. Agricultural lands are to be managed for best-practice agricultural use. Development strongly discouraged. Expansion of existing natural resource-based industries appropriate under certain conditions.

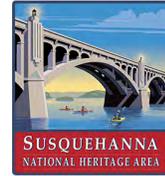
Smaller, more fragmented areas are of less priority and managed for conservation, not preservation. Strong protections are warranted but are generally not a priority. Development may be limited, but appropriate if related to agricultural context or natural resource-based industries.

Rural Community zones may be moderate to higher density with traditional village scale and character. They typically feature detached dwellings on smaller lots mixed with small-scale commercial, industrial, and institutional uses. Policies emphasize enhancement, reuse, and infill, with some retrofit and redevelopment if consistent with infrastructure capacity.

Suburban, Urban, and Urban Core zones are appropriate for moderate and higher density growth. Policies emphasize enhancement, reuse, and context sensitive infill. Suburban areas may be retrofitted or redeveloped, with new development emphasizing traditional urban scale and character.

The Susquehanna National Heritage Area can support *places2040's* vision and policy concepts in a variety of ways:

- Landscape and community interpretation will strengthen community identity, raise public awareness, and build support for planning and stewardship policies.
- Historic preservation strategies will provide technical support for municipalities in collaboration with the county planning office.
- Land conservation and trail initiatives will help preserve natural landscapes and ecosystems, giving residents access to the wild places – lands and waters.
- Cultural heritage tourism will emphasize the practical side of community character – economic enhancement based on place-making and preservation of historic communities.
- SNHA will collaborate with Lancaster County's Planning Department in aligning Susquehanna National Heritage Area strategies and initiatives with the long-term policies outlined in *places2040*. Strategies and initiatives will adapt over time as the county's planning vision and needs adapt.

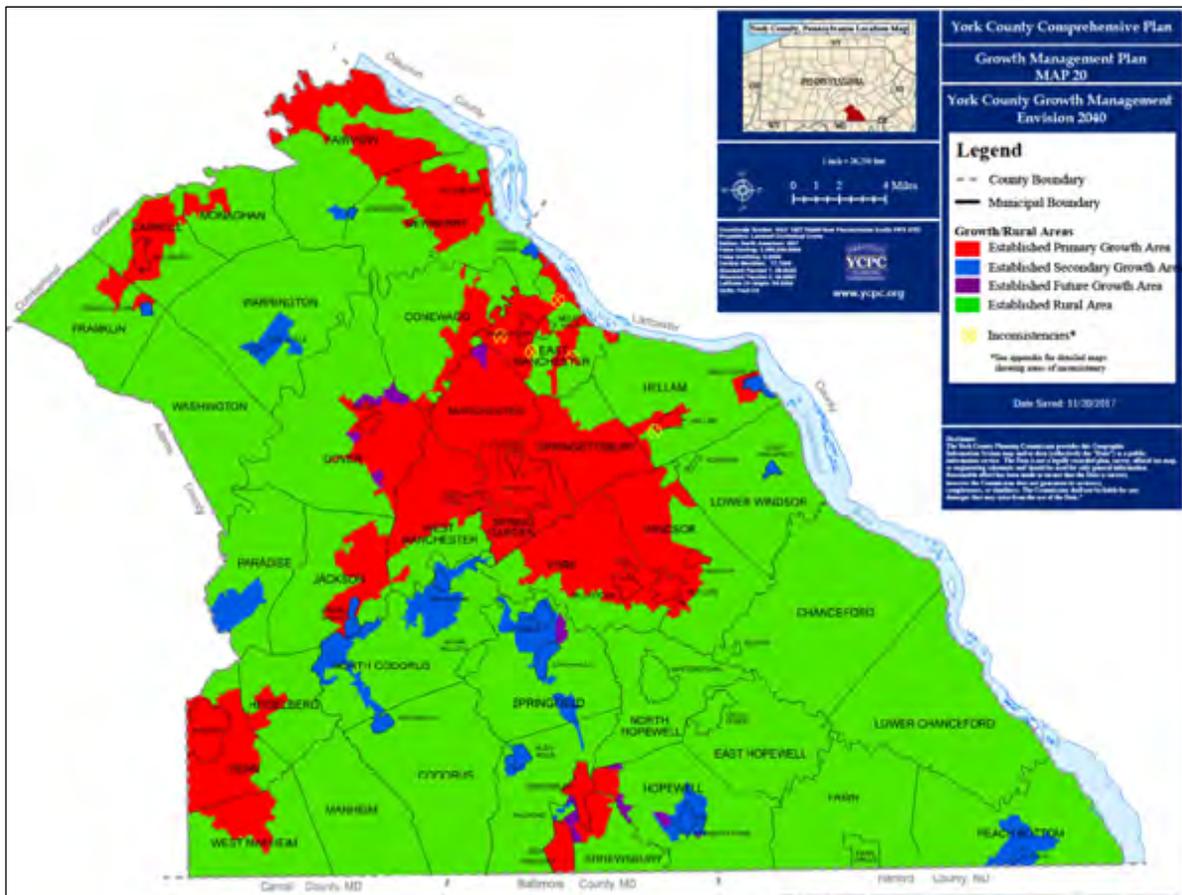


2.9.2 York County Planning

York County's Comprehensive Plan is composed of nine separate elements prepared between 2006 and 2021 addressing topics of importance to the county and its municipalities:

- **Open Space & Greenways Plan (2006)** – Pennsylvania provides a “greenprint” for developing a statewide network of greenways to be enjoyed by current and future generations. Reacting to the state plan, the York County Open Space and Greenways Plan examines the way in which the county can create greenways and protect open space and natural resources.
- **Agricultural Land Protection Plan (2008)** – The county's plan for preservation of agricultural land analyzes designated rural areas in townships with regard to existing and proposed development, large farm parcels, soil quality, lands adjacent to preserved farms, and potential use of agricultural protection tools. The plan is a resource for prioritization of initiatives preserving agricultural land.
- **Integrated Water Resources Plan (2011)** – This plan develops long-range integrated water resources planning used by the entities who share watershed boundaries within and around York County. The plan ties together the issues that are related to water resources; provides a usable and understandable process which incorporates existing laws, data, reports, plans, and organizations; and provides analysis concerning the future of York County water resources.
- **Heritage Preservation Plan (2016)** – The county's preservation plan:
 - Sets goals for heritage preservation in York County,
 - Provides a useful overview of the county's historical development,
 - Assesses existing preservation planning efforts and data sources,
 - Creates an evaluation process to aid in decision-making with regard to heritage resources,
 - Offers a variety of tools and resources for local municipalities, and
 - Sets out strategies and action items to help attain the goals of the plan.
- **Growth Management Plan (2017)** – The Growth Management Plan presents a vision for York County's future, where balance is achieved between promoting economic growth and prosperity; protecting and preserving important historic, cultural, and natural resources; and maintaining the quality of life that residents cherish. The goals of the plan are to:

- Sustain the vitality of designated Growth Areas,
- Protect and conserve Rural Areas,
- Integrate land use and transportation,
- Protect natural, cultural, and historic resources,
- Preserve the diversity that makes York County unique, and
- Facilitate coordinated planning at all levels.



York County's Growth Management Plan

The Plan addresses York County's growth into the future through a Growth and Rural Areas Concept, Growth Management Map, and growth management tools. It is encouraged that the Growth Management Plan be used as a tool to guide public policy decisions concerning growth, development, and resource protection.

- **Hazard Mitigation Plan** (2019) – Guidance for hazard mitigation planning comes from the Disaster Mitigation Act of 2000, which placed emphasis on the coordination of state and local planning



by requiring the development and submission of a hazard mitigation plan by the state and by local municipalities as a condition of receiving various types of pre- and post-disaster assistance for mitigation efforts.

- **Economic Action Plan** (2020) – This countywide plan provides guidance for economic growth and development over a ten-year period to 2030. The plan focuses on three overarching themes to achieve the vision of creating equitable pathways to economic prosperity in the county: (1) Creating opportunities for all people, (2) Fueling the engines of prosperity, and (3) Enhancing York’s sense of place.
- **Housing & Community Development Plan** (2010/amended 2020) – This plan establishes a shared, holistic vision of the state of housing and community development in York County. Based on responsible planning for future growth including revitalization of the county’s boroughs, city, townships, and protection of natural, agricultural, and historic resources, the plan develops priorities to meet the diverse housing and community needs of current and future residents.
- **Metropolitan Transportation Plan** (2021) – The purpose of the county’s transportation plan is a coordinated effort to implement transportation improvements achieving York County’s future goals for the county’s physical, social, economic, and institutional environments.

Several of these Comprehensive Plan elements are of direct importance to specific aspects of the Management Plan for the Susquehanna National Heritage Area, specifically the Agricultural Land Preservation Plan, Heritage Preservation Plan, and Open Space & Greenways Plan. Of broader, conceptual importance, however, are aspects of the Economic Action Plan and Growth Management Plan.

Sense of Place as an Economic Strategy

York County’s Economic Action Plan emphasizes an economic strategy based on the county’s sense of place. The plan recognizes that York County contains assets that make it a truly great place to live, work, learn, and play. The recommendations in this plan focus on augmenting and promoting the built environment to attract and keep new and longtime residents, businesses, and visitors. York County can enhance quality of life for all through targeted, place-based investments.

The plan states that York County’s “secret sauce” is its historic charm and the diversity of its many communities. There are 72 municipalities within the county, each boasting unique recreational, cultural, and community businesses. Vibrancy and community identity are important components of cultural pride for the places where people live, and they also play a critical



York County’s Economic Action Plan emphasizes an economic strategy based on the county’s sense of place. (Photos courtesy Heritage Strategies, LLC)

but often overlooked role when it comes to business and talent attraction and retention.

Creating new investments to strengthen the county’s many diverse communities builds local civic engagement and strengthens unique sets of cultural products for all to enjoy. To continue this momentum as a growing destination, there is an opportunity for York County to further develop cultural and recreational assets outside of its urban cores.

This economic approach is directly related to the work of SNHA, and the plan identifies the Susquehanna National Heritage Area as a “Champion” relative to two of its three strategies:

- Improve the built environment and support infrastructure around York County’s outdoor recreational assets, and
- Build organizational capacity to do placemaking and Main Street development in smaller boroughs and townships.

The Susquehanna National Heritage Area will support *sense of place* as an economic strategy in other ways as well, specifically through interpretation, conservation, preservation, and cultural heritage tourism as outlined in the Management Plan.

York County’s Growth and Rural Area Concept

York County’s vision is to be a place where a balance is achieved between promoting economic growth and prosperity; protecting or preserving important historic, cultural, and natural resources; and maintaining the esteemed quality of life residents cherish.

York County employs a Growth and Rural Area Concept as the framework for managing growth and protecting resources. This concept has been endorsed by the county’s 72 municipalities through the formal designation



of Established Growth and Rural Areas. By directing development to areas with services and infrastructure to support it, the Growth and Rural Area Concept seeks to protect important agricultural lands and environmentally sensitive areas:

- **Primary Growth Areas** are representative of a fully self-contained community and reflective of the urban cores throughout the county. They have the highest intensity and density of development, with a full range of land uses, housing types, services, community facilities, and infrastructure
- **Secondary Growth Areas** are mostly associated with medium-sized boroughs and surrounding areas. Many are situated adjacent, or in proximity, to a Primary Growth Area. Secondary Growth Areas have a concentrated mix of land uses served by public water and/or sewer service. As compared to the Primary Growth Areas, they have a greater proportion of residential uses, especially single-family residences.
- **Future Growth Areas** identify lands designated for future development either beyond the planning period for the plan or should the existing areas designated for development become built-out sooner than anticipated. These areas are located adjacent to existing Primary and Secondary Growth Areas.
- **Rural Areas** are envisioned as consisting primarily of agriculture and natural resource areas that serve to protect the abundance of environmentally sensitive resources, such as woodlands, steep slopes, wetlands, floodplains, and prime soils, that exist in these areas. Agricultural Land within the Rural Areas contains concentrations of higher value agricultural resource factors, including prime agricultural soils, soils of statewide significance, and agricultural land cover. These lands are vital to maintaining the agricultural industry that is important to the county's economy.

The county's Rural Areas contain ecologically sensitive areas with environmental constraints for development. Development should be restricted and any development that does occur should be of very low intensity, use safeguards to address natural constraints, and avoid consumption of the natural resources. Natural resource areas provide outdoor recreation opportunities and resource-based economic uses like forestry and tourism.

- **Rural Centers** consist of villages, which most often developed at historic crossroads, as well as boroughs that exist within the Rural Areas. These Rural Centers are generally small in size and feature residential densities that are somewhat higher than the surrounding agricultural and natural resource lands. They contain a mix of small-scale, locally oriented retail and/or service uses that reduce the need for rural residents to travel into the Growth Areas



The Pennsylvania barn is among the character-defining features of the Pennsylvania agricultural cultural landscape. This stone barn has both bank and forebay. Note the angle of the ground at the barn’s left (the bank), enabling the farmer to drive directly into the upper, almost cathedral-like space that provides a threshing floor and storage for hay and other goods and tools. The forebay projecting from the main structure opposite the upper entrance protects exterior workspace and access to the lower floor (typically for animals). A classic of the type – traced all the way to Iowa by architectural historians – this barn was recorded in Lancaster County soon after 1933 by the Historic American Buildings Survey (HABS) as the “Jacob E. Long Barn, County Road.” HABS is the nation’s repository of architectural drawings and photographs of thousands of buildings built up over the decades since its founding during the New Deal. (Photo courtesy HABS Collection, Library of Congress)

for their daily needs. Public facilities, such as schools, churches, and municipal buildings, may also be found in these centers.

Qualities attributed to Rural Centers are family-oriented, pedestrian-friendly, safe and secure environment, visually interesting architectural features, community pride, and a strong sense of place. They are the appropriate locations for accommodating the limited growth and development that is anticipated in the Rural Areas. By keeping growth and development clustered, impacts on the agricultural and natural resources in Rural Areas can be reduced.

The Susquehanna National Heritage Area’s policies and strategies recognize and support York County’s Growth and Rural Area Concept and the character of the local communities within it.

2.10. Conclusion – The Planning Context

The Susquehanna National Heritage Area comprises a network of local, regional, state, and national entities that collaborate to

recognize, protect, enhance, and interpret the region’s natural, cultural, historic, scenic, and recreational resources, as outlined in the federal designating legislation. As the Susquehanna National Heritage Area’s local coordinating entity, SNHA assists the variety of partners in carrying out the policies, strategies, and recommendations outlined in this approved Management Plan.

The various regional designations and programs outlined in this chapter have the potential to provide direction and resources for implementation of policies and strategies supporting SNHA’s mission. This Management Plan fully embraces these designations and programs and serves as a vehicle through which their vision, direction, and benefits may be realized.



Chapter 3 – *Building Appreciation for this Place:* Interpretation and Education

3.1. Introduction

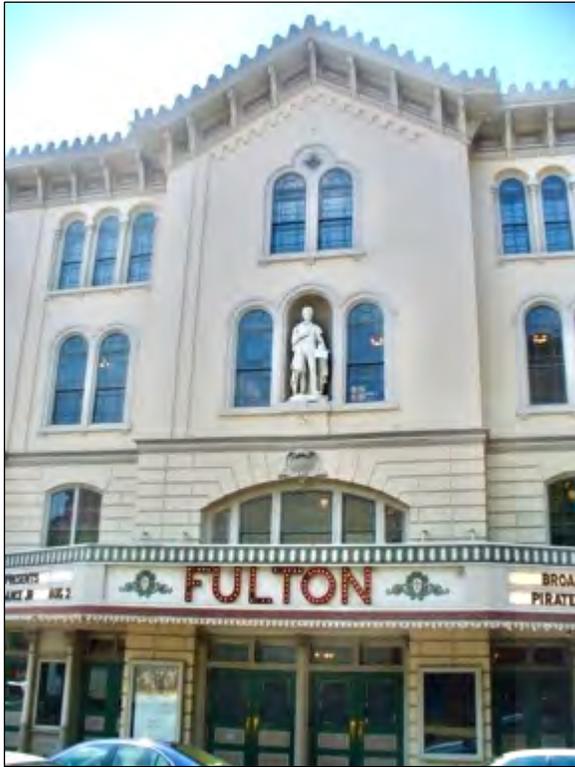
We shall not cease from exploration
And the end of all our exploring
Will be to arrive where we started
And know the place for the first time.
—T. S. Eliot¹³

The Susquehanna National Heritage Area offers a series of remarkable experiences of communities, farms, historic sites, and natural areas, all woven together by roads, streams, and railroads. Those experiences go well beyond the tried-and-true “Pennsylvania Dutch country” images celebrated for decades by visitors and tourism writers. If anything, the survival of the Amish and other Plain sects that are the objects of Americans’ enduring curiosity is just one indicator of how rich the landscape and history of the Lower Susquehanna River region in both counties have long been. That survival has been enabled by residents’ deep traditional ties to community and place, rich soils and an equally rich culture of diversity and toleration, and favorable geography and climate that fostered reliance on both the land and nearby markets.

Many who live in Lancaster and York Counties are conscious of the special qualities of the region, while others may regard it simply as ‘home’ without appreciating how extensive and distinctive those qualities are. This Management Plan seeks to foster programs and strategies that encourage residents and visitors alike to discover, explore, and appreciate the places

Photo: SNHA’s staff and guides present many stories to appreciative audiences from a beautifully designed pavilion and boat dock beside the Zimmerman Center for Heritage. (Photo by SNHA)

¹³ From “Little Gidding,” *Four Quartets* (Gardners Books; main edition, April 30, 2001; originally published 1943).



Fulton Theatre, City of Lancaster, a National Historic Landmark built in 1852. Generally considered the oldest working theater in America, the Fulton was a founding member of the League of Historic American Theaters. Both performing and visual arts are important ways to convey the stories of the Susquehanna National Heritage Area. (Photo by Scanlan - Own work, CC BY-SA 3.0, <https://commons.wikimedia.org/w/index.php?curid=8273691>)

and stories they can encounter throughout the 1,855 square miles of the Susquehanna National Heritage Area.

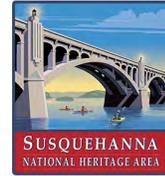
Numerous organizations, sites, and programs already highlight the diverse individual features to be experienced across the Susquehanna National Heritage Area. They range from organizations with resources devoted to many forms of public outreach to member-run organizations with more enthusiasm than capacity for reaching more audiences. Each offers particular stories to its audiences – whether residents, school groups, or visitors – that can amplify the stories at other sites. Each can also encourage exploration of the entire landscape encompassed by the Susquehanna National Heritage Area and promote public appreciation of resources that are evidence of the region's innumerable stories. All can contribute to growing the visitor experience across the Susquehanna National Heritage Area and raise public understanding of its unique place in history.

This chapter outlines how heritage area partners can work together to share their stories in engaging ways and build wider audiences. It does not seek to change current offerings, but to augment and enhance them and provide multiple ways of connecting them.

3.2. What Is Interpretation and its Value?

In 1957, Freeman Tilden wrote the seminal book on interpretation as a contractor for the National Park Service. In *Interpreting Our Heritage*, Tilden defines interpretation as “an educational activity which aims to reveal meanings and relationships through the use of original objects, by firsthand experience, and by illustrative media, rather than simply to communicate factual information.” Tilden also wrote the enduring, often-quoted line, “Through interpretation, understanding; through understanding, appreciation; through appreciation, protection.”¹⁴ This could be the motto for the Susquehanna National Heritage Area, and inspires the title of this

¹⁴ Freeman Tilden, *Interpreting Our Heritage*, 1967, 2nd ed., p. 8); and 1957, 1st ed., p. 38.



chapter. Today, the National Park Service remains among the most expert of practitioners of the art of interpretation and its principles will guide SNHA's work.

National Heritage Areas connect experiences and learning opportunities across their entire regions through interpretation. Among the varied approaches to caring for distinctive regional landscapes found across the United States, National Heritage Areas are distinguished by their emphasis on interpretation. In fact, the practice of interpretation on a landscape scale is rare outside heritage areas, going beyond wayfinding and tourism marketing to making deep connections and revealing new meanings from place to place. Heritage areas craft compelling regional narratives that reinforce regional identity.

Interpretive planning helps identify the themes, information, and relevance to be conveyed to audiences (and identify the audiences themselves) and then determine the best methods and media to be used in providing interpretation. Organizing the interpretive experience for residents and visitors has many benefits. Interpretation can encourage visitors to explore more and stay longer, enlarging the economic impact of the Susquehanna National Heritage Area's programs. It can also convey a deeper understanding of the region's importance and build a strong constituency for the protection of the many resources encompassed by the regional interpretive experience.

The National Association for Interpretation, an American organization, states that "interpretation is a mission-based communication process that forges emotional and intellectual connections between the interests of the audience and the meanings inherent in the resource."¹⁵ The Association for Heritage Interpretation, a European organization, states that "interpretation enriches our lives through engaging emotions, enhancing experiences and deepening understanding of



Wright's Ferry Mansion (1732), a historic site in Columbia open to scheduled tours, was built for Susanna Wright, an English Quaker poet and businesswoman. Its architecture reflects a mix of English and Germanic elements. (Photo By Smallbones - Own work, CC0, <https://commons.wikimedia.org/w/index.php?curid=15205566>)

¹⁵https://www.interpnet.com/NAI/interp/About/About_NAI/What_We_Believe/nai/_About/Mission_Vision_and_Core_Values.aspx?hkey=ef5896dc-53e4-4dbb-929e-96d45bdb1cc1

places, people, events, and objects from the past and present.”¹⁶ A wide variety of methods is used by interpreters to convey themes, information, and stories to their audiences, from personal services (docents, rangers, first-person interpreters) to non-personal media (interpretive exhibits or signs, social media, and much more).

In 2014, in a report entitled *Vision Paper: 21st Century National Park Service Interpreter Skills*, the National Park Service Advisory Board Education Committee, the National Education Council, and George Washington University underscored the value of interpretation to the National Park Service (NPS; including such allied programs as National Heritage Areas), stating that,

A new paradigm for interpretation emerges for today’s NPS, not only reflecting current exemplary practice, but also signaling profound shifts in both perspective and action. In essence, the needs of the public for 21st century skills (e.g., critical thinking and problem solving, creativity and innovation, as well as communication and collaboration) call for 21st century interpreters with mastery of three key capacities – audience advocacy, innovative leadership, and disciplinary and technical expertise....While couched in reality, this vision paper was shaped by a sense of possibility, in recognition of the pivotal role of parks and museums in the 21st century. American – indeed, global – developments have positioned parks and museums as vital to the well-being of individuals, the strength of communities, the health of the environment, and the state of the world. Together, parks and museums can contribute to the nation’s common wealth, offering unparalleled opportunities for people of all backgrounds, interests, ages, and experiences to choose the kind of engagement with natural and cultural resources they find meaningful. The stewards of our national common wealth are ever mindful that members of the public bring a range of expectations about what constitutes personally rewarding and affirming encounters with parks and museums. Their diverse motivations justify superior offerings in multiple domains – recreational, spiritual, social, and intellectual. No one objective takes precedence over the others – some people seek respite, some exercise, and others family time. It is the charge of 21st century

Parks and museums contribute to the nation’s common wealth, offering unparalleled opportunities for people of all backgrounds, interests, ages, and experiences to choose the kind of engagement with natural and cultural resources they find meaningful.

¹⁶ <https://ahi.org.uk/>



interpreters in parks and museums to answer the public's quest for lifelong learning.¹⁷

3.3. Foundation for Interpretation and Education

3.3.1. Designating Legislation

The Susquehanna National Heritage Area's designating legislation specifically requires that its Management Plan incorporate an integrated and cooperative approach for the interpretation of natural, cultural, historic, scenic, and recreational resources (c.2.A). The legislation furthermore specifies that the Management Plan must include an interpretive plan (c.2.C.vii), a requirement fulfilled by this chapter.

The interpretive and educational programs and projects of heritage area partners directly support recognition, protection, and enhancement of the heritage area's important resource values (b.2.B.i). Interpretation is a primary means through which the Susquehanna National Heritage Area helps increase public awareness of, and appreciation for, natural, historical, scenic, and cultural resources (b.2.B.iv).

Among SNHA's duties are assisting partners in establishing and maintaining interpretive exhibits and programs in the Susquehanna National Heritage Area and developing educational opportunities (b.2.B.ii,iii). Through collaboration, the heritage area's many partners and stakeholders interpret the stories of their individual sites within the larger heritage area context as outlined in the Management Plan (b.2.B).

The designating legislation also requires that the Susquehanna National Heritage Area assist partners in ensuring that clear, consistent, and appropriate signs, identifying points of public access and sites of interest, are posted throughout the Susquehanna National Heritage Area (b.2.B.vi).

Through the information, strategies, and actions outlined in this chapter, this Management Plan directly addresses the designating legislation's requirements for interpretation and education.

Goals Related to Interpretation

Four goals in particular as set forth in Chapter 1 support interpretation:

- **Goal 1:** Sustain and enhance the sense of place and identity experienced across the entire National Heritage Area.
- **Goal 2:** Foster storytelling, learning, and research that enable audiences to enjoy and appreciate the National Heritage Area's history and historic sites, natural resources, and communities.
- **Goal 4:** Encourage greater public awareness of the importance of the National Heritage Area's resources and identity.
- **Goal 7:** Make it easy for those moving around the National Heritage Area to find their way and maintain an awareness of the region's resources and identity.

All nine goals set forth in Chapter 1, however, support or are supported by interpretation. In general, they aim for improved communications, messaging, and marketing; greater capacity and networks among partners; and healthy human relationships with the environment, including an emphasis on the Susquehanna River.

¹⁷ <http://npshistory.com/publications/npsab/2014/interpretative-skills.pdf> (unpaginated; pdf pp. 6-7, paragraphing eliminated)



Demuth Museum in Lancaster, Pennsylvania, United States, is a museum dedicated to the paintings of Charles Demuth (1883–1935) located in his former studio and home at 120 East King Street (left image). The house was built c. 1820 and is a contributing property to Lancaster’s National Register-listed (and locally regulated) historic district. It is operated by the Demuth Foundation, which also operates the Lancaster Museum of Art at 135 North Lime Street in the Grubb Mansion (right; built in 1845 and also in the historic district). The mansion was built as the townhouse for ironmaster Clement Brooke Grubb and represents the most intact and sophisticated expression of Greek Revival-style domestic architecture in Lancaster County. Grubb himself could be featured in an ironmaking itinerary for the region: at the time of his death in 1889 he was one of the largest iron manufacturers in Pennsylvania. His holdings were the Mount Hope Furnace in Rapho and Penn Townships, Lancaster County, the Codorus Furnace in Hellam Township, York County, the Henry Clay and St. Charles Furnaces near Columbia, and the Cornwall Ore Mine in Lebanon County. (Photos, left, by Smallbones - Own work, Public Domain, <https://commons.wikimedia.org/w/index.php?curid=11899338>; right, courtesy of the Demuth Foundation)

3.3.3. Existing Interpretive Programs

The inventory of interpretive sites across Lancaster and York counties – covering history, nature, art, science, and farming (see Appendix 4) – is a large one for a National Heritage Area covering a relatively small geographic territory:

- At least 126 sites or historical organizations (most possessing historic sites) interpret their history and at least half of all municipalities in each county are served by a historical society – and sometimes more than one.
- At least fifteen websites covering the history and historic places of the region have found dedicated audiences.
- There are at least nine archival collections maintained by major historical organizations, local governments, and academic institutions.
- Four history-related programs are offered at local colleges: Elizabethtown College’s Young Center for Anabaptist and Pietist Studies and its School of Arts and Humanities’ certificate program



for Public Heritage Studies, Millersville University's Atlantic World Center (offering an Atlantic World Studies concentration within the Multidisciplinary Studies major and an archeology program), and York College's Keystones Oral History Series.

- There are three science museums (including one interpreting the history of medicine), three children's museums and a planetarium.
- There are at least four art museums and Lancaster and York each has at least one major historic theater (Fulton in Lancaster, Strand-Capitol in York); including those historic spaces, the region boasts at least eleven major performing arts spaces. Uncounted centers, spaces, and programs for the visual arts, music and dance programs contribute to a lively regional arts scene.
- There are four sites featuring farm businesses (Kreider Farms Tour, Turkey Hill Experience, and Old Mill Farm in Lancaster County; Perrydell Farm and Dairy in York County) plus York County's Horn Farm Center for Agricultural Education is focused on small, sustainable farming – not to mention the historic fairgrounds of the York County Agricultural Society, home to the York State Fair, and the four market houses of Columbia, Lancaster, and York (which has two).



LancasterHistory is in the process of adding a new interpretive destination at the former home of Thaddeus Stevens and Lydia Hamilton Smith, pictured here beside the Lancaster County Convention Center, to serve as the Stevens-Smith Center for History and Democracy. It will include a major interpretive experience about Stevens's life and his involvement as a United States Senator in Abolition and the 13th, 14th, and 15th amendments. (Photo by Larry Lefever for LancasterHistory)



The Columbia Crossing River Trails Center, built and owned by the Borough of Columbia and managed by the Susquehanna National Heritage Area, is one of nine visitor centers in Lancaster and York Counties. The center is the trailhead for one of the heritage area's many historic regional trails, the Northwest Lancaster County River Trail. (Photo by SNHA)

- Each county has at least one major rail-trail that abounds with interpretive opportunities (Lancaster County has at least three: the long distance Enola Low Grade Rail Trail and the shorter Warwick-to-Ephrata Rail Trail and Lancaster Junction Recreation Trail, both on segments of the 1863 Reading & Columbia Railroad) and York County's Heritage Rail Trail; similarly, the Northwest Lancaster County River Trail, which follows the old route of Pennsylvania's Main Line Canal, has stories to tell not only of railroading and canaling, but also of the major iron furnaces in Marietta and the region.
- Each county parks department maintains a nature center, along with the Lancaster Conservancy, which features its Climbers Run Nature Center.
- Nine visitor centers serve the region, in Lancaster, York, Columbia, Hanover, Lititz, and below Wrightsville (SNHA's Zimmerman Center).

Leading partners interpreting the region's history include LancasterHistory (maintaining an archive and major museum collection plus President James Buchanan's Wheatland and a new site – see photo and caption, preceding page); the York County History Center (see photo and caption, next page); and three sites in Lancaster County maintained by the Pennsylvania Historical & Museum Commission: Ephrata Cloister¹⁸, Landis Valley Village

¹⁸ Ephrata Cloister – a National Historic Landmark – has just begun investigating the possibility of World Heritage Site recognition with the National Park Service's assistance.



& Farm Museum, and the Pennsylvania Railroad Museum. Additionally, Mennonite Life (formerly the Lancaster Mennonite Historical Society), which maintains both a small museum and archive and the 1719 Museum (formerly named the Hans Herr House), has substantial capacity for interpretive leadership.¹⁹

Natural history is addressed through nature centers maintained by each county's parks department and another by the Lancaster Conservancy, its Climbers Run Nature Center. York County also supports the Horn Farm Center for Agricultural Education. Arts interpretation in Lancaster is led by the Demuth Foundation, which interprets two sites, the Lancaster Museum of Art and a museum dedicated to the paintings of Charles Demuth located in his former studio and home; and the Phillips Museum of Art at Franklin & Marshall College. York College's Marketview Arts is a hub for cultural arts programs and exhibits in downtown York. Science interpretation is led by the North Museum of Nature and Science in Lancaster and the Lancaster Science Factory; the latter is also one of three children's museums, along with the Hands-on House (the Children's Museum of Lancaster) and Keystone Kidspace in York.



The York County History Center is developing a museum, library, and archive in the former Met-Ed steam plant building in downtown York (beside Codorus Creek and retaining its 1916 smokestack). The site, opening in 2023, will consolidate the organization's many exhibit spaces now in multiple locations around the city. (Rendering by PRD Group courtesy York County History Center)

¹⁹ Mennonite Life, formerly the Lancaster Mennonite Historical Society, collaborated with Circle Legacy Center, Inc., to erect a Susquehannock long house exhibit, has updated its brand and strategic plan, and recently renamed the 1719 Hans Herr House & Museum as the 1719 Museum. Mennonite Life also operates the former Mennonite Information Center as its Visitors Center.

With the exception of LancasterHistory and the York County History Center, these sites and the many others found across the two counties are largely focused on their own properties, collections, and audiences. LancasterHistory and the York County History Center are both county-wide historical societies that acknowledge a role in interpreting their entire counties and have maintained programs for working with other sites interpreting local history.

In the 2000s, both counties developed programs to support cultural heritage tourism; they continue to maintain websites that can lead visitors to interpretive locations and other places and programs recognized by the counties. The National Trust for Historic Preservation assisted Lancaster County in developing its program in the early 2000s. The Lancaster County Planning Commission later assisted Susquehanna National Heritage Area (as a state-recognized heritage area) to conceive a broader approach, at which time York County also joined to undertake a similar program with similar branding.

Interpretive programs led by local governments and community-based organizations (outside historical societies) are rare in any community. In the Susquehanna National Heritage Area, governmental welcome centers or visitor centers offer a modicum of interpretation in providing services to visitors. The Lancaster City Visitor Center is located inside Lancaster's historic Old City Hall building constructed in the late 1790s.²⁰ Welcome centers, of course, are also operated by Discover Lancaster (at its headquarters beside Route 30 at Greenfield Road) and Explore York (at the Central Market; at Harley-Davidson; and inside Guthrie Memorial Library in Hanover). In addition, Lititz has its Train Station Welcome Center at Lititz Springs Park operated by Lititz Springs Park, Inc., a long-time community service organization dedicated to maintaining the park.²¹

A complete list of interpretive sites and related programs found during inventorying for this management plan is provided in Appendix 4.

3.4. Approach to Storytelling: Organizing Heritage Area-Wide Interpretation

3.4.1. National Heritage Area Identity and Presence

The desired result from organizing an interpretive program across the entire Susquehanna National Heritage Area is to sustain and enhance its sense of place and identity. Audiences should be able to enjoy and appreciate the National Heritage Area's history and historic sites, natural and farm-related resources, and communities. A part of this enjoyment is for residents and visitors to understand the scope of the National Heritage Area – that is, to

²⁰ <https://visitlancastercity.com/visitor-center/>

²¹ <https://www.lititzspringspark.org/welcome-center.html>



be aware of its presence. For more than a decade, SNHA has been working to make its presence known within the corridor along the Susquehanna River, a process that will continue. Now, as the Susquehanna National Heritage Area recognition is for the entirety of the region and its many significant resources, SNHA must widen its reach across both counties – enlisting many interpretive partners in the process.

ACTION 3.4.A: Create a regional presence throughout the Susquehanna National Heritage Area that is visible and recognizable to residents and visitors, using heritage area programs to build the regional presence over time.

Timeframe and Responsibility: Ongoing action of SNHA.

3.4.2. Desired Interpretive Experience

Visitors and residents alike should encounter a variety of high-quality, compelling interpretive programs and sites that:

1. Draw them to spend time at multiple locations and communities across the two counties;
2. Provide an array of stories connecting to more than one of the Susquehanna National Heritage Area's themes;
3. Enable audiences to discover and experience multiple kinds of resources – not simply history, but nature, science, arts, farming, technology, commerce, and recreation – and understand the interplay among these resources;
4. Lead visitors and residents to interact with people and organizations passionate about the qualities and stories of the places they inhabit and care for, sparking their interest in learning more and in supporting conservation and preservation programs; and
5. Surprise and delight audiences with at least one unexpected or inspiring encounter.

Rather than following a single theme or story, or suggested itinerary, residents and visitors are likely to visit one portion of the Susquehanna National Heritage Area – a community, landscape, or region – and be exposed to several sites representing different themes in that area. The Susquehanna National Heritage Area's interpretive themes are the principal organizing element for coordinated interpretation and should help assure consistent messaging from site to site. It should be planned that individual sites may be visited in any order.



The 6,000-acre Middle Creek Wildlife Management Area, located in Lancaster and Lebanon counties and managed by the Pennsylvania Game Commission. It has been recognized by the National Audubon Society as a Globally Significant Important Bird Area, based on its seasonal hosting of a large percentage of the world's population of tundra swans (visible in foreground) and snow geese (the large flock flying overhead). Approximately 340,000 people visit the area each year. (Photo by Concord - Own work, CC BY-SA 4.0, <https://commons.wikimedia.org/w/index.php?curid=47346470>)

3.4.3. Audiences

Lancaster and York Counties both have large and well-developed travel industries focusing on both leisure and business travelers. The Susquehanna National Heritage Area is a vehicle for expansion of the existing audience of heritage visitors among these travelers. Those visitors seek to experience the same activities enjoyed by residents, including visiting historic sites, parks, and natural areas, dining at restaurants offering local foods prepared through local traditions, staying in unique lodgings, and enjoying both the arts and outdoor recreation. Lifelong learning, companionship, and leisure pursuits are typically woven into heritage visitors' itineraries.

The following audiences will be the focus as SNHA and its partners develop a collective heritage-area-wide presentation and pursue the development of programs, events, and marketing to support audience development.



Considerable overlap exists among some of these groups. While it is possible to group them as programs are developed to address their needs, each can benefit from planning for marketing, tours, and events that are tailored to their specific qualities and interests. They are singled out here to provide direction for further analysis as sites and programs consider how to refine and expand their offerings.

Residents

Residents are a critical audience for the Susquehanna National Heritage Area. They are not only members and supporters of interpretive sites and programs, but constituents that can help to build community support for SNHA as it seeks to expand programming. They need continuous messages and marketing, and turn out more for events than for regular programming.

Heritage Visitors and Niche Audiences

Heritage visitors spend more and stay longer than other kinds of visitors as long as they are assured that there is enough to do, offering variety and high-quality presentation. The free and independent traveler is the most difficult to reach, but web sites and other digital media make marketing to this group easier by the year.

Niche audiences within this group that match the strengths of the offerings in the Susquehanna National Heritage Area include those interested in Native American heritage, African American heritage, and railroading.

Young People

Interpretive experiences for young people are critical, from toddlers to schoolchildren to young adults. Family groups from both far away and nearby need well-rounded offerings for all ages. The focus, however, is to be on local audiences. Lancaster and York Counties are both such excellent places to live and work that generations remain in the area to raise their families – the source of the next population of leaders, innovators, and devoted workers and volunteers who will support the programs of the Susquehanna National Heritage Area and its interpretive partners. Gaining their interest during their formative years is a key long-term strategy for building SNHA's constituency.

Nature Enthusiasts

The natural resources of the Susquehanna National Heritage Area match the high quality of its historic resources; the two comprise a remarkable cultural region and their interplay deserves more research and interpretation. Local audiences are aware of opportunities for enjoying natural resources across the region but could use more encouragement and programming. Due to the sensitivity and limited access for many natural areas, the local audience should receive primary attention from environmental interpreters. Nature photography and birding would be the sole exceptions to the focus on local audiences – the region offers spectacular birding and unique geology and

other natural resources, making the region a possible draw for knowledgeable photographers and birders.

Recreational Users

Hiking and biking trails – both long-distance and those offering short walks and rides in the region’s many parks – are a growing outlet for the rising demand for outdoor recreation among many populations and audiences. Improvements in trails should be accompanied by greater interpretive programming and media. They should be marketed to both local and visiting audiences. Fishing and boating are also strengths of the region, on both the Susquehanna River itself and its many tributary streams. Some trout streams in northern York County are internationally regarded, especially Yellow Breeches Creek. In addition to the Lower Susquehanna River Water Trail, both Yellow Breeches Creek and Lancaster County’s Conestoga River are marked as water trails.

Art Lovers

The two-county region offers a rich experience of the arts, including traditional crafts and architecture along with the performing and visual arts. Lancaster City in particular offers a small and lively arts district, but the entire heritage area is filled with artists and crafts experts of all kinds. Interpretive sites should be aware that their audiences likely include those who love arts and crafts and seek to highlight the artistic qualities of their collections and sites, reaching out to arts promoters for assistance in assessing possibilities and creating shared events.

3.4.4. Guiding Principles

The Susquehanna National Heritage Area is distinctive and deserves interpretation that emphasizes its character, history, and resources and draws meaningful connections among these topics, and among multiple sites. The following guiding principles will assist both SNHA and various partnering sites and organizations as they develop a heritage-area-wide presentation:

- **Provide Context:** While individual stories may be unique, they should all connect to themes defined for the Susquehanna National Heritage Area. Stories connect to the bigger picture in ways that make them immediate and understandable.
- **Illuminate Significance and Meaning:** Interpretation goes beyond conveying a story’s facts. Interpretive programs of all kinds should illuminate connections, significance, and meaning for audiences in ways that connect to their life experiences.
- **Relate to Shared Human Experience:** Use authentic stories of real people in their words in the actual places where events occurred wherever possible. The expression of such universal concepts as



family, love, loss, uncertainty, and success helps forge human connections to any story.

- **Vary the Depth of Information:** Primary interpretive content should be succinct and well written, emphasizing key messages, context, and connections. Provide information and guidance for exploring subjects in greater detail to encourage those who are interested to explore subjects at whatever level of detail they wish.
- **Relate Interpretation to Experience of Place:** Use the natural and cultural landscape as the primary means of telling stories. Relate interpretation to real places and tangible features – historic sites, natural areas, waterways, roads, communities, and other resources. Physical collections and works of art can also be placed in their context of place – how material culture arose, how music or paintings were inspired by this place.
- **Make Connections and Encourage Exploration across the Heritage Area:** Where applicable, connect local stories to the stories of other places within the Susquehanna National Heritage Area as part of the communication of context, significance, and meaning. Encourage audiences to visit other places to learn about other aspects of related themes and stories by providing the information and tools needed to spark their interest and follow through in additional exploration. Encourage audiences to discover the landscape physically by inviting them to move around from place to place.
- **Offer Multiple Points of View:** Present stories from multiple perspectives in their thematic and historical context to help audiences appreciate ways of life and perceptions developed by diverse cultures. Touch on non-tangible aspects of community culture and evolution such as religious beliefs, ethnic groups, artistic expression, and occupations. Encourage audiences to draw their own conclusions from each story.
- **Emphasize Experiential Learning and Provide a Variety of Experiences:** People learn and remember things more when they are physically engaged. Programs that are visual, tied to real objects and authentic places, and that encourage movement are preferred over expecting audiences simply to read waysides and text, no matter how well designed. Provide audiences with various sensory experiences – sights, sounds, or tastes, or the sense of distance, landscape, and landforms associated with places and events. Interpretive programs should seek to satisfy the interests and capabilities of individuals of different ages and temperaments. Options should offer varying levels of activity, timeframes, and required concentration. Provide alternative ways to experience interpretation for individuals with physical limitations or

disabilities. Make use of cutting edge technology where useful and appropriate.

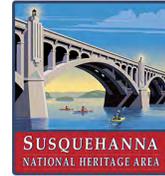
- **Acknowledge the Unpleasant:** Stories in the Susquehanna National Heritage Area are not always pleasant or uplifting. Difficulty and conflict are represented both in the challenges of life in a colonial frontier and in the interactions of different groups of peoples, especially between Native Americans, European colonists and immigrants, and African American settlers, enslaved and free. These difficulties and conflicts should be accurately represented in the storytelling.
- **Ensure Accuracy and Quality:** Stories and content should be well researched and accurate. Clearly differentiate stories that are based upon legend, lore, or oral tradition. Each interpretive installation and media experience should meet the highest standards of quality in terms of design, accessibility, and visitor experience. Guidelines, review processes, and technical assistance should be used to help maintain quality standards.
- **Highlight Opportunities to Engage and Support:** Make audiences aware of the Susquehanna National Heritage Area’s mission and the initiatives of partnering organizations and encourage their support. Encourage them to engage in activities that help address environmental and cultural challenges.

3.4.5. Diversity, Equity and Inclusion

The international conversation addressing diversity, equity, and inclusion in contemporary societies is especially compelling for organizations involved with hosting visitors. They must examine equity from all angles: within the destinations themselves, within promotional messages created by destination marketing organizations, and as visitors themselves experience diversity, equity, and inclusion. They must work to understand the extent to which travelers who come from a wide diversity of communities and cultures will feel welcome once they arrive in the host community.

A guiding principle for the interpretation to be encouraged through the Susquehanna National Heritage Area is that programming should offer multiple points of view – presentations can touch on non-tangible aspects of community culture and evolution such as religious beliefs, ethnic groups, artistic expression, and occupations.

Interpretation is at the heart of the formal messages that destinations offer to help their visitors find meaning, and the primary vehicles of interpretation are stories. Well-interpreted communities work to expand their stories to encompass new information and embrace more audiences. Bearing in mind the breadth of stories and experiences that new kinds of visitors will seek,



heritage organizations can use the need to consider diversity, equity, and inclusion to help shape their natural inclinations toward improvement.

Examining stories that a destination now tells establishes a starting place to ask, “How many different communities are living here now? Are their stories told anywhere in public spaces? What other people have been present in the past? Who made the decisions about which of their stories were told? How can we improve our engagement with new voices and both welcome and engage with people of all backgrounds? How can we become more future focused, and think collectively in fresh ways?”

Institutional leaders are undertaking the challenge to understand the dimensions of diversity in their own organizations, then to foster a climate of belonging that extends to and encompasses local workers and visitors alike. True engagement requires that participants be given some degree of authority in charting steps toward a new kind of cultural integration that affirms that people who have something to share also have specific ideas about where and how to share it.

Travel Oregon has created a strategy titled *Tourism, Equity and Stewardship: A 10-Year Transformational Strategy for Travel Oregon*. It acknowledges that tourist facilities and attractions serve both residents and visitors. Travel Oregon’s stated intent is to create “transformational change” that will build “a more equitable Oregon where everyone has the opportunity to thrive and everyone’s voice is heard.” To accomplish this, stakeholders adopted two lenses to guide collective decision making: “The Racial Equity Lens” and “The Destination Stewardship Lens.” The initiative is based on guidance crafted by the State of Oregon as a whole.^{22,23}

Diversity, Equity and Inclusion in SNHA Programming

This Management Plan recognizes that consideration of under-represented audiences and under-told stories will play a critical role in SNHA’s programming and partnerships. SNHA will work throughout the region and with all partners to make certain to welcome new audiences, especially to promote racial equity and celebrate cultural diversity.

In so doing, SNHA acknowledges the significant legacy in this region of cultural diversity, from the time of William Penn and his 1683 treaty with Native Americans, his welcoming of diverse European settlers, and even his enslavement of 12 Black people, who despite such hardship began the legacy of what became a vibrant African American community. Two of the most prosperous Black men in Pennsylvania, Stephen Smith and William

²² Oregon Tourism Commission, *Tourism, Equity and Stewardship: A 10-year Transformational Strategy for Travel Oregon, CY2022-31*, draft available at https://industry.traveloregon.com/wp-content/uploads/2022/02/TRANSFORMATIONAL-STRATEGY_Final.v2_OpenforComment.pdf

²³ State of Oregon Diversity, Equity and Inclusion Action Plan, www.oregon.gov/oem/equity/Documents/Oregon_DEI_Action_Plan_2021.pdf.

SNHA seeks to support presentations by diverse partners working to build community through storytelling, and to expand and diversify audiences served by all interpreting institutions across the Susquehanna National Heritage Area. As sites of remembrance, cemeteries can be excellent vehicles for providing expanded narratives of Black history. Friends of Lebanon Cemetery, a recently formed nonprofit organization, is leading the York community to restore the long-neglected burial ground surrounded by north York neighborhoods. The group’s mission includes interpretation: “We honor the early African American community members of York County by remembering their legacies & sharing their stories. Former slaves, veterans, clergy, doctors, politicians, prominent community members rest in these hallowed grounds. Their struggles, hardships & passions paved the way for future generations.” The Friends recently received encouragement from PHMC to pursue a National Register nomination for the site. (Photos courtesy Friends of Lebanon Cemetery)



Whipper, lived in Columbia, the state’s third largest enclave of people of color that developed because of the strong abolitionary work of Pennsylvanians. William Goodridge, a Black entrepreneur in York, ran a railroad that literally supported the Underground Railroad. Jewish populations had representation in Lancaster in 1740 and York in 1756.

Though not technically historic in this region, large populations of Latino and Asian residents – some of whom were refugees encouraged to settle in the region by local congregations – now also enrich the region’s culture, neighborhoods, and entrepreneurship.

In a formal statement, SNHA recognizes that

Since our founding in 2001, SNHA has sponsored projects highlighting the importance of Black Americans in our region’s history and hosted programs that bring young people of color to the



river for fun and learning. But we have not done nearly enough....Our organization must, and will, stand against racism and for racial justice and equity – in our storytelling, our community projects, our partnerships, and our workplace.²⁴

Toward this end, SNHA has engaged both its staff and the Board of Directors to assess and update policies and practices to ensure diversity, equity, and inclusion in SNHA's programs, projects, and leadership. In "the stories and places we showcase, the partners we work with," and how SNHA does its work overall, SNHA will ensure that its "teams are diverse, our community engagement process is inclusive, and the contributions of people of color are heard and addressed."

Teresa Bergman, a scholar studying historical representation, has observed that changes among their audiences have led historic site administrators to consider carefully "who is included in the historical narratives, which historical episodes are displayed, how causality is depicted, and how these decisions are made." There is, Bergman says, a "need to move away from 'collection-driven institutions to visitor-centered museums,' where visitor concerns and demands would be addressed."²⁵ SNHA is committed to encouraging the practice of interpretation throughout the Susquehanna National Heritage Area to meet high standards in the evolving field of public history.

The pursuit of equity and inclusion will forge new emotional and intellectual connections between established places and new voices. Audience advocacy will bring forth new narratives, and the established regional identity will be refreshed. New stories will elicit more storytelling, and residents will yearn to explore this place once again with the eyes of a newcomer.

3.5. Interpretive Themes

The ideas that enable sites to connect to one another are called "interpretive themes." Combined, interpretive themes provide a broad, conceptual framework for all aspects of a National Heritage Area's interpretive programming as presented in collaboration with partnering sites.

Themes, according to the National Park Service, "are designed to accommodate and respond to a range of stories, perspectives, ongoing scholarship, evolving needs and attitudes of contemporary society, and changing political situations....They go beyond a mere description of events or facts to foster opportunities to think critically about the complexities –

²⁴ <https://susqnha.org/black-lives-matter-yesterday-today-and-tomorrow/>

²⁵ Bergman, Teresa, *Exhibiting Patriotism: Creating and Contesting Interpretations of American Historic Sites*. (New York: Routledge (Taylor & Francis Group), 2013; quotes drawn from the Introduction.)

the ‘shades of gray’ and multiple perspectives – of the events, stories, and issues represented” by a site’s resources.²⁶ Presentation of these themes should consciously lead to discussions of their relevance to American life today.

A writing coach offers a cogent comparison of themes to the more specific topics that are more readily perceived in any interpretive presentation: “The main thing to remember about topic is that it pertains to the story’s ‘what.’ It’s driven by facts and specifics, whereas theme deals with the big picture and overall meaning that reveal why the story matters.”²⁷ In this Management Plan, topics are called storylines, in which specific topics are expected to be revealed in many ways at multiple sites, coming together over time and space as audiences experience different presentations associated with the same distinctive storylines. The storylines incorporate one or more themes of the overall Susquehanna National Heritage Area-wide presentation.

It is this approach that will make all the difference in making the Susquehanna National Heritage Area a place that is recognized as unique and nationally important, rather than simply as a good place to visit with a nice, even impressive, collection of sites and experiences. A sound interpretive program embracing National Park Service principles will encourage the development of a memorable place people want to visit – and preserve.

The Structure of the Four Interpretive Themes

The four interpretive themes developed for this Management Plan are meant to group this region’s many stories chronologically – beginning with the overarching theme of the river as a geological/geographical/cultural influence within the region (“How the Susquehanna Shapes this Place and its People”), then with the earliest inhabitants (“Native Landscapes”). The third theme, “Creating an American Identity,” reflects the profound influence of this region on American communities that grew beyond this “first western frontier.” Its unique values and cultural and material wealth were compounded in the colonial era and up to the Civil War, constrained to this unique region in a time before railroads stimulated the nation’s march to prosperity and a more or less national culture. By the time of the Civil War and the explosion of rail access that immediately followed the war’s conclusion, this region’s character marked a substantial portion of American communities founded by pioneers who left or passed through Lancaster and York Counties. Theme 4, “Turning Points,” reflects on major historical events and leaders that arose here across the sweep of time, each of which left its mark on not only this region, but the nation’s history as a whole.

²⁶ “Interpretive Theme Primer,” National Park Service, undated, p. 1 (of 2).

²⁷ <https://diymfa.com/writing/topic-and-theme>



Storylines here reflect scholarship and thought over the years about interpretation in and for this region. They are meant only as suggestions to inspire further research, deeper perceptions, more focus, and stronger storytelling. Detailed discussion of the storylines is available in Appendix 3.

ACTION 3.5.A: Use the Susquehanna National Heritage Area’s four primary themes as the foundation for the Susquehanna National Heritage Area-wide presentation.

Timeframe and Responsibility: Short-term and ongoing action of SNHA, the Interpretation Advisory Group, and partners.

3.5.1. Theme 1: How the Susquehanna Shapes this Place and its People

THEME STATEMENT: The Susquehanna River lies at the heart of a storied natural landscape, a rich watershed that has shaped the lives of modern humans – and vice versa.

The Susquehanna River is the dominant natural feature on the area’s landscape and has long played a key role in the region’s formation, development, and identity. This is not only a first theme, but the overarching theme revealing the role played by the river as human stories unfolded across the region. The mosaic of the landscape reveals events and occurrences of past centuries, divulging the story of human interactions with the land and the river, creeks, and tributaries.

Conveying an understanding of the Susquehanna River as a powerful natural force and geographic presence in the region is a critical outcome for the Susquehanna National Heritage Area’s interpretive presentation. The story of the Susquehanna River Valley reflects the American experience, including Native American habitation, European settlement, the alteration of the landscape to rural farmland, the construction of towns, the rise and decline of industries, and changes in the use of the river from exploitation and commerce to recreation. The Susquehanna River, including its associated geology and biology within and beyond the immediate river corridor, is a major determinant of the qualities of the place we know today as the Susquehanna National Heritage Area. With the region’s rivers and creeks, mineral deposits and rich soil, geological formations and temperate climate, the impact of nature on the region is noteworthy. Climatologically, geographically, and culturally, the region is a crossroads. In this area both

Storylines presented in simple lists in this section reflect scholarship and thought over the years about interpretation in and for this region. They are meant only as suggestions to inspire further research, deeper perceptions, more focus, and stronger storytelling. Detailed discussion of the storylines is available in Appendix 3.



Conowingo Islands, a biologically important feature of the Susquehanna River, view from Susquehanna State Park. (Photo courtesy Heritage Strategies, LLC)

the northern boundary for southern species and the southern boundary for northern species coexist and intersect.

Running through the center of the region, the 444-mile-long Susquehanna has its headwaters in Otsego Lake, New York, and empties into the Chesapeake 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.

Recommended Storylines for Theme 1

- Geology of the Ancient Susquehanna
- The Susquehanna's Rich Natural Heritage
- The Susquehanna as a Corridor of Culture and Commerce
- The Geography of Markets and the Technology of Movement
- The Watershed's Water Power: The Invisible Hand Behind Regional Prosperity
- Saving the River, Saving the Bay



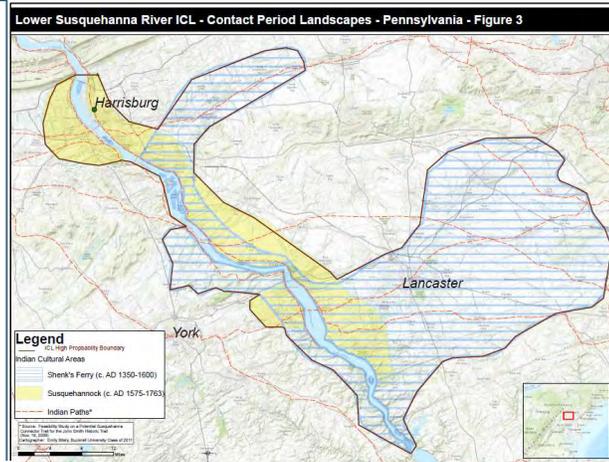
3.5.2. Theme 2: Native Landscapes

THEME STATEMENT: The Susquehanna River corridor has been a remarkable habitat for humans from Paleoindian times onward.

The archeological record of indigenous occupation of the Lower Susquehanna River is extraordinarily rich, offering a lens into Native American life and the human response to regional natural systems across millennia. Thousands of years before Europeans came to the area, indigenous peoples used the Susquehanna as a travel route and as a focal point for habitation and subsistence. The name of the river comes from a

Interpreting Indigenous Cultural Landscapes

The Captain John Smith Chesapeake National Historic Trail, long a partner with SNHA, undertook a series of studies along the Lower Susquehanna within the last seven years to identify and begin the process of interpreting the region's important indigenous cultural landscapes – defined by the National Park Service as “made up of the cultural and natural resources that would have supported the historic lifestyles and settlement patterns of an Indian group as a whole.” The first of the ICL studies undertaken in 2015 concluded that:



- A landscape scale story can be told. American Indians in the Lower Susquehanna utilized resources beyond the individual archeological or historic sites and it is appropriate to consider a landscape scale approach. Theories on site catchment from both archaeological and ethnographic research might be an aid in setting boundaries for larger cultural landscapes. The project mapping addressed both the contact and immediate pre-contact period.
- The river valley is an extraordinarily rich environment. Soil fertility data is an important predictor of site locations. Along the river valleys, particularly those underlain by limestone soils, conditions are right to create microclimates that extend the growing season by up to two weeks...Important food sources that came from the Susquehanna River included shad, striped bass, eels and migrating waterfowl.
- Every island in the Lower Susquehanna can be assumed to have prehistoric materials. These islands have some of the largest collection of petroglyphs on the east coast. While these carvings cannot be dated, it further corroborates the importance of the river to American Indian inhabitants over a long span of time. Indian paths correlate with transportation routes today and with geographic settings such as watercourse and passes. It should be noted that some paths are known, while others are just assumed.

Additional discussion of indigenous cultural landscapes (and a larger version of this map) can be found in Chapter 4, Resource Protection.

(SOURCE: Definition provided at <https://www.nps.gov/cajo/learn/indigenous-cultural-landscapes.htm>; text and map by Brenda Barrett and Jackie Kramer, “Contact Period Landscapes of the Lower Susquehanna River,” p. 38 (CAJO, 2015; available at <https://www.nps.gov/cajo/learn/upload/ICL-Susquehanna-Part-1-Barrett-508.pdf>).

composite Indian word that is variously interpreted to mean “river of islands” or “river that falls to the south” or “muddy river.”

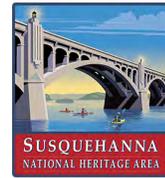
The earliest known people in the area were of the Paleoindian chronological period dating from approximately 13,000 BP. By A.D. 1000, the addition of agriculture to the earlier hunting and gathering subsistence pattern allowed enduring communities. The first people known by archeologists to create such communities along the lower Susquehanna were of the Algonquin culture and were given the name the Shenk’s Ferry people, after one of their communities was found by archeology at the Shenk’s Ferry crossing in Lancaster County. They created petroglyphs near their communities along the lower Susquehanna River. Five hundred years later, the area was the heartland of the Susquehannock, who built their large communities along the river that bears their name.

By the late 17th century, the story of American Indians along the Susquehanna in Lancaster and York counties grew more complex yet, a tragedy that deserves careful inquiry and interpretation by SNHA working with tribal scholars and other sources.

In brief, as some Susquehannock groups moved north and joined other tribal groups, colonial pressure mounted on the Lenape in their traditional territory in what is now eastern Pennsylvania, New Jersey, southern New York, and eastern Delaware. Many moved into the Susquehanna Valley, joining other American Indian groups for approximately a hundred years, into the late 18th century. These included the Shawnee and Seneca, also from the east (and north), and the Tuscarora, who moved a thousand miles north from eastern North Carolina to their home now in western New York; the way led them through the Susquehanna River area. As a result of their time in the Susquehanna Valley, all of these tribal groups developed lasting memories and meaningful connection to the landscape as a part of their ancestral homelands.

The infamous 1763 massacres by the vigilante “Paxton Boys” at Conestoga Town in southern Lancaster and then in the City of Lancaster definitively ended an era of the harmony sought by William Penn that had gradually eroded after his death in 1718. Historian Kevin Kenny, writing in his compelling history *Peaceable Kingdom Lost*, concludes:

Although William Penn’s legacy ensured that relations with Indians were at first more harmonious in Pennsylvania than in other American colonies, the eventual outcome was everywhere the same: expropriation, conquest, and extermination. The colony moved from the false dawn of Penn’s holy experiment, through the avarice and subterfuge of his sons, to the carnage of the French and Indian War and the ruthless brutality of the Paxton Boys. By the end



of 1763, with the annihilation of the Conestoga Indians, what was left of the Peaceable Kingdom had broken down entirely.²⁸

Descendants of these groups who survived as communal tradition-bearers today are represented by five federally recognized Tribal Nations, the aforementioned Tuscarora Nation in New York and four others whose forebears generally continued west into the Ohio River drainage until the federal government, generally under Indian removal acts of the 19th century, ultimately forced many into Oklahoma: Delaware Nation of Oklahoma; Delaware Tribe of Indians; Eastern Shawnee Tribe of Oklahoma; and Seneca-Cayuga Nation.

Intended for frequent presentation with Theme 1, which focuses on the river's natural resources and geography, interpretive presentations focused on Theme 2 are expected to be developed in concert with Tribal Nations, the Pennsylvania Historical and Museum Commission, and others who have



The foundation and rear wall of Fulton Theatre in Lancaster (above, built in 1852 and in its own right a National Historic Landmark) includes a portion of the 18th-century Lancaster jail where vigilantes murdered 14 American Indians. They had been taken to the jail for their protection two weeks earlier, after eight people had been murdered by the same group, burning their community to the ground. Left, a 1924 marker erected near the site of the town by the Pennsylvania Historical and Museum Commission and the Lancaster County Historical Society (now LancasterHistory) commemorates the tragedy. (Photos courtesy Heritage Strategies, LLC)

²⁸ Kenny, Kevin. *Peaceable Kingdom Lost: The Paxton Boys and the Destruction of William Penn's Holy Experiment*. New York: Oxford University Press, 2009, p. 3.

studied and interpreted the archeological and historical record of indigenous groups.

This theme also will relate interpretive presentations reflecting on Captain John Smith’s exploration of the Lower Susquehanna and Chesapeake Bay, the relations among Susquehannocks, colonists, and other indigenous groups beyond the immediate region, and the tragic losses experienced by the region’s original inhabitants. American Indians’ stories from this region are different from those experienced elsewhere in the Northeast and Mid-Atlantic and from those absorbed by non-native Americans from the history of 19th century settlement of the American Midwest and West. Interpretation is expected to range from such topics as the evolving science and law of archeology to contemporary involvement of Native Americans in community life across the region. The Captain John Smith Chesapeake National Historic Trail, already a partner of the Susquehanna National Heritage Area, provides support for individual projects. The Susquehanna National Heritage Area’s challenge is to broaden and enhance existing presentations within Lancaster and York counties.

Recommended Storylines for Theme 2

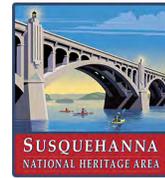
- The Archeological Record and Petroglyphs
- The Susquehannocks
- Contemporary Native American Culture in the Susquehanna National Heritage Area

3.5.3. Theme 3: Creating an American Identity

THEME STATEMENT: Cultural influences from this region were carried across the nation as it expanded westward, setting patterns for community, family, farms, and place.

The Susquehanna National Heritage Area encompasses a critical segment of the mid-Atlantic cultural landscape and has a distinctive pattern of cultural development that evolved from colonial times up to the Civil War that remains evident in the landscape today. The region’s development was influenced by the physical attributes of the landscape – topography, soils, water, natural resources – combined with a unique settlement history and its subsequent evolution.

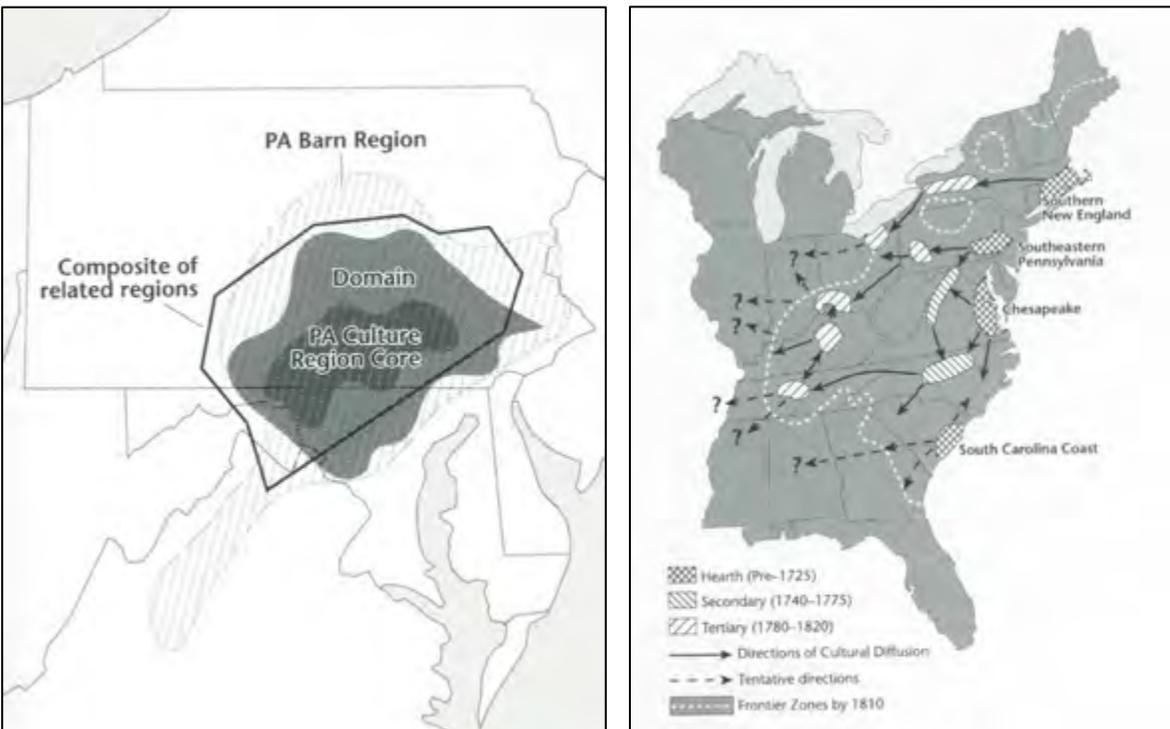
As a major destination for a wide variety of immigrants early in Pennsylvania’s founding, it is among the earliest locations where many cultures mingled – especially as an agricultural area rather than port town or city. The success of the region’s people in building wealth, raising families, and forming communities left a permanent imprint not only on the Susquehanna National Heritage Area but across the nation as their descendants left and others passed through to pioneer new places as the frontier moved west. Multi-cultural immigration is a process that continues to this day.



In the early eighteenth century, Philadelphia became a primary gateway for European immigrants into North America. William Penn's liberal and inclusive settlement policies invited immigrants of modest means, who could obtain land in small quantities. The rich lands of southeastern Pennsylvania were occupied quickly, and settlers spread west across the southern half of the colony in search of available land. Penn's policy of tolerance welcomed a wide variety of European groups, particularly English, Welsh, Scots-Irish, and several varieties of ethnic Germans. It was a diverse mixture of groups, most with strong cultural traditions. Immigrants arrived as families, extended families, and community groups, many of particular religious persuasions.

Cultural geographers identify southeastern Pennsylvania as the Pennsylvania Cultural Hearth, with Lancaster and York Counties as its core area. Settlers established themselves on small, independent farms averaging about 125 acres in size. They worked the land themselves with their families; few hired help or enslaved workers. While wheat was the major crop, the farms were diverse in their production, including other grain crops and livestock. Though they produced some of their own food, they depended on trade in goods and services with their neighbors.

As agriculture developed through the late 18th and early 19th centuries, an interdependent market system matured, binding farm and town, each providing services to the other. The communities, not the farms, were self-sufficient. Towns developed where farmers could obtain the services of



Pennsylvania Cultural Hearth (Miller 1995:136-137)



Conestoga wagon and collection of Pennsylvania rifles at the Landis Valley Village & Farm Museum, operated by the Pennsylvania Historical & Museum Commission. These early technologies, invented and refined in the Susquehanna National Heritage Area, were superior adaptations to the needs of the frontier that spread far and wide from Lancaster and York Counties. (Photos, left, by SNHA; right, courtesy Heritage Strategies, LLC)

craftsmen, artisans, and merchants. Wagons were the means of transport, and wagon makers, wheelwrights, blacksmiths, harness makers, tanners, and farriers provided needed services in the towns. Mills were independently owned and served local farmers.

Local merchants and wholesalers purchased farm produce for shipment beyond the region. Social, business, and political positions were fluid, flexible, and egalitarian, with many roles and participants. The agricultural market system spread down the Shenandoah Valley from Pennsylvania and west to become a bedrock feature of the nation's heartland. (References for Theme 3 (see bibliography): Cuff 1898:154; Meinig 1986:131; Miller 1995:132; Miller 2002:396; Zelinsky 1993; Woodard 2011)

Recommended Storylines for Theme 3

- An Iconic American Landscape
- Gateway to the Frontier
- York and Lancaster as Early County Centers
- Towns and Countryside: Forging Communities
- Bounty: From Farm to Table
- Ingenuity: Invention, Innovation, Tradition
- The Amish Identity in America (and Other Stories of Ethnicity and Religion)
- The Evolving World of Science and Letters
- The Permanent Imprint of Historical Patterns on Modern Culture



3.5.4. Theme 4: Turning Points

THEME STATEMENT: Through critical and unique events in history, the Susquehanna National Heritage Area illustrates the shaping of American culture over time through the choices people make and the lives they lead.

This region was both witness and actor in profound shifts in history, from the colonial era into the 20th century. The establishment of the Mason-Dixon Line in 1767 resolved 40 years of strife between Pennsylvania and Maryland settlers. The Revolutionary War was conducted in York behind the safety of the Susquehanna River for nine months. Strife in the region continued into the mid-19th century as the nation wrestled with its greatest challenge to its founding concept of freedom, the practice of chattel slavery. Today, the Susquehanna National Heritage Area offers a fully comprehensible landscape and history of leadership relating to Abolition and the Underground Railroad. Even the Civil War found its way into this landscape with the shocking destruction of a key bridge at Wrightsville and Columbia.

The career trajectories of two major figures, President James Buchanan and Congressman Thaddeus Stevens, represent the opposite poles of the national debate over enslavement of human beings and stand in for many national questions of evolving leadership and political views, and how decisions played out in America's economic success.

Finally, 20th-century wars were among the forces that stimulated local industry – and vice versa, when in World War II local leaders in York came



Replica of York's Revolutionary War-era courthouse, occupied by the Continental Congress for nine months of the war, 1777-78. During this time, the Congress debated and adopted the Articles of Confederation before sending them to the 13 colonies for ratification. The York County History Center operates this interpretive site. (Photo by York County History Center)

Listings in the National Park Service's National Underground Railroad Network to Freedom

- Columbia-Wrightsville Bridge Remains and Pennsylvania Canal Ruins at Columbia (site listed 2014; Columbia)
- First National Bank Museum (facility listed 2003; Columbia)
- Lancaster County Historical Society and President James Buchanan's Wheatland (facility, listed 2019; Lancaster)
- Lancaster County, Quest for Freedom Tour (program, listed 2007; Lancaster)
- Living the Experience (program, listed 2006; Lancaster)
- Old Lancaster County Jail Site (site listed 2008; Lancaster)
- Thaddeus Stevens Home and Law Office (site listed 2011; Lancaster)
- Thaddeus Stevens, U.S. Congressman, Burial Site (site listed 2006; Lancaster)
- William C. Goodridge House (site listed 2003; York)
- Willis House (site listed 2003; York)
- Zercher's Hotel (site listed 2003; Christiana)

NOTE: The Mifflin Farm outside Wrightsville, soon to be acquired by SNHA for development as the Susquehanna Discovery Center and Underground Railroad Learning Center, is eligible for listing in the National Register of Historic Places and the National Underground Railroad Network to Freedom.

up with the York Plan to combine industrial production across multiple factories and work forces – an innovation that affected industrial development nationwide.

Viewed in combination, these individually interesting events and leaders raise critical questions for modern audiences: how would you react in such circumstances? What are the contemporary echoes of decisions made long ago, among groups as well as leaders? How do lasting political and cultural shifts manifest themselves in modern life?

Recommended Storylines for Theme 4

- Quest for Freedom in Penn's Woods
- The Mason-Dixon Line
- Revolutionary Turning Points
- The Underground Railroad
- Turning Back the Confederate Tide
- Contrasts in Abolition and Emancipation Leadership
- Industrial Development and the York Plan

3.6. Oversight and Organization to Support Interpretive Development

3.6.1. SNHA Structure

The structure to be established within SNHA to guide the development of a robust interpretive program needs to be flexible and simple. The Board of Directors acts as a keeper of the vision of this Management Plan and as a sounding board as the staff develops programs, and should maintain overall direction as appropriate. However, because of the importance of the interpretive program, the Board may find it helpful to develop a small *ad hoc* subcommittee or group of "board minders" to follow and reflect on the process of establishing the program. Members of this group might participate on occasion in the working advisory group of interpretive partners described below, and in general would help to lead Board discussion of progress on interpretation across the Susquehanna National Heritage Area.

In addition, it is common for Boards of Directors of organizations that operate grants programs to establish one or more subcommittees to review



grant applications and make recommendations for final Board action. For SNHA, it is recommended that a single subcommittee be established to review all grants, as further discussed in Chapter 6, Management.

ACTION 3.6.A: Establish a Board-level *ad hoc* subcommittee to provide liaison and oversight as SNHA staff guides and supports partnering sites and communities in interpreting the resources and stories of the Susquehanna National Heritage Area.

Timeframe and Responsibility: Short-term action of the SNHA Board. [TOP PRIORITY]

ACTION 3.6.B: Establish a Grants Subcommittee to review partners' applications for matching grants for interpretive development.

Timeframe and Responsibility: Short-term and continuing action of the SNHA Board. [TOP PRIORITY]

3.6.2. SNHA Staffing

To support the programs described in Section 3.7, Elements for Heritage Area-wide Interpretation, SNHA will devote a portion of its federal appropriation to establish a full-time position to focus on regional interpretation and audience development, including close coordination with the two county tourism offices, who have stated that they need assistance in improving the extent of contact required to market so many existing interpretive sites and programs across the region. They are eager to assist with this process, what they call "product development," and help to sell new, well-designed experiences to visitors.

The position for heritage-area-wide interpretation will also:

- Lead the development of tours and itineraries with partners and communities;
- Provide technical assistance, training, and other capacity-building support in order to help sites and communities build their audiences;
- Support the grants program; and
- Collaborate with SNHA staff responsible for communications, as described in Section 3.7.

ACTION 3.6.C: Establish a full-time staff position to support implementation of a Susquehanna National Heritage Area-wide interpretive presentation.

Timeframe and Responsibility: Short-term and continuing action of the SNHA President with oversight as appropriate by the SNHA Board. [TOP PRIORITY]

3.6.3. A Partnership Approach to Developing the Heritage Area-Wide Interpretive Program

The basic structure intended to guide the development of the partnership side of the heritage-area-wide interpretive program is the Interpretation Advisory Group to be led by SNHA, LancasterHistory, and the York County History Center. The two county historical societies bring considerable weight to the table in terms of experience, staffing, and other resources, plus their ongoing relationships with many other interpreting institutions across both counties. Together, these three institutions will establish and collaborate through an advisory group that will include other partner institutions on a rotating basis.

The first charge to the advisory group will be the development of a one-to-three-year work plan aimed at establishing the many programs described in this chapter and reaching out to all potential partners. Over time, it is expected that the advisory group will identify the need for and design special projects where LancasterHistory and/or the York County History Center would undertake additional work through SNHA support. A wide variety of possibilities exists, from designing and presenting tours and itineraries to conducting outreach to identified sites and/or communities to creating special exhibits.

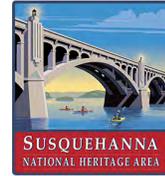
ACTION 3.6.D: Create an Interpretation Advisory Group in coordination with LancasterHistory and the York County History Center that will, over time, grow a high-quality, highly collaborative interpretive presentation across the Susquehanna National Heritage Area. The group will develop work plans, design programs and policies, undertake specific projects, and coordinate with interpretive sites and communities.

Timeframe and Responsibility: Short-term action and continuing action of SNHA. (This group will comprise a subset of the SNHA Advisory Council.)
[TOP PRIORITY]

3.7. Interpretive Program

3.7.1. SNHA's Roles as Program Leader

Overall development of the interpretive experience as led by the Susquehanna National Heritage Area will rely on three distinct sets of activities to be conducted by SNHA, but with as much cross-over from one to the other as possible. First, SNHA will expand its multiple interpretive programs and facilities, currently focused on the Susquehanna River, to acknowledge and interpret the watershed as encompassed by Lancaster and York counties ("SNHA as Interpreter"). Second, SNHA will create a region-wide set of programs that provide a framework that will reinforce and encourage others' interpretation ("SNHA as Regional Storyteller and Guide"). Third, SNHA will encourage and support partners across the region to contribute to the further development of a heritage-area-wide



interpretive experience based on their existing programs (“SNHA Outreach to Partners”).

SNHA as Interpreter

In 2008, after about five years of operation as a state heritage area, SNHA undertook strategic planning. It emerged from that process with a key insight: that the magnificent Lower Susquehanna River deserved further development as a recreational and interpretive destination, complete with major land conservation efforts. The land conservation was in part a response to the determination by the utilities that operate the dams for electric power that the extensive lands in their portfolios were not needed and would be better managed by other, more local land-managing agencies.

At that time, SNHA began augmenting its interpretive and educational services in its own right to highlight the Susquehanna River. This section describes those existing and planned programs that comprise SNHA’s development as an institution focused on providing direct interpretive services to multiple audiences.

Visitor Centers

SNHA operates two current visitor centers, one in the Zimmerman Center for Heritage at Long Level four miles south of Wrightsville, and a second at the Columbia Crossing River Trails Center in collaboration with the Borough of Columbia. The Zimmerman Center is also Pennsylvania’s only visitor center for the Captain John Smith Chesapeake National Historic Trail.

Water-Based Programs

SNHA provides high-quality experiences of nature and history on the waters of the Susquehanna River through multiple forms of boating access. Its newest program, scheduled for inauguration in the summer of 2022, is the provision of fee-based River Discovery Tours featuring a 20+ passenger historic, wooden, electric vessel, the Chief Uncas. The precursor to this new vessel was three years of free guided tours on a small pontoon boat that circled the waters of Lake Clarke (the impoundment behind the Safe Harbor Dam, located downstream from the Zimmerman Center). SNHA has also offered other paddle boating programs for school groups and the general public.

Educational Programs for School Groups

Partnering with the Captain John Smith Chesapeake National Historic Trail, a National Park Service water trail, SNHA has offered educational programs for school groups since 2016; as of early 2022, more than 2,000 students have enjoyed the program.

Plans to Develop a New Regional Visitor Destination

As of early 2022, SNHA is on the verge of acquiring the historic Mifflin Farm near Wrightsville, in order to develop it as a major visitor reception site for

the Susquehanna National Heritage Area, including an interpretive facility for the Underground Railroad. Development of the Susquehanna Discovery Center at the Mifflin site is estimated in the millions of dollars, requiring many years for completion. At the point that construction design is underway, it will also require consultation with the PA SHPO under Section 106 under the National Historic Preservation Act because it is eligible for listing in the National Register.

ACTION 3.7.A: Continue to provide and further develop direct interpretive and educational services, including operating the River Discovery Tours with the historic Chief Uncas vessel, the Zimmerman Center for Heritage, the Columbia Crossing River Trails Center, and other educational and water-access programs for schoolchildren and the general public.

Timeframe and Responsibility: Continuing action of the SNHA Board and staff. [TOP PRIORITY]

ACTION 3.7.B: Develop the Susquehanna Discovery Center at the Mifflin Farm as a gateway visitor destination for the Susquehanna National Heritage Area.

Timeframe and Responsibility: Early to long-term action of the SNHA Board and staff (timing is dependent on fundraising). [TOP PRIORITY]

ACTION 3.7.C: Develop an Underground Railroad Learning Center at the Mifflin Farm.

Timeframe and Responsibility: Early to long-term action of the SNHA Board and staff (timing is dependent on fundraising). [TOP PRIORITY]

SNHA as Regional Storyteller and Guide

This section describes the ways that SNHA will build new, heritage-area-wide interpretive programs into a strong framework for an outstanding visitor experience, combining context, guidance on access, and a region-wide approach.

Communications

SNHA has a major opportunity to catalyze local, national, and even global awareness of the Susquehanna National Heritage Area through its communications. This includes branding and a website, but is conceived here as much, much more. While physical programs and the alterations to support grander visions of interpretive programs described here and in Section 3.7 require much capital, the digital world of communications can rapidly capture, create, and curate a virtual experience for visitors who may never reach the Susquehanna National Heritage Area in person.



This concept is not without costs and time, however. Digital technological advances (including video and virtual reality), fostering partner communications, and building the Susquehanna region's identity and visibility among many audiences (both local or visiting from afar) are activities that all require staff, expertise, and focus. A high priority for advancing all programs – those described in this chapter as well as those that follow – will be developing SNHA's capacity to produce high-quality, innovative, and technologically adept communications.

A high priority for advancing all programs – those described in this chapter as well as those that follow – will be developing SNHA's capacity to produce high-quality, innovative, and technologically adept communications.

As an ongoing interpretive institution with a broad perspective on the entire landscape of the Susquehanna National Heritage Area, SNHA can actively work to collect, research, and present stories in ways that will engage new audiences. SNHA can also provide a digital portal to the content of others and provide context, linkages, and insights. This emphasis will be accompanied by a program to develop a wide variety of printed materials, such as brochures and map/guides, which are still popular, useful products despite the increased use of digital tools for marketing, interpretation, and wayfinding.



The principal tool SNHA will bring to bear on advancing its communications role will be its communications plan, to be developed as part of the work plan described in Chapter 6, Management.

ACTION 3.7.D: Continue to enhance the existing (and soon-to-be revamped) Susquehanna National Heritage Area website, combining it with the current Susquehanna Riverlands website.

Timeframe and Responsibility: Short-term action of SNHA. [TOP PRIORITY]

ACTION 3.7.E: Develop a family of Susquehanna National Heritage Area interpretive printed materials

The Spanish American Civic Association (SACA), a community development and service organization serving the large and growing Latino community in the City of Lancaster, began operating one of the first Latino-owned public radio stations in the nation in 1986, WLCH "Radio Centro" at 91.3 FM (<http://wlchradio.org/>). Established to provide bilingual educational opportunities for the region (including York, at 100.3), the station recently upgraded its platform to offer live streaming and podcasting world-wide. At right, Radio Centro's General Manager, Claudia Galdamez, fills in for regular Host and Producer Hector Valdez along with Co-Host Aleish Molina on Café con Leche, a lively daily morning show about local happenings. Radio Centro offers a major opportunity for SNHA to collaborate with SACA to reach Spanish-speaking residents and visitors with information about the region's history, nature, local foods, and recreational opportunities. (Photo by SACA)

as part of a comprehensive interpretive presentation to be phased in over time.

Timeframe and Responsibility: Short-term and medium-term action of SNHA and the Interpretation Advisory Group.

Tours and Itineraries

SNHA will expand its reach as an interpretive leader, in collaboration with as many partners as possible, in creating a robust program of tours and itineraries. Possibilities are limited only by the imagination of the participants. The research, organization, and limited offerings (particularly of guided tours offered only occasionally) required for such events can help to grow the heritage area’s overall interpretive experience while imposing fewer demands on low-capacity interpretive sites that have much to offer but no paid staff and limited facilities. In effect, tours are demonstrations or pilot projects allowing experimentation with marketing, stories, staffing, and organization and leading to subsequent improvements in additional tour designs and permanent changes to sites and facilities as such experimentation might reveal. This is a flexible approach that can begin right away, at relatively low cost and without construction of signs or exhibits. Conducting these tours will build up local skills and imagination in product development, marketing, and hospitality on the part of all participants, for SNHA staff and those involved in other interpretive sites alike.

Itineraries, which are basically tours that are publicized for “free and independent” travelers without the step-on guides that are expected parts of actual tours, can be publicized as the program’s experience grows. Itineraries can be thematic (e.g., Underground Railroad stories, “sites for nature lovers,” etc.) or can be a mix of experiences selected for a specific timeframe (“weekend getaway,” “if you have only a day,” “spend a week



The Chief Uncas is the flagship of SNHA’s River Discovery Tours launched in 2022. (Photo by SNHA)



with us,” etc.) Travelers often use itineraries to design their own preferred visits – they provide entertaining narratives, photos, and information that spark visitors’ imaginations.

Itineraries can ultimately be accompanied by paid lodging and meals and other services (called “packages”). They can also be folded into mobile applications (“apps”) that guide visitors as they plan their visits and then as they travel around the region. The key in this progressive approach is not to wait – what matters most is gaining greater experience. Both Discover Lancaster and Explore York will be helpful partners in choosing and designing the possibilities.

ACTION 3.7.F: Establish a program to develop tours, itineraries, tour packages, and mobile applications that will encourage visitors to visit multiple locations for broad experiences of the Susquehanna National Heritage Area’s interpretive sites.

Timeframe and Responsibility: Short-term and continuing action of SNHA staff with participation by Discover Lancaster and Explore York and in collaboration with interpretive sites, businesses, tourism leaders, and communities. [TOP PRIORITY]

Support for Outdoor Interpretation in Communities and at Interpretive Sites

Finally, SNHA will aid interpretive sites and communities in installing outdoor interpretation to provide visitor interest when sites cannot be open, there is no other interpretation, or communities’ other visitor facilities are not available. It can be particularly disappointing to a visitor to trek all the way to a distant site, only to discover there is little to learn or experience when the site is closed. Moreover, many locations and communities whose stories are uninterpreted can be added to the heritage area’s interpretive experience simply through outdoor interpretive exhibits (signs, landscape designs, and/or art installations). Ideally, this would be a program designed from the start so that as signs are installed one by one and the system grows, the signage is consistent in design and content. This program is further described, with accompanying actions, in Section 3.7.2.

SNHA Outreach to Partners

SNHA intends to create a program of outreach to interpretive sites and organizations in order to encourage their collaboration and continual improvement in their interpretive offerings as a key element of crafting the desired interpretive experience. Outreach to communities will accompany this effort, to encourage the development of community-led interpretive presentations.

A long-term activity, to be offered to all interested parties across the Susquehanna National Heritage Area, will be sharing information and providing general encouragement to build the parties’ capabilities. SNHA



Interpretive settings such as those encouraged and linked by National Heritage Areas represent key elements of the public’s overall “learning ecosystem.” (Photo by SNHA)

staff will work to become familiar with all sites – natural, historic, cultural, etc. – to understand their needs, participate in their strategic planning as appropriate, connect them to regional marketing opportunities, provide updates on funding and training opportunities from others, and provide open-to-all workshops on a wide variety of topics. A critical objective will be to help interpretive sites and communities committed to creating interpretive presentations to build their audiences through marketing and program development.

The basic approach to heritage-area-wide interpretation described below, plus the description of interpretive themes provided above, are the foundation for further interpretive planning. Much can be done in the first three years of the implementation of this Management Plan without further planning, however. A certain amount of “do and plan” can benefit the long-term process, by encouraging partners to get to know one another and each other’s offerings and collaborate in developing such interpretive products as tours and itineraries. “Partners” in this sense are simply those organizations eager to support the overall concept and develop their individual programs to respond to the opportunity offered by Susquehanna National Heritage Area status for the region. Working with SNHA, they can begin by building their experience, ideas, and relationships to the ultimate benefit of the long-term programming development that is made possible by the heritage area concept.

Using insights gained from interaction with the interpretive community as a whole, SNHA staff will also be a general voice in updating supporters, community leaders, and other interested parties on progress in improving the Susquehanna National Heritage Area’s visitor experience.



ACTION 3.7.G: Establish a vigorous interpretive program to guide and support partnering sites and communities in interpreting the resources and stories of the Susquehanna National Heritage Area.

Timeframe and Responsibility: Short-term and continuing action of the SNHA Board and staff. [TOP PRIORITY]

ACTION 3.7.H: Encourage the development of locally led community-based interpretive presentations associated with the Susquehanna National Heritage Area's themes and storylines.

Timeframe and Responsibility: Mid- to long-term action of local communities in coordination with the SNHA staff.

Matching Grants

SNHA will also establish a matching grant program from a share of SNHA's annual federal appropriation, beginning within three years of the start of implementation of this interpretive plan. SNHA will also seek to raise funds from other sources that wish to support the growth of the region's interpretation. SNHA will make decisions on the proportion of the required matching funds and other grant criteria in collaboration with the Interpretation Advisory Group described above in Section 3.5. Grants may be designed to prioritize multi-site projects that would help to encourage greater collaboration among sites. SNHA may also hire consultants or provide other technical assistance to support such collaborative initiatives. SNHA will develop a grants committee, including members of its Board of Directors, to assist in selecting grant recipients and administering the program.

ACTION 3.7.I: Establish a matching grant program to support partners' interpretive development.

Timeframe and Responsibility: Short-term and continuing action of the SNHA Board and staff. [TOP PRIORITY]

3.7.2. Other Elements for Heritage Area-Wide Interpretation

The following sections describe the basic elements of an interpretive presentation to be developed across the entirety of the Susquehanna National Heritage Area.

Developing a Coordinated Graphic Identity

Cohesive branding and graphic identity are expected to mark the planned heritage-area-wide interpretive experience as a single, coordinated endeavor. It is expected that this will be developed from SNHA's existing work to brand its products. Web content, social media, marketing materials, exhibits, publications, signage, and other visible evidence of the interpretive program should all be consistent in terms of design. The Susquehanna National Heritage Area's graphic identity would not replace

Lititz Train Station Welcome Center (a borough-built 1999 replica of the 1884 design by Frank Furness) in Lititz Springs Park is staffed year-round by volunteers. The train station, park, other park structures, and Lititz Memorial Square all are operated by a community-based nonprofit. (Photo courtesy Lititz Springs Park, Inc.)



the existing graphic identities of historic and cultural attractions that already have them, but would focus on the regional presentation as a whole, as well as on SNHA-sponsored experiences. Co-branding with partnering sites could be accomplished over time as the sites replace or upgrade their signage and exhibits, supported as appropriate by the grants program envisioned earlier in this chapter.

ACTION 3.7.J: Develop guidelines and procedures for use of the Susquehanna National Heritage Area graphic identity by partners.

Timeframe and Responsibility: Short-term action of SNHA.

ACTION 3.7.K: Require recognition of the Susquehanna National Heritage Area in media related to partnership programs supported by the Susquehanna National Heritage Area.

Timeframe and Responsibility: Short-term action of SNHA.

Visitor Orientation

Orientation for all audiences is a critical activity for any National Heritage Area. Web sites and mobile applications can help to guide all audiences, but when arriving in person, visitors should also be encouraged to stop first at one of the region's many visitor centers for added, personalized orientation:

- Columbia Crossing, owned by the Borough of Columbia and operated by SNHA;
- Discover Lancaster's welcome center outside Lancaster on U.S. Route 30;



- Explore York’s welcome centers in York and Hanover (and one outside York at Harley-Davidson
- The Lancaster City Visitor Center;
- The Lititz Train Station Welcome Center in Lititz Springs Park;
- The Mennonite Life Visitors Center outside Lancaster on U.S. Route 30; and
- The Zimmerman Center, owned and operated by SNHA.

Once the Susquehanna National Heritage Area’s planned Susquehanna Discovery Center in Wrightsville is open, anticipated in less than a decade from the approval of this plan, even greater orientation will be available.

To provide further orientation, kiosks or exhibits should be installed at key places where visitors gather, such as downtown centers in the cities and boroughs or at parks and trailheads. Participating sites should be expected to host such outdoor exhibits, as discussed further below.

As discussed in Section 3.4.5, describing SNHA’s basic approach to interpretation, SNHA is expected to develop tours and itineraries in collaboration with partners. Once these are publicized, however, there is no predicting how residents and visitors will actually visit and the order in which they may attend interpretive sites. They can be expected to experience the interpretive presentation in any order and over varying periods of time. Consequently, every participating interpretive site should be able to provide basic orientation information about the Susquehanna National Heritage Area as a whole and the relationship of that site to the overall interpretive presentation.

An important adjunct to the primary physical orientation at sites envisioned here will be printed and digital brochures that both orient visitors and assist with wayfinding. These products should introduce the Susquehanna National Heritage Area’s interpretive themes, identify sites where those themes are presented; and suggest routes, trails, and itineraries.

ACTION 3.7.L: Organize and coordinate visitor orientation across the Susquehanna National Heritage Area.

Timeframe and Responsibility: Short-term action of SNHA, Discover Lancaster, Explore York, and other operators of existing visitor or welcome centers plus the Interpretation Advisory Group as appropriate. [TOP PRIORITY]

ACTION 3.7.M: Develop the Susquehanna Discovery Center at the Mifflin Farm as a central, readily accessible orientation and interpretive center for the Susquehanna National Heritage Area.

Timeframe and Responsibility: Long-term action of SNHA and other operators of existing visitor or welcome centers. [TOP PRIORITY]



Left, Lancaster City sign at the graveyard where Thaddeus Stevens is buried; right, Dill's Tavern, Dillsburg, interpretive site operated by the Northern York County Historical & Preservation Society. About half of the interpretive sites inventoried for this Management Plan are estimated to have such outdoor interpretive signage. (Photos courtesy Heritage Strategies, LLC)

Wayfinding

One of the most critical, but also one of the most complicated, time-consuming, and expensive actions for SNHA is enabling audiences to find their way throughout the Susquehanna National Heritage Area. Wayfinding is critical because the physical parts of a sign system devoted to helping audiences move about the region can become one of the most visible ways of identifying the heritage area – in effect, it becomes a force for regional placemaking and identity. The graphic identity developed for signs for wayfinding should be coordinated with outdoor interpretive signs to reinforce heritage-area branding.

Fortunately, the concept of “wayfinding” is broad, so it is possible to break this task into many separate actions, many applicable on a relatively inexpensive, site-by-site basis:

- Marking entry to the Susquehanna National Heritage Area at primary highway entrances; many National Heritage Areas have been successful in working with their state highway departments to install the signature “brown signs” employed on limited-access highways to announce heritage sites;
- Providing orientation signs or kiosks in places where visitors gather in significant numbers;
- Marking interpretive destinations with “you are here” site-identification signage; while most (although not all) sites have such signs, adapting these over time to link in some way to the Susquehanna National Heritage Area’s graphic identity should be a goal, especially for partnering sites qualifying for SNHA grants; and



- Creating one or more apps available to drivers in the region providing a combination of wayfinding and interpretation of the region's sites, stories, and themes. This has the added advantage of bridging distances across the Susquehanna National Heritage Area by enlisting audiences' imaginations. Several providers have developed apps used by various National Heritage Areas.

Outdoor Interpretation

The design and evolution of a wayfinding system should be accompanied by the design and evolution of outdoor interpretation. Offering outdoor exhibits (signs, landscape designs, and/or art installations), is helpful to audiences who find their way to sites only to find them closed, often making the difference in a good visitor experience and an outstanding one. Individual exhibits can cost relatively little, especially if they can be placed so as to take advantage of existing parking and sidewalks as part of the site design for their installation. Funds might be more readily available if such interpretation is incorporated when another facility, such as a picnic shelter or parking area, is planned and funded.

Even though the Susquehanna National Heritage Area is fortunate to have a multitude of interpretive sites of all sizes and varieties, many communities remain uninterpreted. Moreover, in a survey of interpretive sites and programs conducted for this Management Plan, just 50 percent stated that they have such accessible outdoor interpretation. As a major initiative identified during management planning, SNHA is committed to encouraging the development of outdoor interpretation throughout the Susquehanna National Heritage Area wherever willing partners can be encouraged to apply for grants.

As examples from the 55-member system of National Heritage Areas, both the John H. Chafee Blackstone River Valley National Heritage Corridor and the Abraham Lincoln National Heritage Area made early and highly effective use of signs to create a clear and recognizable regional identity. Residents became aware of the program and visitors could readily comprehend the designated river valley. Blackstone's program focused on creating an overall wayfinding system that included interpretive signs along with distinctive gateway identification (at the entrances to small settlements and mill villages) and directional signage pointing visitors to locations offering interpretive programs.

The program created by the Abraham Lincoln National Heritage Area, in fact prior to Congressional recognition of the heritage area, was known as "Looking for Lincoln" and offers a model for possible use in the Susquehanna National Heritage Area. Using a federal grant of \$500,000 as seed funding, the local coordinating entity offered matching grants, a choice of sign templates, and careful coaching for willing communities in developing locally researched and written content. The communities provided the match, the research and draft content, and a promise to

maintain the signs in perpetuity. So many communities signed up that today visitors can spend days exploring the 47-county region where Lincoln worked as a young lawyer on a circuit extending across half the state of Illinois. The high-quality signs have endured for many years and are often the only way for visitors truly to understand Lincoln's presence across that National Heritage Area. Some communities, especially Springfield, where Lincoln made his home, have added bronze figures for added interest at certain sites.

ACTION 3.7.N: Advocate for the installation of welcome signs along major highways at points of entry into the Susquehanna National Heritage Area.

Timeframe and Responsibility: Mid-term action of SNHA staff in partnership with the Pennsylvania Department of Transportation, Lancaster and York Counties, municipalities as appropriate, and other state-level leaders.

ACTION 3.7.O: Create a system design in order to guide incremental signage improvements to be undertaken to boost regional identity and to support interpretive sites. Include a family of orientation kiosks and outdoor exhibits appropriate to different locations for installation at public places throughout the Susquehanna National Heritage Area.

Timeframe and Responsibility: Short-term action of SNHA and the Interpretation Advisory Group. [TOP PRIORITY]

ACTION 3.7.P: Establish an outdoor exhibit program to recruit interpretive partners and communities in a program to increase the number of self-guided interpretive sites over time. Identify preferred locations, focusing on distribution in historic population centers, parks, trailheads, and other well-used public places. Develop guidance for cooperative funding and community involvement in content development.

Timeframe and Responsibility: Mid-term and continuing action of SNHA and the Interpretation Advisory Group in collaboration with interpretive sites and communities. [TOP PRIORITY]

ACTION 3.7.Q: Develop digital, internet-enabled wayfinding and interpretive applications as a part of SNHA's commitment to a robust communications program.

Timeframe and Responsibility: Short-term and continuing action of SNHA staff in consultation with the SNHA Advisory Council and regional and local partners as appropriate. [TOP PRIORITY]

Festivals and Events

Because they offer fresh or unique activities, local festivals and events help attract residents (apt to be rather blasé about their all-too-familiar nearby



sites) as well as visitors and are important in promoting interpretive sites. Discover Lancaster offers “seasonal festivals, wine and food events, local music, cultural happenings and more.” Explore York lists eight “unique and fun reasons to visit.”²⁹ Both tourism agencies offer individual programs and businesses the opportunity to list their events on a readily accessible community calendar. The region’s cultural traditions, historic sites, natural resources, and recreational opportunities are among the interests showcased by these events. SNHA will promote local and regional festivals and events and will relate them to the presentation of storylines wherever appropriate.

Some National Heritage Areas have had good results in creating an annual “doors open” signature event, which is where interpretive sites work collaboratively over a selected period of time to literally open their doors in a coordinated way, often for free, to residents and visitors. The concept has been around for many years and is a familiar approach both across the United States and internationally.³⁰ Both the Essex National Heritage Area’s “Trails & Sails” event (ten days in the fall)³¹ and the Hudson River Valley National Heritage Area’s “Ramble”³² (throughout September) have operated over many years, developing many refinements (and sponsors) over time. Other communities that have had good results in organizing longstanding coordinated special openings of historic sites include Somerset County, New Jersey, whose award-winning “Journey through the Past” expanded from one fall weekend to two and also developed a web-based “virtual journey”³³ and Queen Anne’s County, Maryland, whose all-volunteer Historic Sites Consortium organizes marketing for “first Saturday” openings in the spring, summer, and fall.³⁴

ACTION 3.7.R: Promote and support local and regional festivals and events. Work with partners to further develop and market festivals and events over time.

Timeframe and Responsibility: Medium and long-term action of SNHA, the Interpretation Advisory Group, and partners.

²⁹ FestivalCE presented by York Traditions Bank; Penn-Mar Irish Festival; Street Rod Nationals East; Susquehanna Folk Festival; Pennsylvania Cigar Box Guitar Festival; Yorkfest Fine Arts Festival; Sunflower Festival; and The World’s Greatest Train Meet. <https://www.yorkpa.org/events/annual-events/>, accessed 1/31/22.

³⁰ https://en.wikipedia.org/wiki/Doors_Open_Days

³¹ <https://trailsandsails.org/wp-content/uploads/2019/11/2019-GUIDEBOOK-FINAL-32-PAGES.pdf>

³² <https://www.hudsonrivervalleyramble.com/cmsimages/File/2021-Ramble-booklet-accessible-V1.pdf>

³³ <https://www.co.somerset.nj.us/government/public-works/cultural-heritage/weekend-journey>

³⁴ <https://historicqac.org/>



York County's High Point Vista Park, high above the Susquehanna River (visible in the distance), is an interpretive location for the Native Landscapes theme. (Photo courtesy York County Department of Parks and Recreation)

ACTION 3.7.S: Create a signature, region-wide, ongoing annual event designed to attract local audiences to multiple interpretive sites across the Susquehanna National Heritage Area.

Timeframe and Responsibility: Medium and long-term action of SNHA, the Interpretation Advisory Group, and partners.

3.8. Framework for Education

3.8.1. Relationship of Interpretation to Education

Interpretive programs are learning opportunities that provide great value to visitors – and moreover have great potential to support schools' educational objectives. Understanding the powerful learning possibilities available to visitors, communities, and schools reinforces the educational value of sites across the Susquehanna National Heritage Area.

One researcher focusing on learning opportunities in national parks calls these opportunities "free-choice learning" and observes that,

In museums, national parks, and society as a whole, free-choice learning is often overlooked or undervalued, and certainly underappreciated. Yet free-choice learning is an important component of lifelong, life-wide, and life-deep learning. Free-choice learning experiences form the foundation for what individuals learn and understand about the world – more so than does formal schooling, which tends to end for most between the age of 17 and 22. Arguably, free-choice learning might even play a strong moderating role in what children learn during their years of formal education. In this way, settings such as national parks represent key elements of the public's overall learning ecosystem.³⁵

While National Heritage Areas are not national parks, they have the potential to provide a range of connected settings where visitors share

³⁵ Storksdieck, Martin, and John H. Falk. 2020. "Valuing Free-choice Learning in National Parks." *Parks Stewardship Forum* 36(2): 271–280. <https://escholarship.org/uc/psf>



national-park-like experiences in terms of recreation, family visits, exploration, and discovery. The challenge in a National Heritage Area is that, unlike the development of interpretive programming at national parks and other individual places and sites, the experience of a National Heritage Area is a collective one, provided by many different contributors across a broad landscape.

3.8.2. Approach to Education

Fully staffed interpretive sites are capable of supporting on-site education programs and educational outreach for schools; sites with minimal or all-volunteer staffing have greater difficulty. There is a place for every size and type of organization and site within the heritage area for educational contributions, however, each in accordance with its interests and capabilities. SNHA is committed to enabling interpretive sites throughout both counties to connect directly to schools in order to provide educational programs, including but not limited to school tours and service learning. These programs should offer opportunities for multi-disciplinary, place-based, team learning for students and families that are prized by educators but difficult to present in classroom settings.

SNHA's objective in supporting education is to engage organizations and sites that wish to participate in the National Heritage Area by coordinating, sustaining, and improving their educational programming. Such programs should be based on the Pennsylvania Curriculum Framework³⁶ and aligned with the themes of the Susquehanna National Heritage Area.

SNHA will also encourage engagement with regional universities and colleges, a number of which offer programs that could bring students and researchers to interpretive sites for tours, research, and other activities:

- Keystones Oral Histories Series, York College
- Young Center for Anabaptist and Pietist Studies, Elizabethtown College
- Atlantic World Center and archeology program, Millersville University
- Public Heritage and Museum Studies, Penn State Harrisburg

A key partner in SNHA's own educational endeavors to date, focused on the Susquehanna River and based out of the Zimmerman Center (also supported by the Columbia Crossing River Trails Center), has been the Captain John Smith Chesapeake National Historic Trail (CAJO). CAJO has provided funding for a National Park Service position for a teacher-ranger and several "Junior Ranger" publications popular with students and families. As of the



(Junior Ranger badge photo courtesy National Park Service, <https://www.nps.gov/cajo/learn/kidsyouth/index.htm>)

³⁶ The Curriculum Framework is a building block of the Standards Aligned System (SAS) as developed by the Pennsylvania Department of Education. See www.pdesas.org and <https://www.pdesas.org/CMap/Cframework/>.

Schoolchildren are an important audience for SNHA programs. SNHA has provided educational classes for more than 2,000 students. (Photo by SNHA)



writing of this Management Plan, SNHA has provided learning opportunities to more than 2,000 students.

As appropriate and as funds are available, SNHA will provide information about models and best practices and other technical assistance and mentoring, programmatic support, and matching grants. Funds from foundations, corporations, and other entities can be targeted to support local educational initiatives for the benefit of students and residents of Lancaster and York Counties.

ACTION 3.8.A: Continue to provide and develop SNHA school programs focused on the Susquehanna River in collaboration with the Captain John Smith Chesapeake National Historic Trail (CAJO).

Timeframe and Responsibility: Ongoing action of SNHA in partnership with CAJO. [TOP PRIORITY]

ACTION 3.8.B: Implement a program of guidance and assistance to organizations and sites that wish to undertake educational programs that use the Pennsylvania Curriculum Framework to support and enhance school curricula aligned with the themes of the Susquehanna National Heritage Area. Encourage organizations and sites to implement programming that fills out educational opportunities heritage area-wide.

Timeframe and Responsibility: Mid-term action of SNHA, the Interpretation Advisory Group, and partners.

ACTION 3.8.C: Support partners in their engagement with university and community college programs.

Timeframe and Responsibility: Mid-term action of SNHA, the Interpretation Advisory Group, and partners.



Chapter 4 – *Conserving this Place*

This chapter presents a plan for encouraging historic preservation and the conservation of land and communities in the Susquehanna National Heritage Area, providing strategies and recommendations for addressing the needs of natural, historic, and landscape resources. This is not, however, an effort that the local coordinating entity of the Susquehanna National Heritage Area (SNHA) can achieve alone. Rather, the plan offered in this chapter builds on existing efforts of local and state governments and nonprofit organizations. Many of those existing efforts are described in Chapter 2, *Understanding this Place*.

The foundation on which all such efforts are built in the Commonwealth of Pennsylvania is powerful, indeed. In 1971, by a four-to-one margin, the state’s voters ratified what is now Article I, Section 27 of Pennsylvania’s constitution, known as the Environmental Rights Amendment:

The people have a right to clean air, pure water, and to the preservation of the natural, scenic, historic and esthetic values of the environment. Pennsylvania’s public natural resources are the common property of all the people, including generations yet to come. As trustee of these resources, the Commonwealth shall conserve and maintain them for the benefit of all the people.

Thus, Pennsylvanians have a major claim on the expectation that the resources on which their communities and quality of life depend will be conserved and maintained. The Susquehanna National Heritage Area offers a new opportunity across Lancaster and York Counties for enhancing the preservation of historic resources and traditions (“historic preservation”),

Photo: The Kise Mill Bridge (1915) over Bennett Run in Newberry Township, York County. Added to the National Register of Historic Places in 1988, it was completely repaired according to the Secretary of the Interior’s Standards for the Treatment of Historic Properties in 2014. The three-year repair project assures that it will be fully functional for decades to come. (Photo courtesy Heritage Strategies, LLC)



Adaptive use is an important technique for preserving historic buildings. Here, 102 Church Avenue (1889) served as home to the Ephrata Church of the Brethren until 1960. In 2013, J&S Property LLC, converted the 12,000-square-foot property – most recently used as an office – to eight luxury apartments. (Photo courtesy Heritage Strategies, LLC)

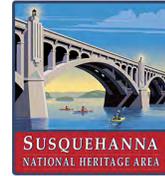
conserving natural lands and farmland (“land conservation”), and sustaining communities’ development and economies, in ways that in turn support preservation and conservation (“community sustainability”).

Over the last half-century, the nation’s preservation and conservation leaders and their constituencies have achieved a great deal. At the local and state levels, where the work is undertaken to preserve and enhance historic buildings, land, and community sense of place, critical tools have evolved: easements, Main Street development rehabilitation tax credits, greenways, scenic byways, and many other ideas, both regulatory and voluntary.

Conservationists and preservationists can do more, however, especially by working together, to build greater public appreciation and enjoyment of the resources they wish to protect – and in so doing are more likely to achieve more results on the ground.

Heritage areas have also evolved in roughly that same timeframe, since the first heritage area was created in 1983. Today they offer way to stimulate even greater results on the ground in the next three decades and beyond. They educate the public, build a sense of place and regional identity, and stimulate partners’ capacity-building. They also encourage joint action among nonprofits and local governments and enhanced preservation and conservation projects that no single organization might seek on its own.

In addition, in the last three decades, the concept of “large landscapes” – often across multi-state regions – has stimulated the development of approaches for stitching together and further supporting initiatives that previously might have been regarded as unrelated. Provided with greater context, such initiatives gain greater power – think of the preservation of the entire Susquehanna River, for example, not to mention the Chesapeake Bay watershed. The Pennsylvania Highlands and the Susquehanna National Heritage Area similarly describe large, multi-jurisdictional landscapes.



Ecologists studying the natural resources of Lancaster and York Counties have remarked on the fact that the health of individual natural areas is dependent on the integrity of larger scale systems – and the same is true for historic buildings, communities, and landscapes. The qualities of such places are enhanced when multiple resources and whole areas or neighborhoods are well-maintained and well-used.

4.1. Foundation for Preservation and Conservation

The primary foundation document for the Susquehanna National Heritage Area is its designating legislation, with which this management plan must align. The vision, mission, and goals derived from that legislation, presented in full in Chapter 1, provide the basis for the approaches and topics described in this chapter.

4.1.1. Designating legislation

The management plan for the Susquehanna National Heritage Area must meet requirements outlined in its designating legislation in order to be approved by the Secretary of the Interior. The legislation is organized into two major subsections related to these requirements, Administration (§6001(b)), and Management Plan (§6001(c)).

In terms of administration that supports preservation and conservation, the legislation authorizes the Secretary of the Interior, acting through SNHA as the local coordinating entity, to use funds made available to the Susquehanna National Heritage Area through the authority of the legislation (and later further allocated through budgeting by Congress and the National Park Service) in order to:

- Make grants to the State or a political subdivision of the State, Indian Tribes, nonprofit organizations, and other persons;
- Enter into cooperative agreements with, or provide technical assistance to, the State or a political subdivision of the State, Indian Tribes, nonprofit organizations, and other interested parties; and
- Undertake to be a catalyst for any other activity that furthers the National Heritage Area and is consistent with the approved management plan. (b.1.A,B, and F)

Furthermore, the legislation states that SNHA is to assist “Federal agencies, the State or a political subdivision of the State, Indian Tribes, regional planning organizations, nonprofit organizations and other interested parties” in carrying out the approved management plan by implementing programs and projects that recognize, protect, and enhance important resource values

The Susquehanna National Heritage Area’s management plan must incorporate an integrated and cooperative approach for the protection, enhancement, and interpretation of the Susquehanna National Heritage Area’s natural, cultural, historic, scenic, and recreational resources. — John D. Dingell, Jr. Conservation, Management, and Recreation Act, Public Law No. 116-9, §6001(c)(2)(A)

Goals for the Susquehanna National Heritage Area

All nine of the goals in this Management Plan concern preservation and conservation, supporting its fulfillment of requirements of the Susquehanna National Heritage Area's federal designating legislation for resource protection:

Who We Are: Resources and Identity

- **Goal 1:** Sustain and enhance **the sense of place and identity** experienced across the entire National Heritage Area.
- **Goal 2:** Foster storytelling, learning, and research that **enable audiences to enjoy and appreciate the National Heritage Area's history and historic sites, natural resources, and communities.**
- **Goal 3:** Focus on how the Susquehanna River has shaped the **natural landscape** and humans' response to that landscape.
- **Goal 4:** Encourage greater public awareness of the **importance of the National Heritage Area's resources and identity.**

What We Are Working Toward: Benefits

- **Goal 5:** Foster **healthy natural resources** and healthy human relationships with those resources.
- **Goal 6:** Emphasize the importance of the National Heritage Area's **resources and identity** to its economic vitality and attraction as a unique place to live, work, invest, and visit.
- **Goal 7:** Make it easy for those moving around the National Heritage Area to find their way and maintain an awareness of the region's **resources and identity.**

How We Work Together: Organization and Action

- **Goal 8:** Build the capacity of organizations, communities, and networks to work in concert with the **vision, mission, and goals** of the National Heritage Area.
- **Goal 9:** Build a strong and diverse constituency of partnerships and supporters that can act to protect and enhance the National Heritage Area's **resources and identity.**

(b.2.B.i) and increase public awareness of, and appreciation for, historical, natural, scenic, and cultural resources (b.2.B.iv). SNHA is also authorized to promote a wide range of partnerships among the Federal Government, State, Tribal, and local governments, organizations, and individuals to further the National Heritage Area (b.2.B.vii).

Specific to historic resources, SNHA is also required to assist partners and stakeholders in carrying out the approved management plan by protecting and restoring historic sites and buildings that are consistent with Susquehanna National Heritage Area themes (b.2.B.v; themes are described in Chapter 3).

It should be noted that this management plan regards the opening statement in §6001(b)(2)(B), concerning the SNHA's duties, as describing a shared arrangement, in which both SNHA and its partners and stakeholders are to be regarded as "carrying out the approved management plan" through the various activities listed in that subsection and described in the immediately preceding paragraphs here.

In the section describing the contents and expectations of the management plan, the legislation gives the general direction that it must incorporate an integrated and cooperative approach for the protection, enhancement, and interpretation of the Susquehanna National Heritage Area's natural, cultural, historic, scenic, and recreational resources and must moreover consider federal, state, local, and tribal plans and treaty rights (c.2.A-B). The legislation also requires the plan to include an inventory of resources and of any other property that is related to the themes of the National Heritage Area and should be preserved, restored, managed, or maintained because of the significance of the property (c.2.C.i). The plan must also include comprehensive policies, strategies, and conservation, funding, management, and

recommendations for development (c.2.C.ii).



The plan is required to provide a description of the actions that partners and stakeholders have agreed to take to protect natural, historical, cultural, scenic, and recreational resources (c.2.B.iii) and a program of implementation for the SNHA “to facilitate ongoing collaboration among partners to promote plans for resource protection, restoration, and construction,” including specific commitments by SNHA and “any government, organization, or individual” for the first five years (c.2.B.iv).

The management plan should recommend policies and strategies for resource management that consider and detail the application of appropriate land and water management techniques, including the development of intergovernmental and interagency cooperative agreements to protect the Susquehanna National Heritage Area’s natural, historical, cultural, educational, scenic, and recreational resources. (c.2.D). Under the criteria for its approval, the plan must demonstrate that its resource protection strategies, if implemented, would adequately protect the National Heritage Area’s historical and cultural resources (c.4.B.iii).

This management plan directly addresses the designating legislation’s requirements for the preservation and conservation of the nationally important resources of the Susquehanna National Heritage Area through the information, strategies, and actions outlined in this chapter.

4.1.2. Partners in Preservation and Conservation

Chapter 2 describes the strong foundation of organizations, relationships, and projects that will allow SNHA to participate in preserving and conserving significant resources across both counties. Principal partners in the entire enterprise of preserving, enhancing, and promoting the resources that contribute to the Susquehanna National Heritage Area’s identity and sense of place are the two county governments, especially their planning commissions. Both the appointed officials and staffs for the Lancaster County Planning Commission and the York County Planning Commission have been at work for many years to preserve the natural, cultural, historic, scenic, and recreational resources that the Susquehanna National Heritage Area’s legislation seeks to protect. They have created plans and programs that encourage municipalities – in Pennsylvania, the governments principally responsible for land use management – to preserve these resources. The commissions are involved in all three of the activities described in this chapter, historic preservation, the conservation of land and environmental quality, and encouraging community sustainability through growth management. Other partners in these endeavors are briefly described below in their respective sections.

4.2. General Approach to Resource Protection

To encourage the hundreds of local governments and nonprofit organizations across the Susquehanna National Heritage Area to engage vigorously in preservation, conservation, and community sustainability,

SNHA must use its limited resources strategically – as much as possible in alliance with the two county planning commissions. The two counties’ comprehensive plans and their programs to guide municipalities in undertaking historic preservation, land conservation, and community sustainability deserve reinforcement through SNHA’s actions.

4.2.1. SNHA’s Roles and Strategies to Support Resource Protection

In general, with regard to resource protection, SNHA will focus on three roles: maintaining robust communications for and among partners, engaging with partners, and making grants. All of these topics are further addressed in Chapter 6, Management, which provides detailed actions to support the following strategies.

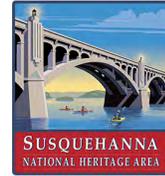
SNHA Communications

SNHA’s approach to preservation and conservation will be centered on its robust role in interpretation and communications as described in Chapter 3, which will be deployed to collaborate with others in advocating to build public awareness of historic resources and their need for preservation.

Chapter 3 delineates three roles for SNHA, one of which is parallel to the coaching role described below, “outreach to partners.” Two other interpretive roles for SNHA are as “interpreter,” providing direct interpretation to many audiences through its facilities and programs, and as “interpretive partner.” This last involves increasing SNHA’s capacity to produce high-quality, innovative, and technologically adept communications. This capacity can be directed not only toward the regional storytelling function that lies at the heart of this concept, but also toward supporting partners that are pursuing preservation and conservation by fostering their networking and sharing useful information.

In addition, through its communications program and messaging in general, SNHA can shine a light on positive action across the Susquehanna National Heritage Area, by calling attention to others’ good deeds and offering periodic awards and celebratory events. Those undertaking the heavy labor in the metaphorical preservation and conservation vineyard deserve accolades and beneficial public notice. In the words of one heritage area observer, “we may not be able to TAKE credit for the actions of others, but we can GIVE credit.” SNHA’s storytelling role will include contemporary stories that will help the public, local community leaders, and other audiences to understand that the outstanding character and nationally important resources of the Susquehanna National Heritage Area have been preserved and enhanced, not by accident but by deliberate action and public investment.

ACTION 4.2.A: Develop a robust communications program and messaging to ensure that the public, local community leaders, and other



audiences understand the outstanding character and nationally important resources of the Susquehanna National Heritage Area and the extent of the work being done to protect natural, cultural, historic, scenic, and recreational resources.

Timeframe and Responsibility: Short-term and continuing action of the Board of Directors and staff in consultation with the SNHA Advisory Council. [Best Practice³⁷]

SNHA Outreach to Partners

In its one-on-one relationships, SNHA will maintain an open-door policy to learn about each community's needs and to bring a regional perspective to varied opportunities at the local level, maintaining strong relationships over time. Once each community or organization understands the potential of participating in the heritage area and has educated SNHA about its needs, each can choose projects and build individual momentum.

The most powerful way for SNHA to exert influence across the multiplicity of nonprofit and governmental actors described here is to pursue the role of a coach, working to build a team of partners who will work together and reinforce one another in enhancing, promoting, and preserving place-based identity. Ways to fulfill the coaching role include providing an information clearinghouse, fostering peer-to-peer networking and partnerships, and providing continuous feedback on progress in implementing this management plan. SNHA services for preservation and conservation partners are also expected to include training, strategic planning, consultation on program design, periodic gatherings, and other activities to engage partners. Simply being available to help identify opportunities and providing a boost for taking critical first steps can be effective elements of fulfilling this role.

SNHA Grants

SNHA also intends to offer competitive matching grants to local governments and nonprofit organizations seeking to undertake planning, surveys, and other projects to support historic preservation, land conservation, community sustainability, or any combination of these. Grant program design is described in Chapter 6 and will apply to interpretation as well as resource protection. For resource protection, the program is to be designed to:

- Support partners' protection of nationally significant natural, cultural, historic, scenic, and recreational resources;
- Enable partners to protect and restore historic resources consistent with Susquehanna National Heritage Area interpretive themes; and

³⁷ Actions noted as "best practice" are primarily administrative in nature; they are generally regarded as a matter of course for SNHA but important to state and track.

The Lancaster Conservancy's Welsh Mountain Nature Preserve is an example of a nationally significant resource located beyond the Susquehanna River corridor, as it is within the Pennsylvania Highlands, part of the federally recognized greenbelt (see Chapter 2). (Map courtesy Lancaster Conservancy)



- Support partners' protection of natural, cultural, historic, scenic, and recreational resources within the Susquehanna River corridor.

"Other projects" might include acquisition. It should be noted, however, that under its federal National Heritage Area legislation, SNHA is prohibited from using its National Heritage Area funding to buy "real property or any interest in real property."³⁸ Moreover, any funding raised by SNHA, federal or not, National Heritage Area or not, cannot be expected to go far when it comes to aiding in the acquisition of real estate or real estate interests.

Nevertheless, SNHA stands ready to support partners as appropriate and feasible in "protecting and restoring historic sites and buildings in the National Heritage Area that are consistent with National Heritage Area themes" (b.2.B.v), including through acquisition, and especially where nationally important historic resources are threatened. SNHA's acquisition

³⁸ Even though the mandate in the legislation to pursue "protecting and restoring historic sites and buildings in the National Heritage Area that are consistent with National Heritage Area themes" (§6001(b)(2)(B)(v)) would seem to imply acquisition of historic real estate in order to achieve protection, §6001(b)(3) reads in full: "PROHIBITION ON THE ACQUISITION OF REAL PROPERTY.—The local coordinating entity shall not use Federal funds made available under subsection (g) to acquire real property or any interest in real property." (Subsection (g) authorizes an appropriation of up to \$1 million annually, limited to \$10 million over not more than 15 years since the passage of the legislation.) Note that this does not prohibit SNHA from using other federal funding from other kinds of legislation or sources to acquire real property. This language is generally read broadly as also prohibiting grants to other organizations by SNHA from Subsection (g) any funds for the acquisition of real property or any real property interest (typically, the latter would mean easements).



of Mifflin Farm is an example of such an action, although in that case, because SNHA could make use of the property itself, it took the lead in saving the property. (In the future, SNHA is far less likely to acquire other properties directly.) SNHA will also continue to work with partners on the protection of natural and recreational lands in the Susquehanna corridor (for both the Riverlands and Greenway initiatives). SNHA will also extend its support to land conservation outside the river corridor where nationally significant natural resources are involved.

ACTION 4.2.B: Establish a program to award matching grants and other assistance to partners in order to support protection of natural, cultural, historic, scenic, and recreational resources consistent with the Susquehanna National Heritage Area’s designating legislation.

Timeframe and Responsibility: Short-term and continuing action of the Board of Directors and staff in consultation with the SNHA Advisory Council. [TOP PRIORITY]

4.2.2. Staffing

In all of these roles, SNHA must build a proficient, knowledgeable staff across an interdisciplinary range of subjects, and maintain the staff’s effectiveness and continuity with sufficient resources and management capacity. The staff must be adaptable enough both to build relationships with individual partners and pursue SNHA’s heritage area-wide programs. They must operate with a deep understanding of how leadership works in a heritage area where partners are expected to pursue most of the work at the local level. They must also understand how the heritage area’s own programs support both partners and the regional vision, with a strong sense of how maintaining a comprehensive interpretive context as described in Chapter 3 will result in greater resource protection.

As described in Chapter 6, Management, program design for partner assistance will not only augment the staff’s capacity with additional positions meant to coordinate and provide direct assistance, but also recognize that all staff positions conceivably could be able to offer aid to partners. Defining the role of the entire staff as one of serving the entire region will be an important element of continuing to build an effective internal team culture. Such a culture is defined as one where all are focused on the entire SNHA mission while doing their individual parts – rather than leaving partner assistance to the few staff positions to be added as a result of National Heritage Area status.



Through the African American Cultural Heritage Action Fund, the National Trust for Historic Preservation is undertaking a long-term initiative, “Documenting Chesapeake Watershed Sites and Landscapes Important to African Americans,” or the Chesapeake Mapping Initiative. This effort is a collaboration between the National Trust; the National Park Service Chesapeake Bay; the states of Maryland, Pennsylvania, and Virginia; and the Chesapeake Conservation Partnership, working together to identify and map sites and landscapes significant to African American history in the watershed.

The Chesapeake Mapping Initiative is intended to ensure that places important to African Americans are better represented in historic preservation and land conservation priorities in the Chesapeake Bay region, and ultimately that more of these places are recognized and protected.

The Pennsylvania Historical and Museum Commission’s Baseline Survey Effort 2020-2024 kicked off in 2020 with a particular focus on identifying African American churches and cemeteries. A complementary crowdsourcing effort that began in 2022 asks communities in south-central Pennsylvania to share their knowledge of places that are connected to African American history.

(Source, photo and text: <https://savingplaces.org/chesapeake-mapping#.YnZ32hPMKqk>; original source of the photo of an African American family in the Welsh Mountains is LancasterHistory.)

4.3. Historic Preservation

4.3.1. Existing Conditions

The local governments of both counties and the region’s two cities of Lancaster and York have well-established goals and programs for historic preservation as described in Chapter 2. In addition, as noted in the description above of preservation partners, PHMC makes regional outreach readily available and advocacy organizations at the state and county levels can also be supportive.

In Pennsylvania, however, county programs do not control municipal land use, where historic preservation regulation takes place. The critical borough- and township-level programs needed to support historic preservation are uncommon. As an indicator of this, Certified Local Government (CLG) status – the “gold standard” for local government historic preservation programs – is limited in its presence across the Susquehanna National Heritage Area. Besides the two cities, both of which have achieved CLG status (York, designated 9/22/86; Lancaster, 2/9/90), only two other municipalities are CLGs, Strasburg (2/19/08) and Lancaster Township (9/30/09). Designation of the Borough of Columbia is pending.

As another indicator, no designated Main Street communities exist in either county – including the two cities. To be fair, Pennsylvania’s Main Street program, which is supported by Pennsylvania Downtown, Inc., and is part of the Department of Community and Economic Development’s Keystone Communities program, has especially strict criteria compared to those found in other states. In Pennsylvania, applicants must demonstrate “a sustainable funding stream to employ the full-time manager for five years.”

Happily, adaptive use has become more prevalent – recently, even regarded as “cool” in addition to sensible. The York County History Center is set to move in 2023 (consolidating from multiple structures in use currently) to a rehabilitated early steam electric plant, modeling



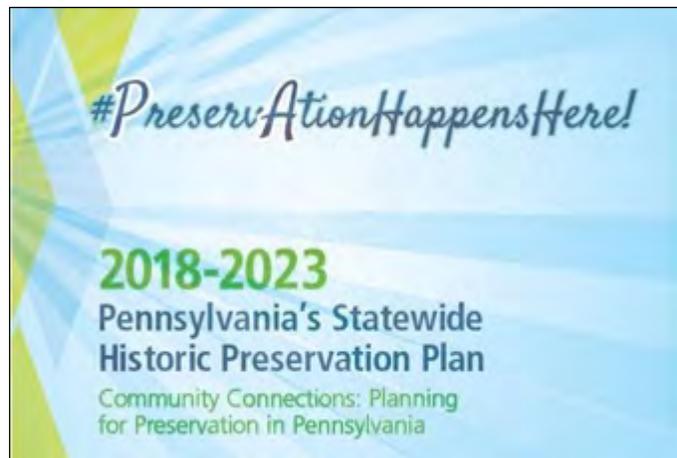
the virtues of using repurposed historic structures for new uses. For private developers of eligible historic structures used for commercial purposes, such projects can be supported by federal and state tax credits for qualified rehabilitation expenditures. Thus, useful older buildings such as the City of Lancaster’s many large brick tobacco buildings are being repurposed with the help of rehab tax credits. Technical assistance for taking advantage of the rehab tax credits is readily available from PHMC, Preservation Pennsylvania, and both county historic preservation advocacy organizations.

4.3.2. Federal and State Preservation Programs

Over the last hundred years and especially since passage of the National Historic Preservation Act of 1966, as amended (NHPA), the federal government has established historic preservation programs in recognition of its responsibility to protect historic and cultural resources on federally owned lands and on other lands where federally sponsored activities are undertaken. Together, these programs have evolved into a comprehensive national historic preservation program.

The cornerstone of the national program is the NHPA. It establishes as federal policy that the government will provide leadership in the preservation of historic resources and will administer a national preservation program in partnership with states, Native American tribes, and local governments. The National Park Service is generally the lead agency for the federal government in operating the program. It works with the national Advisory Council on Historic Preservation, which oversees federal agencies’ participation in environmental compliance for federal and state projects and resolves conflicting opinions that rise to its national review.

The NHPA establishes a partnership through which a State Historic Preservation Officer (SHPO) in each state administers the national historic preservation program at the state and local levels. In Pennsylvania, the Executive Director of the Pennsylvania Historical and Museum Commission (PHMC) is the SHPO, and the Pennsylvania State Historic Preservation Office (PA SHPO) is the backbone of the national historic preservation program in Pennsylvania. It connects the national program to the local level and customizes it to state and local circumstances and interests.



The PA SHPO manages a number of national level programs in Pennsylvania of direct relevance to local communities, including the National Register of Historic Places, Certified Local Government (CLG)



Lancaster’s Spanish American Civic Alliance (SACA) developed General Cigar Place at the corner of southeast Lancaster’s Chester and South Lime Streets in the early 2000s. The first floor, known as the Shops at General Cigar Place, includes SACA’s administrative and business offices including human resources, board meeting room, Radio Centro WLCH 91.3 FM, and Nuestra Clinica education and prevention program. The second, third, and fourth floors consist of 30 affordable apartment units that are specifically available to families at 40%, 50% and 60% of median income levels as designated by the U.S. Department of Housing and Urban Development for the Lancaster County area. This property was redeveloped with a combination of a Federal Low Income Housing Tax Credit, foundation support, bank financing, local and state government grants, and the Federal Rehabilitation Investment Tax Credit, which required that the project follow the Secretary of the Interior’s Standards for the Treatment of Historic Properties with reviews of development plans by the PA SHPO and National Park Service (<https://www.nps.gov/tps/standards.htm>). (Photo courtesy Spanish American Civic Alliance)

designation, the federal Historic Tax Credit, and environmental compliance for federal and state projects (sometimes called “Section 106” for the original name of the provision in the NHPA).

Additionally, the PA SHPO manages a set of complementary state-level preservation programs, including technical assistance to local communities, planning and project grants, and the state Historic Tax Credit. Pennsylvania’s popular Historical Marker Program is also under this office.³⁹ The PA SHPO has developed Pennsylvania’s Statewide Historic Preservation

³⁹ <https://www.phmc.pa.gov/Preservation/Historical-Markers/Pages/default.aspx>



Plan 2018-2030 to prioritize and guide preservation partnerships and actions throughout the state.⁴⁰

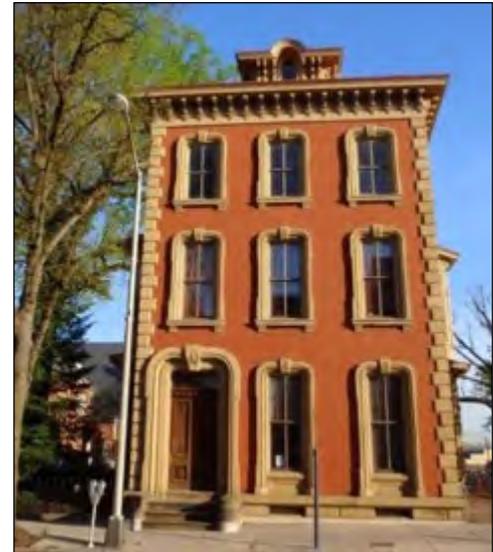
Historic Preservation Partners

SNHA's partners in historic preservation include the two county planning commissions and the Pennsylvania Historical and Museum Commission (PHMC). Another key partner is Preservation Pennsylvania, the nonprofit statewide organization advocating for historic preservation action.⁴¹ Lancaster County also has a nonprofit historic preservation advocacy group, the Historic Preservation Trust of Lancaster County, which works to promote preservation policies and financial incentives, particularly at the local level, and holds preservation easements on significant properties across the county.⁴² A similar organization for York County is Historic York, Inc., whose programs include a "revolving fund," a program to acquire threatened properties and re-sell to preservation-minded buyers.⁴³

While in general historical societies are not necessarily set up to pursue historic preservation initiatives, the two county-wide historical societies, LancasterHistory and York County History Center – described in Chapter 3 where they are leading partners for interpretation – are also important supporters for SNHA's role in historic preservation. Moreover, Preservation Pennsylvania reports that the Southern Lancaster County Historical Society is also interested in historic preservation.⁴⁴ The many other historical societies across the region may also be resources for particular historic preservation initiatives.

Pennsylvania's Historic Resources Inventory

The PA SHPO manages a statewide online historic resource inventory called PA-SHARE. The inventory data has been provided to the Lancaster and York county planning commissions and is available for use in regional and local municipal planning. Its primary purpose is to facilitate



Threatened by demolition in the early 1970s, this prominently sited, elaborately styled Victorian-Italianate Billmeyer, or York House, built in 1860 at 225 East Market Street in the City of York, prompted the formation of Historic York, Inc., the nonprofit preservation advocacy organization serving both city and county. The house was listed in the National Register on November 10, 1970. Owners of one of the smaller car builders before the Civil War, Charles Billmeyer and his partner David E. Small specialized in the construction of wooden, narrow-gauge cars for both passenger and freight use. (Photo contributed by Dianne Bowers of York, PA; site information and photo both are courtesy ExplorePAHistory.com.)

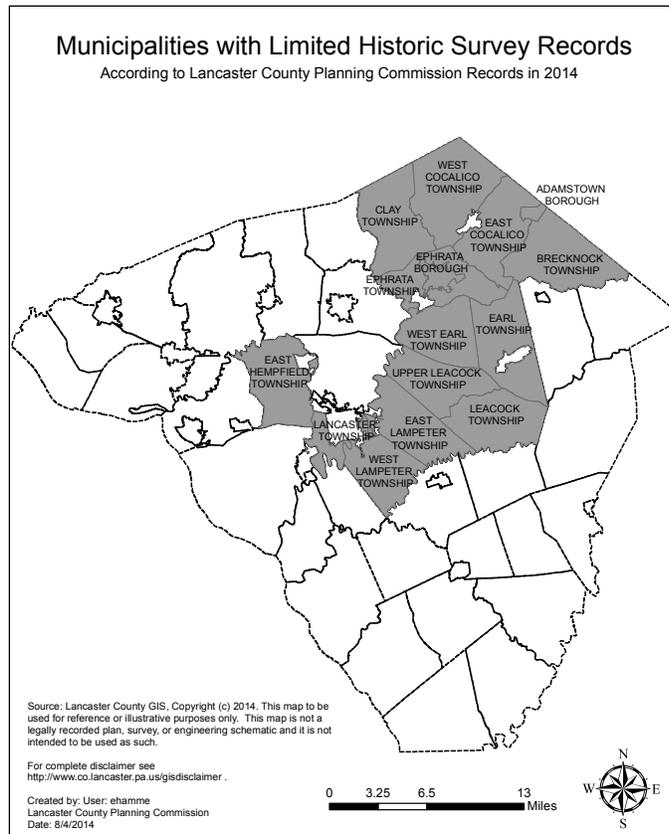
⁴⁰ <https://www.phmc.pa.gov/Preservation/Preservation-Plan/Pages/default.aspx>

⁴¹ <https://www.preservationpa.org/>

⁴² <https://hptrust.org/>

⁴³ <https://www.historicyorkpa.org/>

⁴⁴ <http://www.southernlancasterhistory.org/>. The organization's territory runs from Fulton Township on the Maryland border, north to Willow Street, west to Kirkwood and Drumore on the Susquehanna River, and East to Christiana.



environmental compliance for federal and state funded projects with respect to historic resources.

Most of the PA-SHARE data is related to the identification of National Register listed and eligible resources and has been developed over the years in conjunction with surveys associated with federal and state transportation and utility projects. Survey areas and designated National Register historic districts are shown along with resources that have been identified but not yet evaluated for National Register eligibility. This includes the identification of historic canals and railroads that have been important to regional and national history.

The preparation of municipal-level historic resource inventories is essential to support local planning. PA-SHARE is an essential starting point in identifying historic resources within a community. However, it does not provide the

complete picture of significant historic resources at the local level that is needed for municipal planning. Many more resources are present than are identified at the state level. Additionally, National Register eligibility is not the sole criterion for determining the significance of a historic resource at the local level. Many historic resources that are significant locally and should be preserved may not be eligible for listing in the National Register.

4.3.3. Historic Preservation Strategy

SNHA will join in the decades of community and individual effort that has preceded the Susquehanna National Heritage Area's establishment in order to help preserve historic resources. Following from the three-part strategy for resource protection in general as articulated above – communications, partner outreach, and grantmaking – SNHA will (1) build public awareness of historic resources and their need for preservation through its own communications and in collaboration with others; (2) support and train advocates and local governments; and (3) advocate or act, or support others' advocacy or action where appropriate to save endangered historic properties of significance to Susquehanna National Heritage Area's interpretive themes, as described in Chapter 3.

This management plan recognizes that historic preservation is a critical and ongoing need within the region, but is choosing to prioritize investment in interpretation during the first phase of implementation. The reasoning is that



interpretive programs are critical to building public appreciation for the region's history and the resources that express that history, which is needed to underpin the concerted action required to stimulate greater historic preservation.

Updating Historic Resource Inventories

Conversely, however, greater information is needed about historic resources across both counties in order to support more robust interpretive programs and historic preservation. Existing inventories need to be updated, and under-represented property types and histories need to be surveyed and added to those inventories. The map created by the Lancaster County Planning Commission in 2014 [(shown at left)] is one indicator of the need to update surveys, especially in the municipalities indicated.

Moreover, PA-SHARE reports that Lancaster's surveyed resources number 6,541, of which 607 are currently considered eligible for listing in the National Register of Historic Places; of 191 districts currently surveyed, 38 are listed and another 43 are eligible. York's numbers are 7,249 resources (514 eligible) and 102 districts, with 22 listed and another 22 eligible. Thus, of above-ground resources, 34% of above-ground resources in Lancaster that have been surveyed and found to be eligible are actually listed in the National Register; York is at 19%. Surprisingly few historic sites and districts in total are listed in the National Register in either county; Lancaster has 214 properties listed (25 of which are railroad rolling stock), with just ten listed since 2004; and York County has 98, with just six listed since 2004.⁴⁵

The most significant point in the data recited in the preceding paragraph may be that few listings in the National Register have taken place since 2004. While National Register listings need not be (and usually should not be) the aim of surveys of historic resources, the scarcity of listings since 2004 can be considered an indicator of the lack of up-to-date surveys. An up-to-date survey completed by Erie County, PA, in 2014, offers a model for what should be possible in York and Lancaster counties.⁴⁶

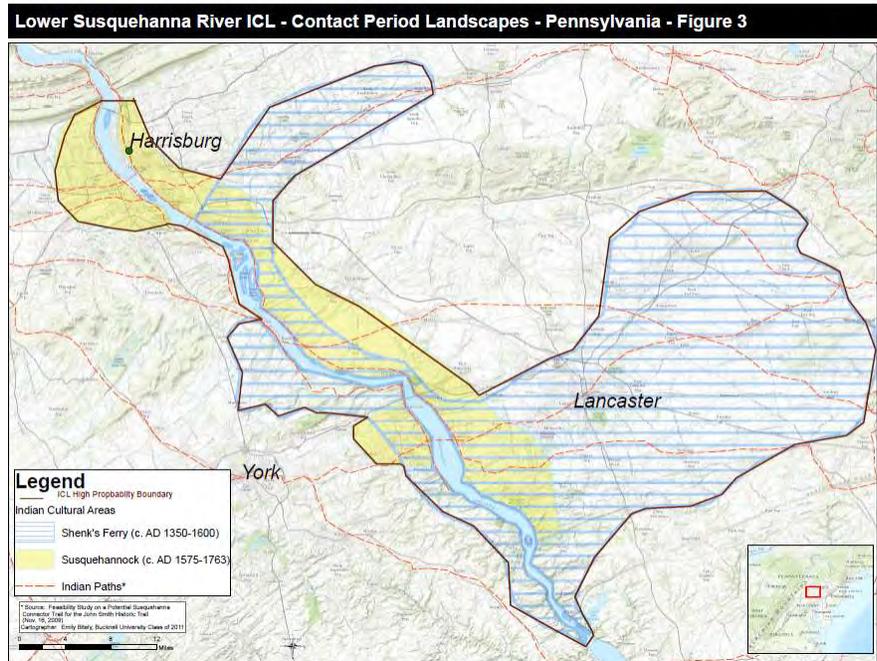
A municipal or multi-municipal historic resource inventory is the first step in identifying which strategies will have the most impact in the protection of historic and cultural assets and community character. The inventory identifies the types, conditions, locations, and interrelationships between resources and the community as a whole. Regulatory tools and incentive programs discussed in the next section are built from the inventory.

⁴⁵ The simplest way to see the most current listing of National Register sites in each county is to check Wikipedia:

https://en.wikipedia.org/wiki/National_Register_of_Historic_Places_listings_in_Lancaster_County,_Pennsylvania and

https://en.wikipedia.org/wiki/National_Register_of_Historic_Places_listings_in_York_County,_Pennsylvania. Note that accuracy is greater with PA-SHARE.

⁴⁶ <http://www.eriebuildings.info/>.



In the first phase of implementation of this management plan, SNHA will work with the two county planning commissions and PHMC to develop an approach for supporting surveys, either municipality by municipality (or groups of municipalities) or county-wide, and making the data thus gathered fully digitally accessible to researchers, interpreters, and planners.

Exploring Indigenous Cultural Landscapes

The landscape of the Lower Susquehanna watershed – the entirety of the two counties – is rich with archeological sites, particularly in the river corridor. In an interview concerning the scope of this Management Plan and tribal consultation, Susan Bachor, the Tribal Historic Preservation Officer (THPO) for the Delaware Tribe of Indians – and an archeologist whose master’s thesis covered Lancaster and York Counties, focusing on the period prior to European contact – has remarked that especially in Lancaster County, it is possible for a project to encounter an archeological site almost anywhere.

Furthermore, the Captain John Smith Chesapeake National Historic Trail (CAJO) has supported study of “indigenous cultural landscapes,” defined by the National Park Service as “made up of the cultural and natural resources that would have supported the historic lifestyles and settlement patterns



The Blue Rock Heritage Center south of Washington Boro in Manor Township is noted in the Captain John Smith Chesapeake National Historic Trail’s 2015 study of indigenous cultural landscapes as an important site that “provides a riverside location to tell the story of the nearby Susquehannock and Shenks Ferry village and towns. Also provides access to the river and specifically the Conejohela Flats an important bird habitat. Tells the story of the area’s rich agricultural heritage through the 1832 Witmer Grist Mill.” (Photo courtesy Heritage Strategies, LLC; quote from Barrett and Kramer, p. 38)



of an Indian group as a whole.”⁴⁷ This information can be used to support project planning as well as interpretation (see text and sidebar, Chapter 3, p. 97).

ACTION 4.3.A: Establish a program to support the development of surveys, updated inventories, and other research to provide information that will support interpretation of the Susquehanna National Heritage Area’s themes and historic preservation and archeological planning at the municipal, tribal, and state levels.

Timeframe and Responsibility: Mid-term and continuing action of the staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, municipalities, the Pennsylvania Historical and Museum Commission, and Tribal Historic Preservation Officers. [TOP PRIORITY]

National Register Nominations

The National Register of Historic Places is the nation’s official list of historic properties meeting a recognized level of professional criteria. The National Register is managed by the National Park Service with support from the PA SHPO. Listing in the National Register is an honorary recognition and does not place any obligation or restrictions on property owners.

Listing does, however, bestow official professional recognition of the historical significance of a property. Additionally, it can help to protect a property from certain types of federal and state government actions, such as transportation projects, utility corridors, and other types of infrastructure and construction activity. It also enables owners of commercial properties to make use of federal and state rehabilitation tax credits for qualified rehabilitation work. A map displaying the distribution of National Register-listed properties is displayed on p. 141 (a larger version is available in Appendix 6).

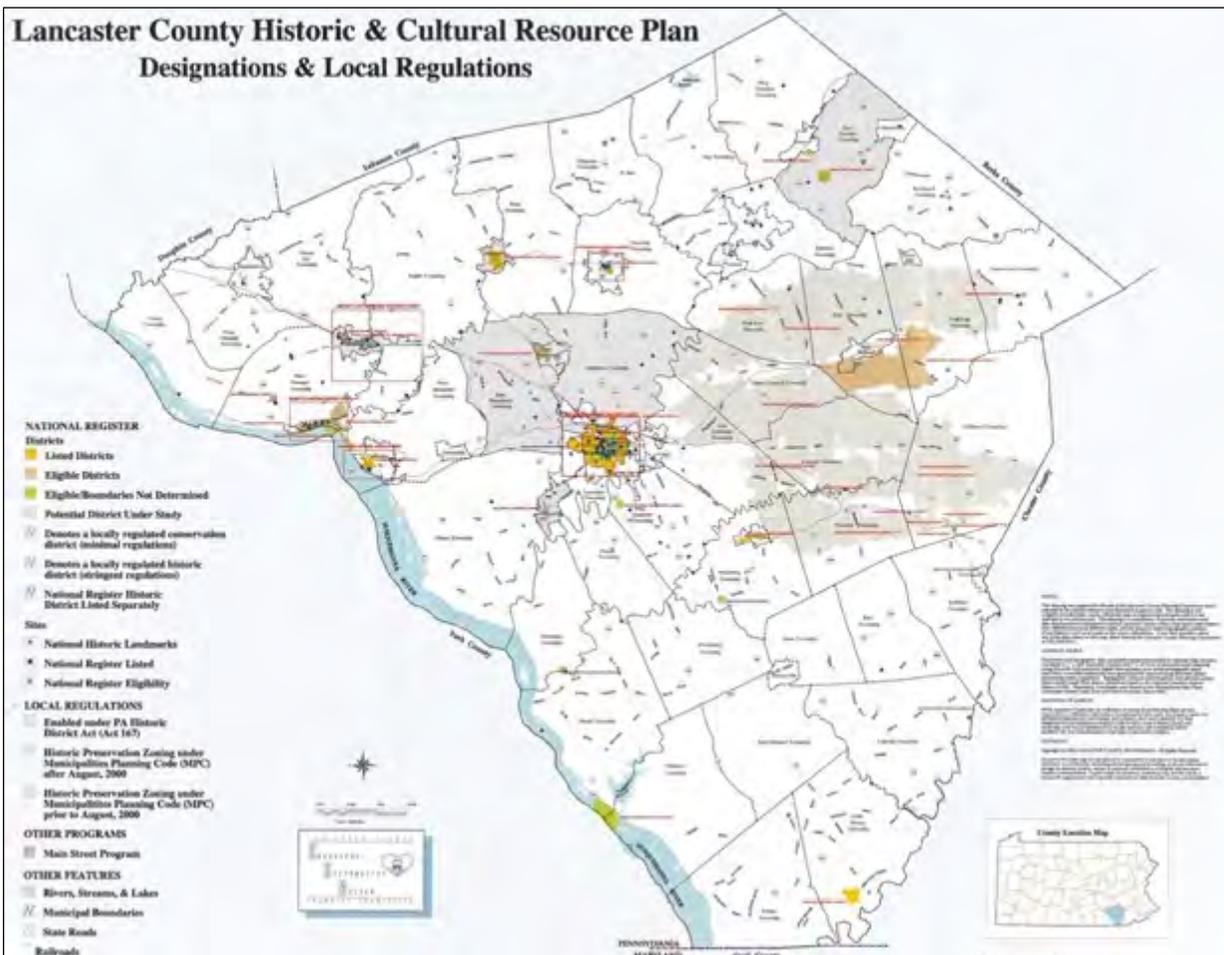
⁴⁷ Definition provided at <https://www.nps.gov/cajo/learn/indigenous-cultural-landscapes.htm>; see further quotes in the sidebar on page 100; resources developed by CAJO are:

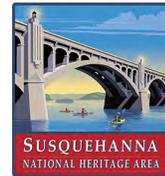
- Brenda Barrett and Jackie Kramer. “Contact Period Landscapes of the Lower Susquehanna River.” CAJO, 2015; available at <https://www.nps.gov/cajo/learn/upload/ICL-Susquehanna-Part-1-Barrett-508.pdf> (source of the map shown above; a larger reproduction is found in Chapter 2 of this Management Plan).
- Katherine M. Faull, Ph.D., David Minderhout, Ph.D., Kristal Jones, Ph.D., and Brandn Green, Ph.D. “Indigenous Cultural Landscapes Study for the Captain John Smith National Historic Trail: the Lower Susquehanna Area.” CAJO, September 2015; available at <https://www.nps.gov/cajo/learn/upload/ICL-Susquehanna-Part-2-Faull-508.pdf>.
- “Framing Narrative for Indigenous Cultural Landscapes along the Susquehanna: A User’s Guide to Recent Applications of the ICL Concept.” CAJO, March 16, 2016; available at <http://npshistory.com/publications/chba/susquehanna-icl-2016.pdf>.

The listing of properties on the National Register by individual property owners (private and public) should be encouraged, especially archeological sites. Within townships, rural historic districts can be listed in the National Register that can encompass multiple properties sharing a single theme, such as rural agriculture, rural industries, or early ethnic settlement sites.

In addition, National Register nominations enable the collection of detailed information that can support interpretation of the Susquehanna National Heritage Area's themes as described in Chapter 3. SNHA can furthermore enable multiple-property nominations by encouraging the development of context studies that are designed to support the identification of historic properties significant to the interpretation of the Susquehanna National Heritage Area's themes as described in Chapter 3.

Finally, the National Park Service offers two programs enabling in-depth interpretation that require National Register listings and which might be used to enhance interpretation programs for the Susquehanna National





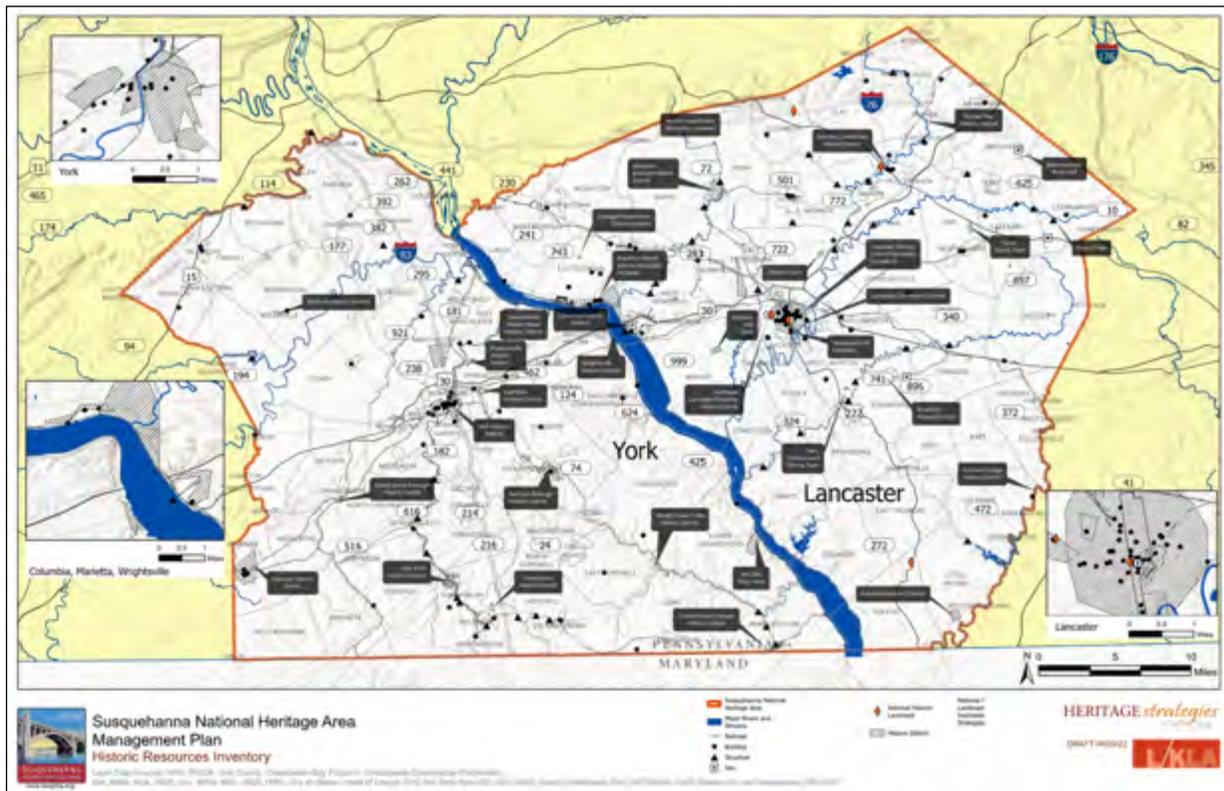
Heritage Area: Discover Our Shared Heritage⁴⁸ and Teaching with Historic Places.⁴⁹

ACTION 4.3.B: Encourage the nomination of rural historic districts to the National Register of Historic Places, to implement York and Lancaster county planning and protect the rural cultural landscapes of the Susquehanna National Heritage Area.

Timeframe and Responsibility: Short-term and continuing action of the staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, municipalities, and the Pennsylvania Historical and Museum Commission.

ACTION 4.3.C: Encourage the nomination of archeological sites to the National Register of Historic Places, to implement York and Lancaster county planning and protect nationally significant resources of the Susquehanna National Heritage Area.

Timeframe and Responsibility: Short-term and continuing action of the staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission,



⁴⁸ <https://www.nps.gov/subjects/heritagetravel/discover-our-shared-heritage.htm>

⁴⁹ <https://www.nps.gov/subjects/teachingwithhistoricplaces/index.htm>

municipalities, the Pennsylvania Historical and Museum Commission, and Tribal Historic Preservation Officers. [TOP PRIORITY]

ACTION 4.3.D: Assess the potential for using existing National Register nominations and identify gaps to be filled with additional nominations and context studies that would support interpretation of the Susquehanna National Heritage Area’s themes and enable effective development of travel itineraries under the Discover Our Shared Heritage program and school programs through Teaching with Historic Places.

Timeframe and Responsibility: Mid-term and continuing action of the staff in consultation with the SNHA Advisory Council, the Pennsylvania Historical and Museum Commission, the Captain John Smith Chesapeake National Historic Trail, and National Park Service historians

ACTION 4.3.E: Encourage the development of context studies that are designed to support the identification of multiple historic properties across the landscape of the Susquehanna National Heritage Area that are significant to the interpretation of its themes.



The City of York and the City of Lancaster each has a locally recognized historic district that is also listed in the National Register of Historic Places, and both cities are recognized as Certified Local Governments. At left, the Appell Center for the Performing Arts (50 N. George St.) is one of the more prominent buildings within York’s district. It includes two theaters, the Capitol, built as a one-story dance hall in 1906 and converted in 1917 to a movie house with a second story to accommodate a balcony; and the Strand (1923-25). York’s district includes 309 contributing buildings and notable examples of Late Victorian and Classical Revival styles; it was listed in 1979 and with a nomination update completed in 2008. Right, Saint James Episcopal Church (119 N. Duke St., congregation founded 1744, Italian Romanesque exterior remodeling carried out in 1893). The church stands within the three-square-mile historic district in Lancaster, with 13,459 contributing buildings and another 34 contributing sites, structures, or objects; it was listed in 2001. (Photos, left, courtesy Explore York; right, by Smallbones - Own work, CC0, <https://commons.wikimedia.org/w/index.php?curid=16069222>)



Timeframe and Responsibility: Mid-term and continuing action of the staff in consultation with the SNHA Advisory Council, the Pennsylvania Historical and Museum Commission, National Park Service historians, and, as appropriate, the Captain John Smith Chesapeake National Historic Trail.

Other Historic Preservation Tools

A number of basic tools comprise a set of best practices that boroughs and townships should consider, adapt, and adopt. SNHA will work with local governments and historic preservation advocates to help them identify actions each community can undertake, using historic preservation planning, and will encourage applications for historic preservation projects thus identified.

Historic Preservation Planning

Historic preservation planning can range from full-fledged, formal historic preservation plans that support or are incorporated into community comprehensive plans, to simple and rapid “plan on a page” needs assessments developed through strategic conversations with community leaders and local preservation advocates. Formal historic preservation plans are best employed once a community has begun its historic preservation program, having at least gotten far enough to establish a governing body that can act as the client and lead the community’s consideration of its historic preservation priorities. Sometimes, however, such plans can be developed as the founding documentation needed to support a community’s determination to proceed.

Historical Commissions

Following a needs assessment and local community organizing, the most important initial step a township or borough can take is to establish a local or multi-municipal Historical Commission, to work with municipal boards and commissions on issues related to historic preservation. The Historical Commission is an advisory body that is knowledgeable about local historic resources and acts as the voice for historic preservation within municipal government. Though practice in municipalities varies, Historical Commissions do not have regulatory powers in Pennsylvania. However, they may participate in the implementation of regulatory and incentive programs where they exist.

Historical Commissions are not specifically authorized in state law. Where they do exist, municipalities have exercised their authority under the applicable local government legislation (i.e., Boroughs Code, Second Class Township Code) to create boards and commissions necessary to do their business. If those commissions then participate in regulatory programs established by the Pennsylvania Municipalities Planning Code, they derive that authority from the sections that let municipalities take the steps they need to in order to implement the purposes of that chapter. Therefore, there

is no uniform definition or prescribed composition or duties of a historical commission in Pennsylvania.

The Historical Commission should work closely with the governing body within the municipality as well as with the Planning Commission and Zoning Board. It should also work with other boards, commissions, and staff that are likely to have an impact on the physical character of the community. The roles and responsibilities of a Historical Commission should include:

- Inventory and documentation of historic resources within the community;
- Monitoring of issues related to historic resources, especially threats such as demolition by neglect;
- Providing information and guidance to municipal boards and commissions on issues impacting historic resources;
- Review and recommendations with respect to impact studies prepared in conjunction with subdivision and land development applications;
- Review and recommendations with respect to the proposed demolition of historic resources; and
- Public outreach to residents within the community to provide information and educational programming on the history, significance, and appropriate treatment of historic resources.

Some municipalities already struggle with filling their various elected and appointed positions. For such boroughs and townships, the possibility of creating a multi-municipal Historical Commission that advises a collection of planning commissions and elected boards should be considered. Sharing resources in this way could help expand the number of communities with historical commissions without adding too much additional strain on the communities' volunteers. It could combine individuals with regional expertise in historic preservation and individuals with local expertise and knowledge of community history and resources.

Municipal Historic Preservation Ordinances

Municipalities have a series of tools available to protect and enhance historic and cultural assets. Local governments can embed historic preservation into zoning and subdivision and land development ordinances and promote the use of certain provisions of the statewide building code that support community assets from historic buildings to cultural landscapes. Historic preservation and demolition-delay ordinances are other, preservation-specific tools available to local governments in Pennsylvania.

Local Historic Districts

A more substantive way to recognize and protect historic areas in municipalities is through designating them as local historic districts.



Authorized by the state legislature under the Historic District Act of 1961, known as Act 167, the establishment of local historic districts is a purely municipal action through which local design review is required for construction projects impacting historic buildings. Both the creation of design guidelines (or standards) and the establishment of a Historic and Architectural Review Board (HARB) are frequently companion actions in undertaking local historic districts.

Design review through local historic districts helps assure that significant changes to buildings are generally compatible with the character of the surrounding neighborhood. Review is incorporated into the building permit application process and can help prevent catastrophic changes that negatively affect a historic neighborhood or commercial district.

Local historic districts have been shown to increase property values in neighborhoods where they have been implemented. Local historic districts are most appropriate for use in the boroughs to help preserve the historic character of concentrated historic neighborhoods and promote revitalization of downtown commercial areas.

Certified Local Government Status

Municipalities with established historic preservation programs can be recognized through designation as a Certified Local Government (CLG) by the PA SHPO.⁵⁰ The CLG program is a federal program managed by the PA SHPO through which federal funding is allocated specifically to be used as grants to qualified CLGs.

The standards that Pennsylvania communities must meet in order to be designated are set by the National Park Service in consultation with the PA SHPO.



The Borough of Strasburg is currently the only borough in the Susquehanna National Heritage Area that is a Certified Local Government. Its historic district was listed in the National Register of Historic Places in 1983. Strasburg developed as a linear village along two miles of the Great Conestoga Road, which was a major trading route to Philadelphia in use by 1714. By 1815 there were 90 houses in Strasburg, about half of which were two stories, indicating a relatively well-off population. There were 53 log, 29 brick, and four limestone houses, including 27 East Main Street, pictured here. According to Strasburg's National Register nomination, its affluence in the late 18th century was second in the county only to that of Lancaster. (Photo by Smallbones - Own work, Public Domain, <https://commons.wikimedia.org/w/index.php?curid=9785121>)

⁵⁰ <https://www.phmc.pa.gov/Preservation/CLG-Program/Pages/default.aspx>

They comprise, in effect, a practical list of best practices any community with a historic preservation program should be aiming to establish.

Local CLGs are also qualified to receive special guidance, training, and technical assistance from the PA SHPO. As mentioned earlier, four municipalities are recognized as CLGs, the Cities of Lancaster and York, the Borough of Strasburg (Lancaster County), and Lancaster Township (Lancaster County).

ACTION 4.3.F: Encourage municipalities to identify their needs, establish historic preservation commissions, implement best practices in historic preservation at the local level, fully integrate the recognition and appropriate treatment of historic resources into municipal planning practices, encourage the use of historic tax credits for rehabilitation projects, and seek Certified Local Government status.

Timeframe and Responsibility: Short-term and continuing action of the staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, and the regional office of the Pennsylvania Historical and Museum Commission.

Historic Preservation Tax Credits

Federal and state historic preservation tax credits are available for use by property owners in the rehabilitation of historic commercial buildings. In general, a dollar of tax credit reduces the amount of income tax owed by one dollar, constituting a particularly desirable form of financing in the “stack” of financing typically assembled to support commercial development.

The federal historic preservation tax incentives program was established to foster private sector investment in historic preservation projects and promote community revitalization. It is one of the nation’s most successful and cost-effective community revitalization programs. Since its creation in 1976, the program has leveraged over \$116.34 billion in private investment to preserve more than 47,000 historic properties.⁵¹

More recently, Pennsylvania has initiated a state tax credit program that parallels and is usually used in conjunction with the federal program.⁵²

In Pennsylvania, the federal tax credit program is jointly managed by the National Park Service and Internal Revenue Service in partnership with the Pennsylvania State Historic Preservation Office.

Preservation tax incentives attract private investment to the historic cores of cities and towns and often provide the additional financing that makes a

⁵¹ <https://www.nps.gov/tps/tax-incentives.htm>

⁵² <https://dced.pa.gov/programs/historic-preservation-tax-credit-hptc/>



difficult project viable. The program has been instrumental in the revitalization of urban centers across the country. In Lancaster and York Counties, property owners in Lancaster and York have used the federal tax credit program in the revitalization of their downtown centers and former industrial buildings.

The federal and state tax credit programs are targeted for income-producing properties and require that they be rehabilitated in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.⁵³ Eligible properties include properties that are National Historic Landmarks, listed in the National Register, and/or contribute to a National Register District. Properties that have been determined eligible for the National Register may be included if they are listed before the rehabilitation project is concluded.

ACTION 4.3.G: Encourage property owners and developers to make use of historic tax credits for rehabilitation projects when possible. Publicize the effectiveness of the use of historic tax credits in community preservation.

Timeframe and Responsibility: Short-term and continuing action of the staff in consultation with the Lancaster County Planning Commission, the York County Planning Commission, the regional office of the Pennsylvania Historical and Museum Commission, Preservation Pennsylvania, the Historic Preservation Trust of Lancaster County, and Historic York, Inc.

Provide Expert Support in Historic Preservation

As this management plan makes clear in both this chapter and Chapter 3, there is a large cohort working to make historic preservation and interpretation happen across both counties. Many are volunteers, and others revolve in and out of positions established to support preservation organizations (historical commissions, boards of nonprofits). There is much work to be done.

Because local municipal boards and commissions comprise volunteers who may not have professional experience in historic preservation and because of small municipal staffs, professional guidance and support from the state and county levels are critical services. SNHA can supplement these services through its staffing, and will work directly with the county planning commission staffs, the PHMC's regional office, Preservation Pennsylvania, and county-level preservation advocacy organizations to coordinate on the best ways to meet the demand.

Action 4.3.H: Increase the historic preservation knowledge and skills of existing SNHA staff members to enable them to provide strategic planning, grant-writing assistance, and other technical assistance to local municipalities.

⁵³ <https://www.nps.gov/tps/standards.htm>

Timeframe and Responsibility: Short-term and continuing action of the staff in consultation with the Lancaster County Planning Commission, the York County Planning Commission, the regional office of the Pennsylvania Historical and Museum Commission, Preservation Pennsylvania, the Historic Preservation Trust of Lancaster County, and Historic York, Inc.

4.4. Natural Resource Conservation

4.4.1 Existing Conditions

The major programs for protection natural resources, particularly natural lands, farmland, and environmental quality, especially water quality, are described in Chapter 2; major partners are described as well earlier in this chapter. In general, while much remains to be done, the result of the work of these programs and partners is that both Lancaster and York Counties are notable in the extent of their preservation of natural lands and farmland.

In terms of natural lands, one indicator of the significant biodiversity of the two counties is that nine Important Bird Areas (IBAs) are recognized by the National Audubon Society, six in Lancaster County and three in York County. In Pennsylvania, the state's Audubon chapter along with the Pennsylvania Ornithological Technical Committee of the Pennsylvania Biological Survey, developed the first statewide Important Bird Area (IBA) program in the country, in 1996. The group has identified 81 areas within the state that are considered to be a part of a global network of places recognized for their outstanding value to bird conservation.

The Middle Creek Wildlife Management Area in Lancaster County (with smaller portions in Berks and Lebanon Counties) was designated in 2010 as globally significant, as it hosts a large percentage of the world's population of tundra swans and snow geese.⁵⁴ The Lower Susquehanna River Gorge-Conowingo/Muddy Run IBA is considered to be continentally significant, with a bird count of 250 observed since 1973.⁵⁵ Less well known is the continentally significant forest block discovered in 2013 in the Conewago Mountains of York County during an Audubon survey of Eastern forests.⁵⁶

Both counties have conducted natural heritage inventories; Lancaster County's was the first in the state, since updated in 2008, and York County's

⁵⁴ <https://www.audubon.org/important-bird-areas/middle-creek-wildlife-management-area>

⁵⁵ <https://www.audubon.org/important-bird-areas/lower-susquehanna-river-gorge-conowingomuddy-run>

⁵⁶ Audubon's IBA description is uninformative; instead, see <https://s3.amazonaws.com/pahighlands.com/2014/05/An-Analysis-of-the-Conservation-Potential-in-the-Conewago-Mountains-Conservation-Region-of-the-Pennsylvania-Highlands.pdf>. The other six IBAs are (Lancaster) Conejohela Flats; Creek Road Area; Octoraro Reservoir; State Line Barrens; and (York) Codorus State Park; and Kiwanis Lake Rookery.



was completed in 1997 with amendments in 2004.⁵⁷ York's inventory offers this assessment of the importance of the Susquehanna River:

In considering the value of specific sites for the preservation of biological diversity, it is important to note that these sites are dependent on the integrity of larger scale systems such as the Susquehanna River and its tributary watersheds. The Susquehanna River and its adjacent forested watersheds comprise one of the major corridors for the movement of biota in central Pennsylvania. This includes the habitat for resident species, habitat required for migrating birds on a biannual basis, habitat for resident and migratory aquatic animals, habitat needed for the long term survival of plant species, and more. Conserving the best sites as highlighted in this report must be considered as part of the effort to conserve the greater natural functional value of the river corridor. In reviewing the [natural areas inventory] report, it is evident that many of the best natural sites within the County are along the river and its major tributaries. (NAI, p. 19)

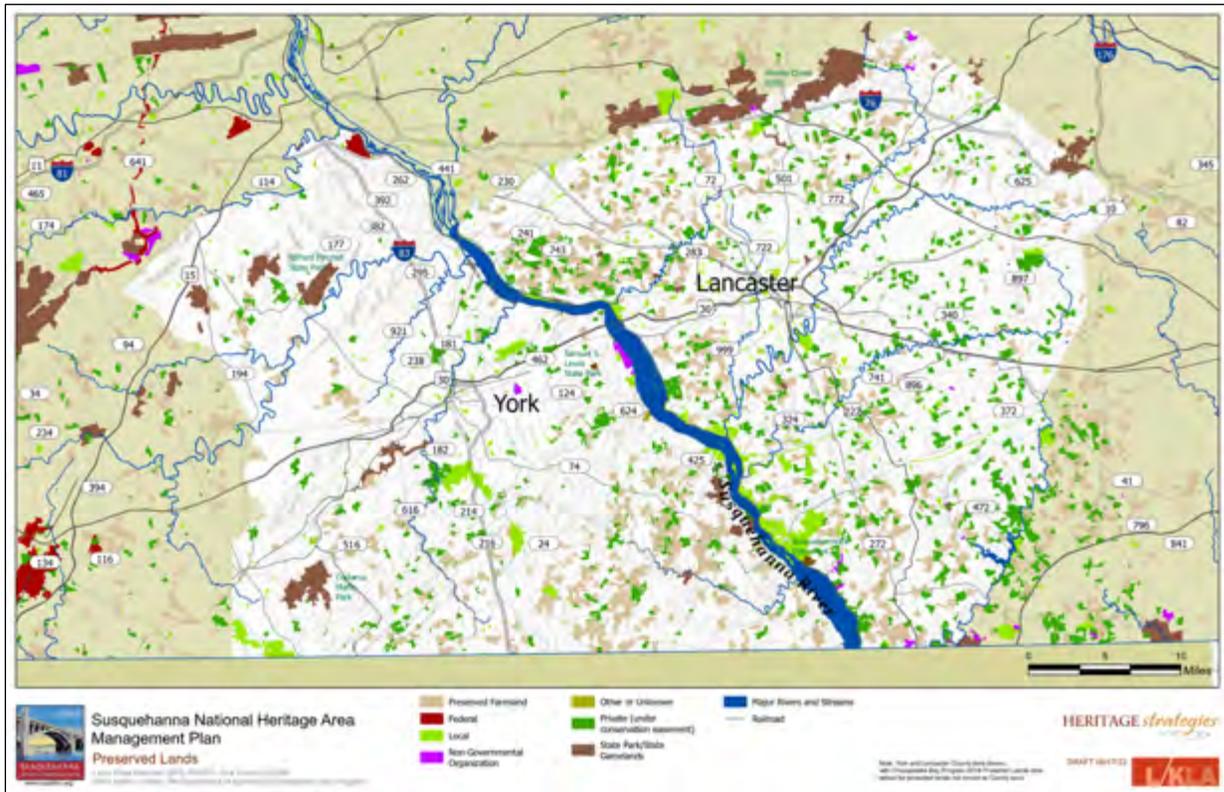
The two reports agree that the Conowingo Islands ("a series of erosion resistant schist outcrops with tortuous topography which includes massive rock exposures") are among the most critical of natural areas in the National Heritage Area. York County's report concludes that "Peavine Island and the rocky river shore in York County [below Holtwood Dam] support 12 occurrences of species of special concern along with a host of other species which are relatively uncommon in this part of the State." (NAI, pp. 21-22) Lancaster County's report also pinpointed the State Line Serpentine Barrens (another IBA) as a top priority, which according to the National Audubon Society are "characterized by small savannas, prairies, and grassy meadows with dry soils, and harbor some unique plant communities that contain many rare plants....Significant outcrops of serpentine occur in the U.S. only in California, Oregon, and along the Pennsylvania/Maryland border."⁵⁸

Lancaster County's inventory recognized 67 Natural Heritage Areas⁵⁹ and documented "129 species of concern including 72 plants, 9 birds, 4 reptiles, 4 freshwater mussels, 3 cave invertebrates, 10 butterflies, 28 moths, and one dragonfly. Many of these species have multiple population occurrences in the county." (NHI, pp. 2-3) York County's NAI identified 75 sites with species of special concern, exemplary natural communities, or important

⁵⁷ Referenced in the following discussion respectively as "NHI," for "natural heritage inventory," the term later adopted by the state program; and "NAI" for "natural areas inventory."

⁵⁸ <https://www.audubon.org/important-bird-areas/state-line-barrens>

⁵⁹ Natural Heritage Areas are "habitats that contain plant or animal species considered rare, threatened or endangered at state or federal levels. Natural Heritage Areas can also be delineated around high quality natural communities, which are those considered to be uncommon in the state, or among the best of their type within the state." (Lancaster NHI, p. 2)



geologic features and listed “22 animal species of concern, 33 plant species of concern, two (2) exemplary natural community types, and four (4) geologic features....Ten (10) sites with local significance were mapped during field surveys.” (NAI, p. 19).

Along with the State Line Serpentine Barrens and Conowingo Islands, Lancaster County’s highest priority natural areas are Welsh Mountain, Furnace Hills, and the headwaters of Chiques Creek, Middle Creek, and Cocalico Creek. (NHI, p. 8)

Land Conservation and Environmental Quality Partners

SNHA has the benefit of working with many strong partners in land conservation and environmental quality initiatives, many of which are ultimately about the Chesapeake Bay, with the National Heritage Area and the two county planning commissions providing regional context and focus.

SNHA has long pursued the conservation of natural and recreational lands through the Susquehanna Riverlands Conservation Landscape initiative described in Chapter 2. This initiative has made important strides and cemented major partnerships not only locally with the two counties and the municipalities within the Riverlands corridor along the Susquehanna, but also with the National Park Service and the Captain John Smith Chesapeake National Historic Trail.



Key partners in the Riverlands initiative are the Pennsylvania Department of Conservation and Natural Resources (DCNR) – the state leader for the Conservation Landscapes program⁶⁰ – and the nonprofit Lancaster Conservancy.⁶¹ As suggested by its name, the conservancy was founded to protect natural lands in Lancaster County, but it now works also to protect natural lands in York County, chiefly in relation to the Susquehanna Riverlands corridor and primarily where property owners wish to sell their land, rather than protect their land through conservation easements while retaining ownership. The conservancy is also focused on the Pennsylvania Highlands, also described in Chapter 2, and on the protection of stream corridors. It has protected more than 7,000 acres of natural lands. The map on the opposite page illustrates the extent of protected lands as discussed here and below (a larger version of this map is available in Appendix 6).

The nonprofit Farm & Natural Lands Trust of York County (FNLT)⁶² is also a leader, in York County only, for the conservation of both natural lands and farmland through conservation easements; since its founding in 1990, FNLT has placed over 150 easements on properties totaling more than 13,000 acres of land. The protection of open space and natural lands is also fostered by a county-funded program, the nonprofit York County Open Space and Land Preservation Program. This far-sighted program distributes funds dedicated in the County budget to preserve open space, with 90% directed to projects to meet an annual goal of protecting an average of 2,500 acres of agricultural preservation easements, natural lands easements, and County parkland acquisitions.⁶³

In Lancaster County, the nonprofit farmland protection organization is the Lancaster Farmland Trust.⁶⁴ In both counties, public boards dedicated to protecting farmland also exist, the Lancaster County Agricultural Preserve Board⁶⁵ and the York County Agricultural Land Preservation Board.⁶⁶ Public investment in these boards and via nonprofit land trust action (which benefit from charitable tax contributions, a kind of public investment) over the years has been significant. More than 25 percent of Lancaster County’s working

⁶⁰ <https://www.dcnr.pa.gov/Communities/ConservationLandscapes/Pages/default.aspx>

⁶¹ <https://www.lancasterconservancy.org/>. The conservancy remarks on its website that “nature doesn’t recognize man-made boundaries, so we work wherever there is a need, particularly when that land is along a stream,” and now owns land not only in Lancaster and York counties, but Dauphin and Chester as well.

⁶² <https://www.farmtrust.org/>

⁶³ The remaining 10% supports staffing needs of the York County Conservation District, York County Agricultural Land Preservation Board (YCALPB), Farm and Natural Lands Trust of York County (FNLT), and York County Planning Commission, needed to administer the program and handle the additional projects. In 2020 and 2021, funding from this program supported acquisition of the Mifflin Farm, an SNHA project to create the Susquehanna Discovery Center described in Chapter 3.

⁶⁴ <https://lancasterfarmlandtrust.org/>

⁶⁵ <https://www.co.lancaster.pa.us/126/Agricultural-Preserve-Board>

⁶⁶ <https://yorkcountypa.gov/property-taxes/agricultural-preservation-board.html>



The City of York is undertaking a major re-design of Codorus Creek that winds its way downtown. Despite a dam project upstream designed to control major flooding, the city remains subject to flooding – a concern as weather patterns have begun shifting to more intense precipitation. The rendering above for the multi-million-dollar greenway project illustrates the extensive public access and landscaping that will accompany equally extensive engineering. (Image courtesy York County Economic Alliance & Downtown Inc; photo below of current conditions by Heritage Strategies, LLC)

farmlands have been protected, consisting of 77,148 acres (909 farms); York County's board has preserved 44,080 acres (298 farms).

SNHA is also a member of the Chesapeake Conservation Partnership, a coalition of organizations and agencies able to collaborate on a large-landscape scale and convened by the Chesapeake Conservancy and the National Park Service in 2015. Working across jurisdictional boundaries, the Partnership "provides a forum and an opportunity for organizations and agencies to improve conservation in the Chesapeake by influencing policy



and funding at a higher level.”⁶⁷ This initiative is further described in Chapter 2.

Finally, SNHA’s collaborative efforts include membership in the Choose Clean Water Coalition. Founded in 2010, the Coalition announced a strategic plan in 2018 to “continue to harmonize our response around federal issues while also expanding our role to gain ground at the state and local level. This plan lays out our approach to creating a unified and inclusive movement that will ensure clean water is returned to our rivers, streams, and the Chesapeake Bay.”⁶⁸ The organization unites more than 270 institutional members from around the entire Chesapeake Bay watershed and focuses on policy priority areas that are critical to the restoration of the Chesapeake Bay: agriculture, communications, energy, equity, federal affairs, stormwater, and TMDL (total maximum daily load, the basis for watershed-by-watershed planning for clean water).

4.4.2 Natural Resource Conservation Strategy

SNHA must remain ever-vigilant in monitoring the quality of the programs for and public investment in the conservation of natural resources, to safeguard the long-term survival of these resources and their contribution to the national importance of the Susquehanna National Heritage Area. SNHA’s roles for resource conservation are described earlier in this chapter – communications, outreach to partners, and grants.

Specifically in relation to the conservation of natural resources, in deploying its resources in each of these roles, SNHA will:

- Widen its efforts as a voice for the river and its needs for stewardship throughout the watershed in both counties.
- Continue its focus on the river corridor as a conservation partner, predominantly through the Susquehanna Riverlands Conservation Landscape Initiative, including supporting others’ advocacy or action where appropriate to save endangered properties of significant conservation value; and
- Play a supportive role alongside others best placed to lead on conserving farm and natural lands beyond the river corridor and advocating for water quality improvements throughout the watershed that will contribute to cleaner water in the Susquehanna River and the Chesapeake Bay.

ACTION 4.4.A: Inform the public about the conservation of natural lands, farmland, and water quality on the Lower Susquehanna River and throughout the Lower Susquehanna watershed.

⁶⁷ <https://www.chesapeakeconservation.org/about-us/>

⁶⁸ <https://www.choosecleanwater.org/what-we-do>

Timeframe and Responsibility: Short-term and continuing action of the staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, and local, state, and national conservation partners. [Best Practice]

ACTION 4.4.B: Continue to participate with local, state, and national conservation and environmental partners to monitor conditions and design programs as appropriate to the Susquehanna National Heritage Area to support the conservation of natural lands, farmland, and water quality on the Lower Susquehanna River and throughout the Lower Susquehanna watershed.

Timeframe and Responsibility: Short-term and continuing action of the staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, and conservation partners.

4.5. Community Sustainability

The Susquehanna National Heritage Area’s approach to managing the existing assets that made it nationally important is to help those assets endure and thrive, the very definition of stewardship. This management plan includes consideration of how to encourage communities to approach their



Karl Graybill, Environment Planner for the City of Lancaster, leads a bike tour of green infrastructure improvements installed by the Department of Public Works on West Liberty Street. Green infrastructure cools and beautifies neighborhoods and absorbs rainwater that would otherwise flow to nearby streams. (Photo courtesy City of Lancaster)



growth and economic development in ways that in turn support preservation and conservation.

SNHA has long been a voice and advocate for stewarding the resources, communities, and recreational opportunities of the Susquehanna River corridor and their contributions to the region's economy. Enhancing a community's ability to respond to and adapt to changing conditions – whether environmental, economic, or social – is also a part of the stewardship of historic resources and long-term community sustainability. With the designation of the region now as a National Heritage Area, SNHA will partner with local agencies, organizations, and community leaders across the region and add its voice to advocacy for community sustainability.

A sustainable community manages its assets in a way that meets the needs of both the present and the future, from human and financial assets to natural, cultural, and economic assets. This management plan's definition of what is required to address community sustainability includes public engagement and enlisting government planning functions, especially long-range planning, hazard mitigation or community resilience planning, environmental planning, and energy planning.

A sustainable community is equitable, healthy, resilient, and prosperous. It is also one with preserved buildings and landscapes, clean water and protected natural areas, well-cared-for farms and communities, and good places to raise families and grow old. While no community is perfect, the reason the Susquehanna National Heritage Area has been designated by Congress is because (1) it already has many heritage resources and experiences, and (2) its existing institutions have worked to protect, develop, and explain the region's heritage assets, cultivate constituencies, and maintain a high quality of life. Thus, as places seeking sustainability, the communities of Lancaster and York Counties are ahead of the curve.

Community Sustainability Partners

Community planning across the Susquehanna National Heritage Area – especially at the county, city, and subregional levels – is a regular and serious practice. Municipal governments (townships, boroughs, and cities) are responsible for growth management and land use through



Owners of the Cornerstone Barber Shop in Downtown York are shown participating in the "Downtown Clean 15" initiative sponsored by Downtown Inc and the York County Economic Alliance. The popular program encourages business owners and residents to take 15 minutes a month to clean up their neighborhoods. (Photo courtesy York County Economic Alliance & Downtown Inc)



Warwick Township’s work to create a sustainable community includes a rural bike share program. Users can borrow bikes from the shelter at the township’s municipal building with direct access to the 7.5-mile Warwick to Ephrata Rail-Trail (WERT) on the abandoned corridor of the Reading & Columbia Railroad (1863) through the boroughs of Lititz, Akron, and Ephrata and Warwick and Ephrata townships. Historic downtown Ephrata and Lititz bookend the trail. Recently renovated for trail use, the steel bridge crossing Cocalico Creek was constructed in 1909, replacing an earlier wooden structure and allowing the line to use heavier locomotives. (Photos, left, courtesy Lancaster County Magazine; right, courtesy Warwick Township and the Warwick Regional Recreation Commission)

comprehensive planning, zoning and subdivision ordinances, and other kinds of local regulations designed to encourage orderly growth (including historic preservation). The Pennsylvania Municipalities Code prescribes standards for local ordinances addressing development; requires municipalities to conduct planning (including for the provision of water and sewer services); and encourages them to plan jointly.

While growth management is not specifically targeted for the SNHA’s attention as local coordinating entity by the federal legislation that established the Susquehanna National Heritage Area, growth and change have everything to do with how the region will evolve in the years and decades ahead. This includes growth’s effects on the preservation of natural and working lands and historic buildings and other resources – and ultimately the character of the region and its sense of place and identity. Thus, every municipality is a potential partner of the Susquehanna National Heritage Area.

4.5.1. Community Sustainability Strategy

Fortunately, community planning across the Susquehanna National Heritage Area – especially at the county, city, and subregional levels – is a regular and serious practice. It is described in detail in Chapter 2. SNHA will work to be yet another effective partner among many in the various kinds of planning and projects that will support community sustainability. SNHA’s particular focus is on historic preservation, conservation, outdoor recreation, cultural heritage tourism development, and programs for interpretation and communications, which cultivate public engagement. This includes encouraging designation of scenic byways. This focus may in



some instances lead SNHA to act as a convener among those working toward community sustainability or it may identify and take needed action directly – and sometimes both. SNHA also commits to lending its voice to the quest for community sustainability as it undertakes communications – messaging, interpretation, presentation to local leaders, and other forms of outreach.

ACTION 4.5.A: Routinely inform the public about community sustainability actions and needs throughout both counties.

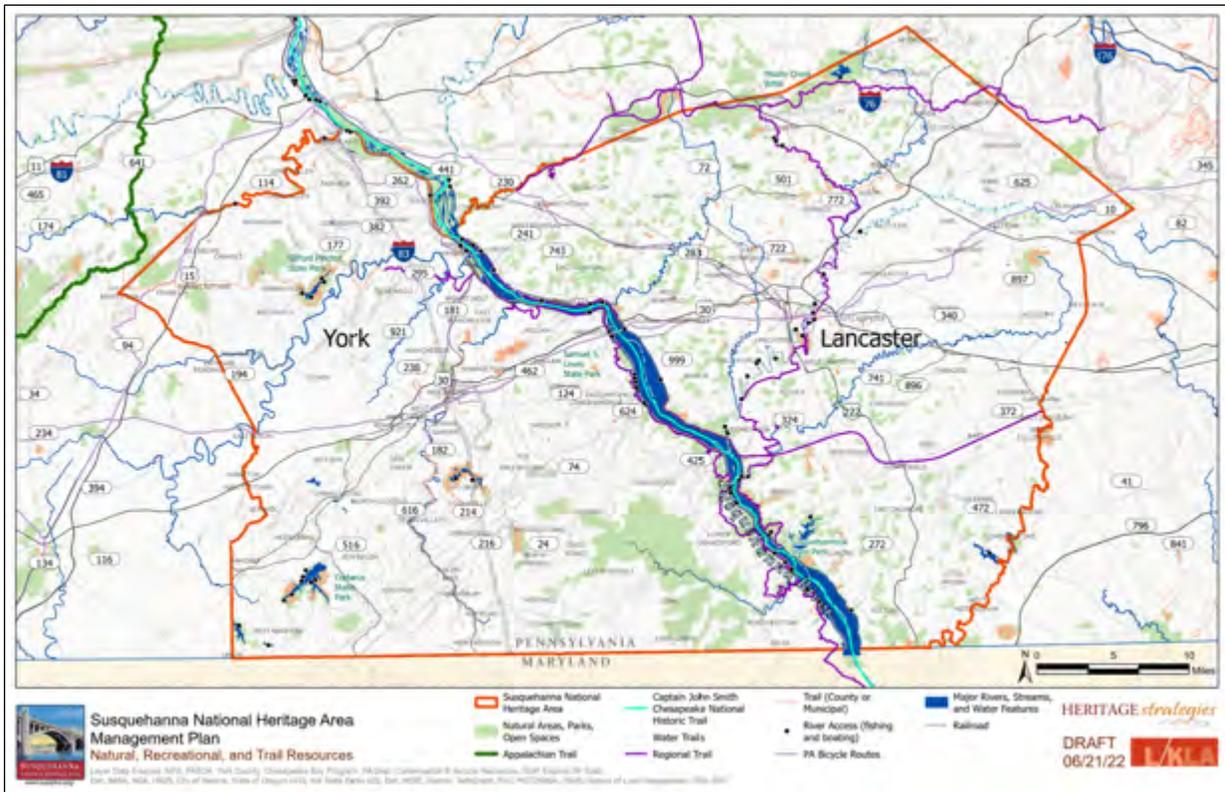
Timeframe and Responsibility: Short-term and continuing action of the staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, and local, state, and national conservation partners. [Best Practice]

ACTION 4.5.B: Continue to participate with local, state, and national conservation and environmental partners to monitor conditions and design programs as appropriate to the Susquehanna National Heritage Area to support community sustainability actions throughout the Lower Susquehanna watershed.

Timeframe and Responsibility: Short-term and continuing action of the staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, and conservation partners.



Lancaster city planners engage residents in planning for their streets. Bringing planning to the neighborhood level on-site engages residents in plans that will improve their quality of life and helps them identify ways to participate in neighborhood and community-wide sustainability initiatives. (Photo courtesy City of Lancaster)



Trails and other recreational resources and open space in the Susquehanna National Heritage Area. This map illustrates the section on outdoor recreation in Chapter 5. A larger version is available in Appendix 6.



Chapter 5 – *Experiencing this Place*

The two-county landscape of the Susquehanna National Heritage Area encompasses 1,895 square miles. A comprehensive approach to explaining this large and complex landscape to visitors and providing guidance to help them explore it is greatly needed. Otherwise, the many sites and stories to be experienced here are more likely to be perceived as unrelated, disconnected places, whether they touch on history, cultural traditions, nature, agriculture, the arts, or even all of these. Each may be interesting in its own way, but without the coordination the Susquehanna National Heritage Area can offer, no single site can consistently lend its context to the others and entice audiences to move across multiple sites to traverse the entire region.

This chapter identifies specific ways that the Susquehanna National Heritage Area will draw those connections. The first section, covering cultural heritage tourism, provides a broad view of the business of tourism and the mutual support possible among the local coordinating entity for the Susquehanna National Heritage Area (SNHA), the two county tourism agencies, Discover Lancaster and Explore York, and the many operators of sites working to attract visitors, whether for-profit or nonprofit. A closely related section concerning scenic roads follows; along with trails and greenways, byways and recreational corridors provide linkages that benefit both residents and visitors as they make their way around the region. The third section addresses ways that SNHA will work to support recreation – a

Photo: Lancaster's Central Market is one of four traditional farmers' market houses in the Susquehanna National Heritage Area, where local foods are a popular feature of most itineraries; another is in Columbia and two are found in York: York Central Market and Penn Market. (Photo courtesy Heritage Strategies, LLC)

Tourism Is Important Business

Prior to the COVID-19 pandemic, the thriving travel and tourism industry was a significant economic driver in Pennsylvania. In 2019:

- Domestic and international travelers spent \$30.3 billion while visiting.
- For every \$1 million spent in Pennsylvania by domestic and international travelers, 7.8 jobs were created.
- Travel spending directly supported 236,196 jobs, making the travel industry the state’s 9th largest workforce, representing 4.5% of the state’s total private sector employment.
- Travel spending generated \$3.9 billion in taxes to state and local governments, which help fund jobs and public programs such as police, firefighters, teachers, road projects and convention centers.
- In PA Congressional districts 10 and 11 in 2019, direct tourism employment totaled nearly 26,000 jobs.

In 2020 and 2021, the COVID-19 pandemic led to historic declines in travel to Pennsylvania and caused severe economic harm to attractions, hotels, restaurants and more.

- Spending by domestic and international travelers declined 37% in 2020, shuttering many local businesses and putting residents out of work. Spending remained 25% below 2019 levels in 2021.
- Travel employment fell by 24% in 2020 and travel’s share of total private industry employment fell from 4.5% to 3.7%.

(SOURCE: “Why Travel Matters to Pennsylvania,” U.S. Travel Association Economic Impact Map, available at <https://industryimpact.ustravel.org/>)

critical outcome of the support for natural resource protection as described in the preceding chapter – especially trails. A fourth and final section on wayfinding to identify “points of public access and sites of interest” addresses the challenge of helping visitors find their way physically around the region – in part by relying on the virtual world it is now possible to create through the internet.

Ultimately, as the Susquehanna National Heritage Area enables the telling of many stories (the subject of Chapter 3) and the protection of its rich resources (Chapter 4), experiencing this nationally important place endowed with so many natural, cultural, historic, scenic, and recreational places will be broader and deeper.

5.1. Cultural Heritage Tourism

Lancaster and York Counties, to put it mildly, are not strangers to the business of cultural heritage tourism. Trends in tourism since the COVID-19 pandemic began in early 2020 have shifted dramatically. Thought leaders in the travel industry now identify sustainability and wellness as the two evolutionary forces that are reshaping the visitor industry and with it, cultural heritage tourism. They believe that what increasingly matters most is self-care, mental health, fresh air, and exercise.

Moreover, travelers are looking for “greener” destinations closer to home that practice minimal waste and conscious consumerism, and use local products. They are looking for a place that they

can make personal connections. Health and wellness, sustainable practices, digital information, and personalized experiences are here to stay. This is expected to bring more visitor pressure to the countryside, to nature preserves, to national parks, and to national heritage areas. The response of protected areas has shifted from a focus on increasing visitation to traveler management. Interpretive sites and attractions are concentrating on appealing to high-value travelers who appreciate what they offer, and are willing to pay a fair price to experience it.

Cultural heritage tourism, interestingly, resembles interpretation. For example, the people who establish tourism businesses often have the same passion for uniqueness, place, and customer service as those interested in



conserving and interpreting historic and natural sites – and both kinds of enterprises are likely to support distinctive, non-exportable jobs. They also both build leadership and entrepreneurial skills transferable to other businesses or community leadership positions.

This section, however, largely focuses on one particular aspect of tourism shared by both interpretive sites and tourism businesses: finding and reaching audiences (customers) through marketing and public relations. Interpretive sites, in fact, are usually among the attractions that tourism agencies will feature. Increased or at least steady visitation is needed to assure the financial health of museums, heritage sites, and protected natural areas.

As discussed more thoroughly in Chapter 3, the need to build larger, new, and diverse audiences tops the challenges that heritage and cultural institutions across the country are working to meet. The element of authenticity remains the core visitor expectation, but building visitation requires more than a commitment to authenticity. Developing engaging programs for target audiences is a two-step process. Institutions have learned that the launch of new experiences most easily starts with group travel and educational events, where the presence of guides helps to deliver high-quality information. The experience then must be expanded in a second step to offer independent travelers more choices in how to personalize the experience for themselves. This develops a broader audience and therefore more income from tourism (see sidebar at right).

5.1.1 Context and Foundation for Cultural Heritage Tourism

This Management Plan defines cultural heritage tourism as broadly as possible. It includes experiencing history, outdoor recreation, access to natural areas and the countryside, the arts, and local foods. The phrase “cultural heritage tourism” does not appear in the federal legislation designating the Susquehanna National Heritage Area. What does appear, however, is the broad statement that SNHA as the local coordinating entity is expected to “encourage by appropriate means economic viability that is consistent with the National Heritage Area.” (§6001(b)(2)(F))

What this language means is that SNHA’s responsibilities for promoting economic viability

Maximizing the Economic Benefits of Heritage Tourism

To truly build audiences that will sustain heritage sites and new programs – and the local businesses that need tourism dollars to survive – communities must work to build year-round, sustained tourism that ultimately serves independent travelers.

Reaching independent travelers gains more economic return for the effort of program development, because such visitors spend more on a broader set of businesses. Simply counting visitation numbers and income from group travel activities and special events reveals that most result in visitors who spend in only a given time and place and who do not spread out to visit multiple local businesses over space and time.

Developing day-to-day, year-round tourism requires providing visitors with a sense of discovery, variety, and choice. Business-to-business collaboration provides visitors with personalized information about activities nearby, and in their direction of travel. Those working to bring in new audiences must think economically and recognize which tourism activities will make their communities more money over time.

(SOURCE: Walden Mills Group, a member of the Heritage Strategies, LLC, consulting team for the Susquehanna National Heritage Area Management Plan)

Local volunteer guides Nelson Polite, Jr. (in both photos, in white) and Kathleen Anderson (with “Black History is American History” sign), conduct a Boy Scout group along the popular walking tour of downtown Lancaster offered seasonally by the African American Historical Society of South Central Pennsylvania. Guests enjoy tours of twelve historic sites, including four with authenticated connections to the Underground Railroad. Tour participants experience “stories seldom heard beyond the intimacy of local families and read in only a few history books.”

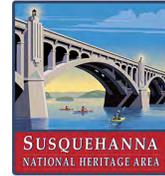
A self-guided version of the tour is offered at <https://www.aahsscpa.org/walking-tours>. The goal of the society is “to analyze, interpret, and preserve essential facts and materials related to the life of African Americans in historic and contemporary communities in South Central Pennsylvania. An important part of that mission is to explore connections with other ethnic and racial communities in South Central Pennsylvania.”

SNHA seeks to support more presentations by diverse partners working to build community through storytelling, and to expand and diversify audiences served by all interpreting institutions across the Susquehanna National Heritage Area. (Photos courtesy SNHA)



are broader than promoting tourism, but tourism can be a major part of that viability.

The Susquehanna National Heritage Area supports heritage infrastructure that forms the foundation of the region’s tangible and intangible resources. As described in Chapter 3, in becoming a National Heritage Area, SNHA is expanding its support for interpreting institutions and other partnering nonprofit organizations and agencies through grants and technical assistance, which will benefit the region economically. Such support can provide the basic capacity-building and thus the stability, growth, and audiences for the job opportunities created and maintained in those organizations and agencies.



In turn, the interpretive, recreational, educational, and other experiences sought by the Susquehanna National Heritage Area for its residents and visitors and provided by the region's organizations and agencies form the core of the visitor experience. Other parts of the federal legislation establishing the Susquehanna National Heritage Area also support tourism, especially those called out in Chapter 3, concerning:

- "Carrying out programs and projects that recognize, protect, and enhance important resource values in the National Heritage Area;
- "Establishing and maintaining interpretive exhibits and programs in the National Heritage Area;
- "Developing recreational and educational opportunities in the National Heritage Area; [and]
- "Increasing public awareness of, and appreciation for, natural, historical, scenic, and cultural resources of the National Heritage Area." (§6001(b)(2)(B)(i-iv))

Goals Related to Cultural Heritage Tourism

Three goals in particular as set forth in Chapter 1 imply employing cultural heritage tourism as an approach:

- **Goal 4:** Encourage greater public awareness of the importance of the National Heritage Area's resources and identity.
- **Goal 5:** Foster healthy natural resources and healthy human relationships with those resources.
- **Goal 6:** Emphasize the importance of the National Heritage Area's resources and identity to its economic vitality and attraction as a unique place to live, work, invest, and visit.

Language in the legislation emphasizing partnerships and the collaborative nature of planning and developing the Susquehanna National Heritage Area is also important to SNHA's tourism activities.⁶⁹

5.1.2. Tourism in the Susquehanna National Heritage Area

Role of Cultural Heritage Tourism

Both counties have the kinds of traditional tourism marketing programs offered by many communities across the nation, especially Lancaster County, a destination made popular for its Amish culture after the 1955 musical "Plain and Fancy" ran for more than a year on Broadway.⁷⁰ SNHA supports both counties' tourism marketing needs through its Susquehanna National Heritage Area website, which will be revamped to include content that SNHA has developed and managed for its part in the Susquehanna Riverlands initiative.

⁶⁹ Specifically, §6001(b)(2)(B); (b)(2)(B)(vii); (b)(2)(C); (c)(2)(A-B); (c)(2)(C)(iii-iv); (c)(2)(C)(vi); and (c)(2)(D). In fact, the legislation states the idea of collaboration so often, it is impossible to miss.

⁷⁰ One of the first depictions of the Amish in American pop culture, it is a "story of two cultures clashing and the connections we can make if we just open our minds and hearts...Though it is rare to see a production of *Plain and Fancy*, occasionally a theatre realizes the merits of this gentle and funny show and produces a revival." (<http://www.markrobinsonwrites.com/the-music-that-makes-me-dance/2018/11/26/remembering-plain-and-fancy>)

The Susquehanna National Heritage area will work to link both residents and visitors to communities and landscapes in ways that will lift up a diversity of local stories, and build them through more depth and breadth of interpretation. An excellent example of a local story of deep community significance is the “Burning of the Bridge,” commemorated in Columbia, Wrightsville, and Marietta for many years with a single weekend festival that features paddling and running events along with educational activities.

During the Civil War, with Confederates seeking to invade Pennsylvania beyond Harrisburg, according to PACivilWarTrails.com, “Pennsylvania militiamen from Columbia, on the Lancaster County side of the river, vowed to block the Confederate advance. Union troops retreating from York joined them, as did a company of African American militiamen, the first Black troops from Camp William Penn. In all, they mustered fewer than 1,500 men.” Outnumbered by more than 1,800 troops commanded by Confederate Brigadier General John Brown Gordon, the Pennsylvanians set fire to the wooden covered bridge on June 28, 1863, causing deep and long economic harm to the communities on either side of this major crossing, historically the last to bridge the Susquehanna River in Pennsylvania.

The remains of that covered bridge are visible to this day, stone piers wreathed in greenery that sit upstream of the early 20th-century Veterans Memorial Bridge (featured in the Susquehanna National Heritage Area’s logo), as shown in the photo at right center. The sacrifice prevented the Confederate army from invading Pennsylvania beyond Harrisburg and led just days later to the Battle of Gettysburg. Many Columbia residents have stories about ancestors who played a part in the event, some counted among the 58 Black men from a local mill who dug defensive pits, then stayed to fight.

This episode of Civil War history resonates throughout the region. Outside the annual festival, it is currently interpreted through a small diorama in a charming tiny historic building maintained by the Wrightsville Historical Society and open 1-4 pm on Sundays during travel season. Many local businesses display images of the battle in their stores year-round, and residents yearn for ways to tell the story on a year-around basis. (Photos by SNHA)





Tourism as traditionally practiced works to bring audiences – often in the form of group travel – to existing sites through marketing, using branding, advertising, web-based information distribution, and printed materials. Destination management organizations (DMOs) provide visitor information centers, customized itineraries, step-on guides, and other activities for such industry partners as bus tour operators and travel writers.

Both counties fund their tourism programs through lodging taxes. Overnight tourism (“heads in beds”) becomes a prime goal of such systems, and visitors who travel from far enough away to require overnight lodging become highly desired targets of their marketing campaigns.

Role of Tourism Planning and Development

Tourism planning and development programs are needed to help organizations and businesses anticipate the future. These programs can also help to develop new sites and experiences (events, walking tours, etc.) and connect various sites through mobile applications, itinerary development, and virtual programs. Even creating actual trails for bicycling, walking, and boating is essential as tourism development (not to mention promoting pedestrian safety in heavily visited areas). Tourism planning is also needed to understand and address “overtourism” – the unwelcome “loved to death” phenomenon.

Lancaster County undertook tourism planning in 2005, developing a Strategic Tourism Development Planning Element for its previous comprehensive plan.⁷¹ Its executive summary notes that “Lancaster County is a major destination for visitors and a magnet for visitor-related attractions, facilities and services. This rural atmosphere and scenic countryside attract millions of visitors every year, generate billions in annual revenue, and play an integral role in the County’s economic health....And yet, Lancaster County as a mature destination could face major stagnation or ultimate decline if it does not reinvest or rejuvenate itself by addressing, proactively and strategically, [the] changes that are taking place within and outside of the County.” (p. 2) Its stated vision is to “Build upon the area’s historic commitment to tourism, enhance existing and develop new sustainable and authentic tourism products that appeal to both current and new market audiences, and create linkages to satisfy tourist needs while enhancing the quality of life for the local residents.” (p. 4)

The York County Economic Alliance recently began a “Trail Towns” planning and outreach initiative to promote economic development through tourism for the communities along the Heritage Rail Trail.⁷² Wrightsville recently joined the program, effectively connecting the

⁷¹ <https://lancastercountyplanning.org/136/Tourism>

⁷² <https://yorkcountytrailtowns.com/>



Wrightsville, looking east toward Columbia, is on the historic Lincoln Highway, original route of U.S. Route 30, which crosses the Veterans Memorial Bridge (right); the Lower Susquehanna Water Trail; and the Mason-Dixon Trail, in this area tracing the riverside. The borough recently joined the York County Economic Alliance’s Trail Towns program. (Photo by SNHA)

program to the Susquehanna River; the borough is the place where the Mason-Dixon Trail and BicyclePA Route S converge.⁷³

Explore York and the York County Commissioners have established a tourism development program using matching grants aimed at boosting tourism in York County, defined as visitation from beyond a 50-mile radius (a typical definition favoring visitors who are more likely to stay overnight). The program, which is funded through York County’s lodging tax, is designed to provide financial support to initiatives deemed “capable of generating broad and substantial benefit to York County tourism.”

Partners in Cultural Heritage Tourism

Interpretive site operators are described in Chapter 3. Visitors often gravitate to such well-known, much-loved historic sites as Ephrata Cloister, Landis Valley, the Pennsylvania Railroad Museum (all state museums operated by the Pennsylvania Historical and Museum Commission) and the multiple offerings in York City and Lancaster City by the heritage area’s two outstanding county historical groups, LancasterHistory.org and the York County History Center. These are opportunities for these leading institutions not only to provide great experiences in their own right, but also to think

⁷³ <https://masondixontrail.wixsite.com/mdts> plus <https://www.penndot.gov/TravelInPA/RideaBike/Pages/Pennsylvania-Bicycle-Routes.aspx> and https://en.wikipedia.org/wiki/List_of_BicyclePA_bicycle_routes. BicyclePA Routes J and JS are also in the National Heritage Area.



about where their visitors might go next, to extend their stay. They can design their docent presentations and interpretive media to encourage visitors to seek out less-well-known but noteworthy places. Similarly, nature centers and park rangers in both counties can help visitors find their way to great trails, streams, and natural areas beyond their own sites.

Such an interactive business-to-business marketing strategy (where “business” is the interpretive enterprise) personalizes the experience for any visitor, where they not only learn about the site they are visiting, but are queried about their particular interests and offered insights “by a local” on where to go next.

5.1.3. SNHA’s Strategy for Cultural Heritage Tourism

The primary target audiences for the Susquehanna National Heritage Area include the region’s residents as well as visitors. SNHA will work to link both groups to communities and landscapes in ways that will lift up a diversity of local stories and build them through more depth and breadth of interpretation. Chapter 3 describes this focus and the associated strategies.

Throughout the two counties, a clear strength is that there are multiple organizations – large or small, all-volunteer or supported by paid staff – with a mission to preserve tangible and intangible elements of a rich, storied past. Taken together, these are a stalwart collection expressing how much the past is revered and part of the present in so many communities.

All interpreting organizations, however, need more staff and more resources to sustain and update their facilities, collections, and programs. This requires more visitors and community support, which requires marketing and public relations.

Discover Lancaster, Lancaster County’s tourism portal website, as of the writing of this Management Plan, is in the process of restructuring its website to create a design that combines outdoor recreation/wellness with history/heritage, and which includes an area for heritage organizations to contribute blog posts and itineraries in the “Trip Ideas” section under the “Plan Your Visit” main page on the website. The next step will be to train SNHA staff and partner organizations to populate Discover Lancaster’s website with experiences that offer the opportunity to both learn something new and be active in the outdoors.

The common need expressed by both large and small organizations is their urgent need for more promotion. Neither of the county tourism agencies, however, has the staff for the considerable demands for coordination that would be required to serve the many sites and local heritage programs across the Susquehanna National Heritage Area. And, despite the similarities they share as described earlier, for their part, interpretive site operators are not necessarily familiar with the ways of tourism.



Building Economic Benefits for York County’s “Trail Towns”

York County Economic Alliance (YCEA) launched the York County Trail Towns program in June of 2020 to support five communities adjacent to the York County Heritage Rail Trail: City of York, Seven Valleys, Glen Rock, Railroad, and New Freedom.

In May of 2021, the program received 19 applications, and narrowed down to 12 finalists, of which all were partially funded, representing all five Trail Towns. Grants up to \$5,000 were considered for projects intended to increase the portion of the business related to York County Heritage Rail Trail users and/or to make the business more trail user-friendly such as marketing and promotions aimed at trail users, expanding inventory, physical improvements (such as better lighting, storefront enhancements, façade repairs), addition of bike-friendly amenities (such as bike racks, water, restroom improvements), or other creative ideas. Funding for this allocation of grants came from the York County Community Foundation. Grace Manor Bed & Breakfast in Downtown York received a grant for accommodations and transportation for Black travel bloggers.

SNHA will work with YCEA to transfer the experience from this program to other places with multi-community trails across the Susquehanna National Heritage Area; see Action 5.1.E in this Management Plan.

Sources: Photo courtesy Grace Manor; explanatory text courtesy YCEA, yceapa.org.

This Management Plan identifies two critical things the Susquehanna National Heritage Area can do to meet these needs. First, SNHA will act as a new coordinating body in terms of promoting the region’s interpretive themes and stories, as explained in Chapter 3. This includes a robust communications program operated directly by SNHA, plus outreach and support to be provided directly to organizations interpreting natural, cultural, historic, scenic, and recreational resources. And second, it connects assets built in both counties over many years at considerable cost, but with less coordination than is now needed with the new recognition of the Susquehanna National Heritage Area. These assets include the widespread heritage infrastructure described in Chapter 3 and the tourism marketing and promotion technical capability represented by Discover Lancaster and Explore York.

As described in Chapter 6, SNHA plans to increase its staffing to support programming needed across the Susquehanna National Heritage Area. SNHA will emphasize tourism planning and development as needed by interpretive sites – including the capacity-building identified in the discussion of the approach to interpretation in Chapter 3 – and reaching and building larger and diverse audiences as described in Chapter 3.

SNHA will act in concert with the traditional tourism agencies of the region as appropriate to promote and develop cultural heritage tourism opportunities across both Lancaster and York Counties – especially to

- Provide robust information about the Susquehanna National Heritage Area through its website and other communications programs;
- Work directly with Discover Lancaster and Explore York to promote programs for visitors offered across the Susquehanna National Heritage Area by its multiple interpreting institutions;



- Develop programs to encourage visitors to spread out across the region and experience the Susquehanna National Heritage Area’s interpretive themes, resources, and stories; and
- Coordinate directly with the two county tourism agencies to promote its own programs for visitors.

SNHA’s progress in undertaking its roles and activities will be measured in terms of the growth and development of healthy heritage sites and programs; the number of new interpretive programs that reflect the interests of new audiences; and an increase in the number of visitors counted collectively across the region (a measurement that will rely on greater research capabilities on the part of Discover Lancaster and Explore York).

ACTION 5.1.A: Organize the Susquehanna National Heritage Area website to support all forms of cultural heritage tourism, including recreation.

Timeframe and Responsibility: Immediate and continuing action of the staff in consultation with the Advisory Council, Discover Lancaster, and Explore York. [TOP PRIORITY]

ACTION 5.1.B: Continue to promote the interpretive sites and programs in the Susquehanna River corridor for which SNHA is directly responsible.

Timeframe and Responsibility: Immediate and continuing action of the staff in consultation with the Advisory Council, Discover Lancaster, and Explore York. [TOP PRIORITY]



The primary target audiences for the Susquehanna National Heritage Area include the region’s residents as well as visitors. This school group is participating in one of several popular Junior Ranger programs offered by SNHA in partnership with the Captain John Smith Chesapeake National Historic Trail. (Photo by SNHA)



Conestoga Ridge Road was recognized as Pennsylvania's 21st state byway along Route 23. Pictured is Churchtown at the western end of the designated route. (Photo courtesy Conestoga Ridge Road Facebook album, by DRE 2017)

ACTION 5.1.C: Partner with Discover Lancaster and Explore York to create a variety of bi-county visitor opportunities focused on new and diverse audiences.

Timeframe and Responsibility: Short-term and continuing action of the staff in consultation with the Advisory Council. [TOP PRIORITY]

ACTION 5.1.D: Work with partner institutions to promote wide public appreciation for and public access to the natural, cultural, historic, scenic, and recreational resources of the Susquehanna National Heritage Area.

Timeframe and Responsibility: Short-term and continuing action of the staff in consultation with the Advisory Council. [TOP PRIORITY]

ACTION 5.1.E: Work with the York County Economic Alliance to transfer the benefits of its experience with its Trail Towns initiative as the region's trail system grows.

Timeframe and Responsibility: Mid-term action of the staff in consultation with the Advisory Council, the York County Economic Alliance, the York County Planning Commission, the Economic Development Company of Lancaster County, and the Lancaster County Planning Commission.

ACTION 5.1.F: Support ongoing basic research on the heritage visitor base for Lancaster and York Counties to identify types of travelers and their preferences.

Timeframe and Responsibility: Mid-term action of the staff in consultation with the Advisory Council and Discover Lancaster and Explore York.



5.2. Scenic Byways

Across the United States, scenic byways have become an expected means for visitors to access areas with high tourism value and potential. In Pennsylvania, while many roads across the state (and the Susquehanna National Heritage Area) are enjoyable and scenic, only a few have been officially designated – just four by the Federal Highway Administration (FHWA) under the National Scenic Byways Program, which are also recognized under the state’s program. None are in the Susquehanna National Heritage Area. Another 17 are also recognized solely by the state, with just one listed officially in the Susquehanna National Heritage Area, Conestoga Ridge Road State Byway in Lancaster County. (See sidebar at right.)

The federal program began in 1992, but in 2012, the program was no longer funded by Congress. Some state programs continued without federal funds, and byways continued to work on implementing their corridor management plans (created to achieve designation). In 2019, however, Scenic America, “led an advocacy effort to revitalize the program, which culminated in the passage of the Reviving America’s Scenic Byways Act of 2019. In December 2020, the President signed a stimulus bill authorizing \$16 million in funding for the program, its first dedicated funding since 2012. New byways designations were announced on February 16, 2021. Now, there are 184 National Scenic Byways in 48 states.”⁷⁴ Among the most recently designated was Pennsylvania’s fourth national byway, the Brandywine Valley National Scenic Byway.

Scenic Byways in Pennsylvania

Pennsylvania is home to four national scenic byways and eighteen state and other scenic byways. Byways play a key role in the state travel and tourism industry, which in 2019 featured 211 million visitors who spent a combined \$46 billion, and supported employment of 333,100 people. Pennsylvania’s four national byways are the Great Lakes Seaway Trail, Historic National Road, Journey Through Hallowed Ground, and Brandywine Valley.

Lancaster County’s Scenic Byways: The Old Conestoga Road Heritage Byway Route is Lancaster County’s first (and so far only) heritage byway, deemed worthy of preservation by official action of elected officials in Conestoga, Paradise, Pequea, Salisbury and West Lampeter townships and Christiana and Strasburg boroughs. Designated in 2013 by the Lancaster County Planning Commission, the byway is a 25-mile historic corridor that extends from Safe Harbor in the western part of the county to Christiana in the east. It is believed to have served as a trade route for Native Americans and then for early European settlers in Pennsylvania; it continues to serve as an important east-west travel route in the county. When Lancaster County designated PA 741 as a Lancaster County Heritage Byway, it also conferred the same designation on a portion of PA 23 in East Earl and Caernarvon Townships. It was also designated in 2013 as the state’s 21st scenic byway, known as Conestoga Ridge Road.

Sources: <https://www.scenic.org/wp-content/uploads/2021/08/PA-Official-One-Pager-2.pdf> (note: the U.S. Forest Service has also designated the Longhouse National Forest Byway); <https://lancastercountyplanning.org/DocumentCenter/View/229/2013-MPO-Annual-Report?bidId=>; PA 23 - <https://www.facebook.com/ConestogaRidgeRoad/>; Lancaster County program - <https://lancastercountyplanning.org/DocumentCenter/View/133/Byways-Brochure?bidId=>

⁷⁴ <https://www.scenic.org/visual-pollution-issues/scenic-byways/history-of-the-national-scenic-byways-program/> and <https://www.scenic.org/visual-pollution-issues/scenic-byways/about-scenic-byways/>



Scenic farmland in York County. Both counties possess extensive scenic resources. (Photo by SNHA)

5.2.1 Context and Foundation for Scenic Byways

Designating Legislation

Under requirements for the Management Plan, the Susquehanna National Heritage Area’s designating legislation lists an “integrated and cooperative approach for the protection, enhancement, and interpretation” of “scenic” resources among others (c.2.A). It also requires that the Management Plan describe actions that partners have agreed to take to protect scenic resources (c.2.C.iii) and policies and strategies for resource management that consider and detail the application of appropriate land and water management techniques to protect scenic resources (c.2.D).

Programs supporting scenic byways and corridors fall under the general duties assigned to SNHA as local coordinating entity:

- Carrying out programs and projects that recognize, protect, and enhance important resource values in the National Heritage Area;
 - Establishing and maintaining interpretive exhibits and programs in the National Heritage Area;
 - Developing recreational and educational opportunities in the National Heritage Area;
 - Increasing public awareness of, and appreciation for, natural, historical, scenic, and cultural resources of the National Heritage Area. (§6001(b)(2)(B)(i-iv))

Goals Related to Scenic Byways

Three goals in particular as set forth in Chapter 1 imply employing scenic byways as an approach:

- **Goal 1:** Sustain and enhance the sense of place and identity experienced across the entire National Heritage Area.
- **Goal 6:** Emphasize the importance of the National Heritage Area’s resources and identity to its economic vitality and attraction as a unique place to live, work, invest, and visit.
- **Goal 7:** Make it easy for those moving around the National Heritage Area to find their way and maintain an awareness of the region’s resources and identity.

By its location in the legislation’s subsection (b)(2)(B), these activities are indicated as a part of the collaboration effort to implement this management plan, in which SNHA as the local



coordinating entity is directed to “assist Federal agencies, the State or a political subdivision of the State, Indian Tribes, regional planning organizations, nonprofit organizations and other interested parties in carrying out the approved management plan.” This Management Plan expects these interested parties” to take the lead in undertaking to use scenic byways to enhance the visitor experience and local quality of life.

5.2.2. Existing Programs

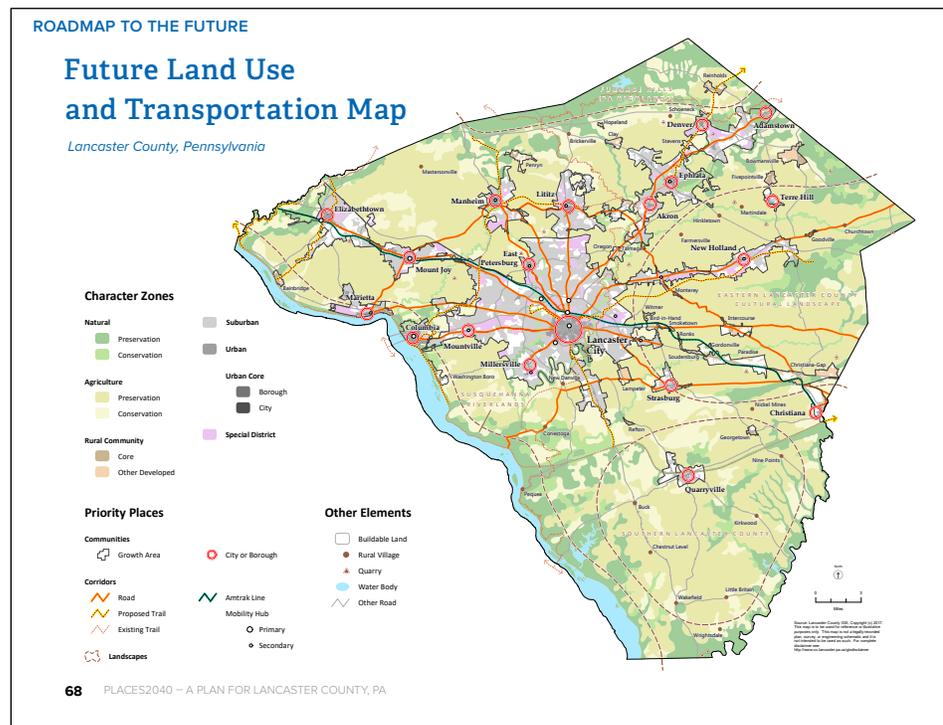
In 2005, as mentioned above, the Lancaster County Planning Commission issued a major Strategic Tourism Development Element of the then-comprehensive plan (since updated as *places2040* as explained in Chapter 2). Among its strategies was to create a network of “Tourism Development Areas,” which it noted “also requires that transportation linkages be established to connect the various designated areas together into a seamless system of scenic byways, shuttle routes, and non-motorized pathways which would represent a cohesive, enjoyable way of touring the entire region.” (p. 43) The plan called for creating a county-level scenic byways program to increase the quality of the visitor experience:

Such a program would not only facilitate an enjoyable means for travel for visitors around the County, but also would stimulate the preservation of important natural, cultural and scenic resources important to residents as well. Roads like PA Routes 340, 772 and 441 all offer great opportunities for such designation and are already recognized in many commercial tourism guides as especially scenic. Other corridors, such as the Strasburg Rail Road, could be considered for designation as heritage corridors. In addition, the Lincoln Highway...passes through Lancaster [and York] County; the section west...to the Pennsylvania/Ohio boundary, is designated as a State Heritage Corridor. Strong consideration should be given to expanding this designation through York and Lancaster counties as a means for increasing the impact on tourism within the region. (p. 52)

The plan also specifically urged that “transportation facilities and roadways should be designed to enhance the natural, cultural and historic features of Lancaster County and contribute to its “sense of place” rather than detract from it. Priority should be given to facilities within and between existing and proposed Tourism Development Areas and Corridors, along scenic byways, and in other appropriate areas in the Rural/Conservation Areas designated in the Tourism Plan.” (p. 52)

Today, Lancaster County’s comprehensive plan, *places 2040*, includes multiple corridors among its “priority places” on its “roadmap to the future,” the “Future Land Use and Transportation Map.” The plan explains that

The roads highlighted on this map are the ones that residents mentioned most often during our civic engagement process. People



Source: Lancaster County Planning Commission, *places2040*. (A larger reproduction of this map appears with additional explanation in Chapter 2 of this Management Plan.)

gave different reasons why these corridors should be a priority. In many of these corridors (particularly the pikes and highways leading in and out of Lancaster City), residents want to see:

- Improvements that reduce congestion;
- Complete streets that accommodate all users (young, old, people of all abilities) and all modes (automobile, transit, bicycle, pedestrian); and
- Compact, mixed-use development that includes residential and commercial uses.

In other corridors, residents want to protect the natural, historic, and cultural qualities that help to define Lancaster County's sense of place. A few of these corridors have already been designated as byways at the county and state level.

While York County has not promoted scenic byways, a number of its roads would likely qualify at least under the state program. Given the number of spectacular geologic resources identified in the county, it is possible that a



rare national byway nomination based on geological natural resources could be explored.⁷⁵

5.2.3. SNHA Strategy for Scenic Byways

As the availability of federal funding stimulates renewed interest at the local level in pursuing scenic byway designation (local, state, and federal), SNHA will include byway planning and recognition among its criteria for grants supporting resource protection as described further in Chapter 4. As the SNHA Advisory Council designs the grant program, it will consider whether these grants should be exclusive to local government applicants.

ACTION 5.2.A: Support byway identification, planning, and recognition as a way of improving the visitor experience, promoting resource protection, and positioning communities for outside funding to support byway needs.

Timeframe and Responsibility: Mid-term action of the staff in consultation with the SNHA Advisory Council, Lancaster County Planning Commission, York County Planning Commission, municipalities, and Discover Lancaster and Explore York.

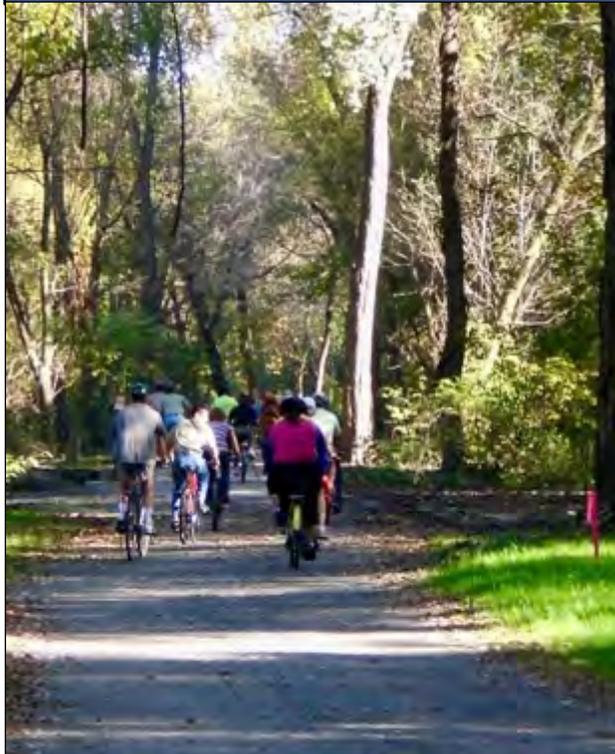
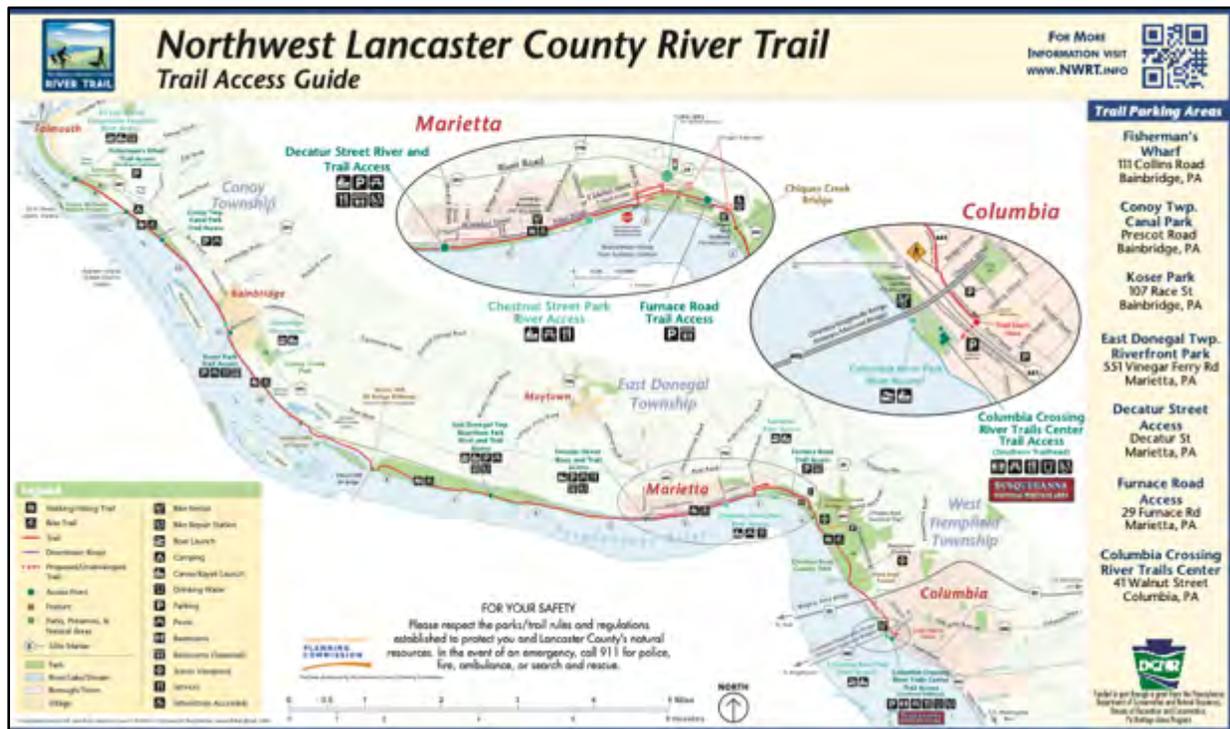
5.3. Outdoor Recreation

Outdoor recreation opportunities in Lancaster and York Counties are a diverse mix of land- and water-based activities. These range from Pennsylvania’s long-standing traditions of hunting, fishing, boating, and hiking to such more recent pursuits as mountain biking, trail running, and paddle boarding. Excellent opportunities for birding, photography, and wildflower observation are also found in the region. Bicycling and birding draw a considerable number of visitors from beyond the immediate region.



Boaters of all kinds enjoy the Lower Susquehanna River Water Trail. (Photo courtesy National Park Service “Find Your Chesapeake”)

⁷⁵ York County Planning Commission, “York County Environmental Resources Inventory,” 2018, available at <https://www.ycpc.org/DocumentCenter/View/285/Environmental-Resources-Inventory-PDF>.



The Northwest Lancaster County River Trail began as disconnected segments of trail along the former Main Line Canal paralleling the Susquehanna River. At left, bicyclists enjoy a ride on a newly minted portion of the trail through Riverfront Park in East Donegal Township in October of 2008. Multiple municipalities, the County of Lancaster, and the Lancaster County Solid Waste Management Authority are among the leading trail developers who now participate with SNHA in the committee that guides its management. Today, SNHA's role, as illustrated by the map above developed for the trail access guide, is to promote and enable public access to the popular multi-use, paved trail, now running 14.2 miles from Columbia to Falmouth. (Photo by Jfen20 - Own work, CC BY-SA 3.0, <https://commons.wikimedia.org/w/index.php?curid=22333758>.)



Motorcycle touring is also popular, with York County mentioned specifically as a ride location on VisitPA.com. This reflects York’s historic connection to its Harley-Davidson factory. A bed-and-breakfast inn in Lancaster County specifically markets to motorcyclists, the historic Smithton Inn (1763) in Ephrata.⁷⁶

Recreational opportunities that connect people with the outdoors and the Susquehanna River and other unique natural environments attract both visitors and residents interested in personal exercise, health, and well-being – a growing number since the advent of the COVID-19 pandemic. Recreation is also increasingly an important way for visitors and residents to enjoy access to historic places and landscapes as well as those seeking experiences in natural surroundings. Increasingly, cultural heritage tourism programming includes some form of outdoor recreation. SNHA’s role in conservation as described in Chapter 4 is an important aspect of its approach to outdoor recreation.

5.3.1 Context and Foundation for Recreation

Designating Legislation

The designating legislation requires that the Susquehanna National Heritage Area address the development of recreational resources and that the management plan encourages their protection, similar to requirements for the protection of natural, cultural, historic, and scenic resources.

Under the duties of the SNHA, the legislation includes developing recreational and educational opportunities in the National Heritage Area. (§6001(b)(2)(B)(iii)) Under requirements for the management plan, the legislation lists an “integrated and cooperative approach for the protection, enhancement, and interpretation” of recreational resources (c.2.A), a description of actions that partners have agreed to take to protect recreational resources (c.2.C.iii), and policies and strategies for resource management that consider and detail the application of appropriate land and water management techniques to protect recreational resources (c.2.D).

Goals Related to Outdoor Recreation

Four goals in particular as set forth in Chapter 1 support outdoor recreation:

- **Goal 1:** Sustain and enhance the sense of place and identity experienced across the entire National Heritage Area.
- **Goal 3:** Focus on how the Susquehanna River has shaped the natural landscape and humans’ response to that landscape” – especially within the Susquehanna River corridor, and especially in modern times, that human response includes a wide variety of recreational activities.
- **Goal 7:** Encourage greater public awareness of the importance of the National Heritage Area’s resources and identity” – creating rich recreational access is critical to foster in-depth public awareness of both the resources and stories of the Susquehanna National Heritage Area.
- **Goal 5:** Foster healthy natural resources and healthy human relationships with those resources.

In addition, Goals 8 and 9 concern building the capacity of organizations, communities, and networks to support the Susquehanna National Heritage Area and fostering a strong constituency that will act to protect and enhance its resources and identity. To encourage the widest possible number of recreational opportunities in the Susquehanna National Heritage Area, SNHA must work with and through others.

⁷⁶ <https://www.historicsmithtoninn.com/blog/lancaster-motorcycle-rides>



The Susquehanna National Heritage Area offers a wide range of opportunities to enjoy hiking, trail running, and walking in beautiful natural settings. Shown here, Dr. Joan Maloof, founder and president of the national Old Growth Network, leads a celebratory hike through the Lancaster Conservancy's Otter Creek Nature Preserve in York County after it was named to the network in April of 2022. (Photo by Kelley Snavely courtesy Lancaster Conservancy)

5.3.2. An Emphasis on Trails as Recreational Opportunities

Trails of all kinds offer important alternative ways to move residents and visitors around the National Heritage Area as well as connecting interpretive sites and providing rich opportunities for additional interpretation of the landscapes and resources found along trails. For this reason, while this Management Plan in general encourages the development of all kinds of outdoor recreation facilities and experiences, SNHA will emphasize trail planning and development, access, and interpretation. This emphasis supports SNHA's intention to advocate for community heritage development, where linkages will foster resource protection, enhancement of the visitor experience, and community appreciation for resources of all kinds.

Both counties have trail plans. Lancaster County's Active Transportation Plan (2019, for the Lancaster County MPO) documents 215.8 miles county-wide of bikeways and trails (nearly half existing as on-road designations).⁷⁷ York County's Trail Plan (2011, for the York County Rail Trail Authority) envisions making York County as "walkable and bikeable as it is drivable" and considered not only land-based trails and paths but also water trails. It documented approximately 125 miles of land-based trails, outside local parks and not counting the 192-mile-long Mason Dixon Trail, approximately half of which runs through York County.⁷⁸ A centerpiece of York County's system is the much-loved 21-mile Heritage Rail Trail⁷⁹ connecting the City of York to Maryland's Torrey C. Brown Trail

⁷⁷ <https://lancastercountyparking.org/DocumentCenter/View/1171/Full-Plan-Lo-Res?bidId=>), pp. 2-18-19.

⁷⁸ <https://drive.google.com/file/d/0B6O6j2WDe8dwdDVTekg1aG9tbGs/view?resourcekey=0-h9yujG4HMqlec8Vl7p5mTw>, pp. 14-16.

⁷⁹ <https://yorkcountypa.gov/parks-recreation/the-parks/heritage-rail-trail-parks.html>



(formerly known as the NCR Trail, 19.7 miles from the state line to Cockeysville).

Water trails are also an important means of providing recreation and interpretive experiences in the Susquehanna National Heritage Area. While other streams may be canoeable in the two counties, rivers and streams that are designated as water trails are provided by their sponsors with good access, maps, publicity, maintenance, and often interpretation. The Susquehanna River itself is a water trail as discussed further below. The Conestoga River Water Trail in Lancaster County, maintained by the county's Department of Parks and Recreation, is 60 miles long from Caernarvon Township to its confluence with the Susquehanna River. Yellow Breeches Creek, an internationally renowned trout stream on York County's northernmost boundary, includes a 22-mile water trail managed by Cumberland County.⁸⁰

There are three National Recreation Trails designated within the Susquehanna National Heritage Area, two of which intersect with the lower Susquehanna River, 30 miles of the aforementioned Mason-Dixon Trail⁸¹ and the Kelly's Run-Pinnacle Trail System.⁸² The third is described below as it is actually the Susquehanna River.

Central Pennsylvania has long had a birding and wildlife guide; while not formally a birding and wildlife trail program as is found in some states (e.g., Texas and Colorado), the work done for this guide would be the useful basis for better visitor guidance in the Susquehanna National Heritage Area.⁸³

Lower Susquehanna Designations

The Lower Susquehanna River has a multiplicity of designations. SNHA has long participated in the **Susquehanna River Water Trail**, an initiative extending 400 miles from Pennsylvania's northern boundary to its southern boundary in Lancaster and York Counties. The water trail is divided into four

⁸⁰ <https://www.visitcumberlandvalley.com/outdoor/parks-and-wildlife-area/yellow-breeches-creek-water-trail/>

⁸¹ <https://www.nrtdatabase.org/trailDetail.php?recordID=3605#three>. York County has approximately half the distance of the Mason-Dixon Trail within its borders, altogether approximately 200 miles: <https://masondixontrail.wixsite.com/mdts>.

⁸² <https://www.nrtdatabase.org/trailDetail.php?recordID=700>

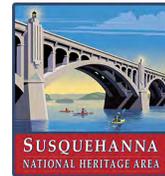
⁸³ The state of access to this information is currently less than ideal; a Lower Susquehanna River Birding & Wildlife Trail is said to exist, but the 85-page guide produced by Audubon Pennsylvania in 2005 that highlights more than 218 locations in the watershed where wildlife watching can be enjoyed is inaccessible and likely out of print (Audubon Maryland-DC and Audubon Pennsylvania have joined forces to become Audubon Mid-Atlantic, incurring broken links). An old website remains on the web but prevents Google from including basic information in a search, and its web-based map is inactive, although its advanced search feature remains a useful way to access information about birding sites county by county – <http://www.pabirdingtrails.org/trail-guide/advanced-search.asp>.



SNHA’s river history panels for the Susquehanna River Water Trail provide opportunities for visitors to learn the stories of the river online or along the river itself. Located at twenty-one access sites along the river in Lancaster and York Counties, these stories provide an engaging overview of the unique history of the Susquehanna Riverlands. (Image and text by SNHA, at <https://susqnha.org/discover-river-history/stories-of-the-river/>)

sections: North Branch, West Branch, Middle Section, and finally the Lower Section, 53 miles from Harrisburg to the state line. The Lower Section is designated also as a National Recreation Trail and managed by SNHA.⁸⁴ SNHA also provides water access on Lake Clarke (the portion of the river impounded above the Safe Harbor Dam) through its boating and visitor center programs described in Chapter 3 at the Columbia River Crossing Trails Center, operated for the Borough of Columbia by SNHA, and the Zimmerman Center for Heritage south of Wrightsville.

⁸⁴ The Pennsylvania Fish and Boat Commission provides an interactive map where one click will take the user to a multiplicity of individually maintained water trail websites and a “zoom to” feature expands to show individual access points, also with interactive information – <https://pfbcm.maps.arcgis.com/apps/webappviewer/index.html?id=ef4db86320d24c0d8e05e4569b30c06c>. In addition, the “Find Your Chesapeake” feature of the Chesapeake Bay Gateways Network includes a lightly populated interactive map of the Lower Section – <https://www.findyourchesapeake.com/places/trails/susquehanna-river-water-trail-lower-section#:~:text=From%20Harrisburg%20to%20Havre%20de,river's%20history%20and%200scenic%20beauty>



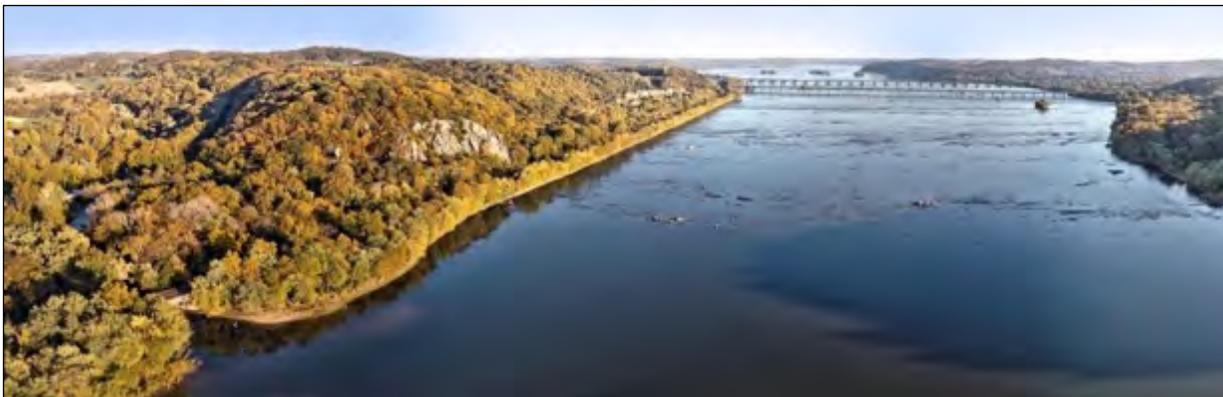
The **Susquehanna Greenway Partnership** (SGP) is another program encompassing the Lower Susquehanna River.⁸⁵ A nonprofit effort to gather information and help coordinate many individual efforts along the river (including the Susquehanna River Water Trail, a separate program), SGP explains its programs this way:

The Susquehanna Greenway Partnership is a nonprofit organization dedicated to advancing the Susquehanna Greenway, which is a network of conserved lands, trails, and communities that run along the Susquehanna River within Pennsylvania. SGP is the only organization dedicated to advancing the entire 500-mile corridor of the Susquehanna Greenway and is unique for our ability to coordinate efforts to establish the Susquehanna Greenway with a diverse network of public and private partners, and local communities. We work toward our mission through the implementation of our three program areas: Trails (both land and water), River Towns, and Education & Outreach....



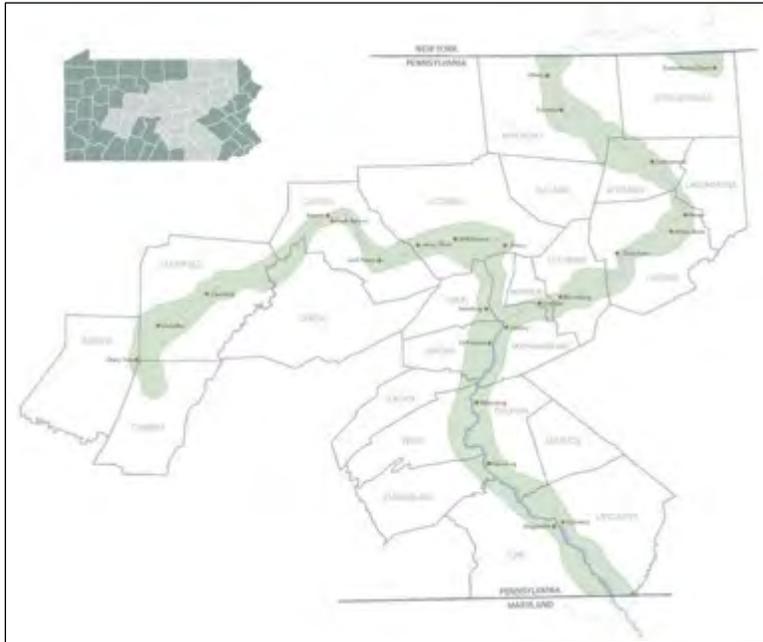
Our vision is for a Greenway that connects neighborhoods, parks, towns, and historic places along the Susquehanna River. We work with local leaders and volunteers to make it possible to walk, bike, or paddle over 500 miles along the Susquehanna River.

Since it is governed by the geography of the river valley and its surrounding landscape, the Susquehanna Greenway's borders vary as it progresses along the river, expanding and narrowing based on changes in the topography and viewshed. The result is a billowing pathway extending anywhere from one to three miles on either side



The Susquehanna River, looking downstream, with a dramatic view of Chickies Rock to the east (left). SNHA will advocate for programs that raise public awareness about the needs of Chesapeake Bay and the Susquehanna River in terms of water quality improvement and habitat protection that support recreational opportunities. (Photo by SNHA)

⁸⁵ <https://susquehannagreenway.org/explore-susquehanna-greenway>.



Source: Susquehanna Greenway Partnership

of the river. A good rule of thumb is: If you can see the river, you're in the Susquehanna Greenway.

The Susquehanna Greenway Partnership's website features an interactive map along with information about photo contests, cleanups, a "paddler's toolkit" (including workshops), an events calendar, and links to "plan your visit" ideas.

Finally, the **Captain John Smith Chesapeake National Historic Trail** is a comprehensive approach to outdoor recreation and interpretation for "3,000 miles and 15,000 years of culture" led by the National Park

Service.⁸⁶ CAJO focuses interpreting the "indigenous landscape" encountered by Smith as he traveled the Chesapeake Bay from Jamestown, VA, 1608-09. It invites outdoor recreation along the entire Susquehanna River as well as the bay. Smith and a small crew of Englishmen went as far north as the ancient American Indian ford at Conowingo in present day Maryland, where he engaged with Susquehannock people who travelled downriver from their settlement in what is now Lancaster County. The trail is also within the same region covered by the Chesapeake Bay Gateways Network, also designed to encourage outdoor recreation.⁸⁷ SNHA's Zimmerman Center for Heritage is the official CAJO visitor center for the Susquehanna River portion of the trail.



To a certain extent, the highly commendable overlapping designations of the Susquehanna River (greenway, water trail, national recreation trail, national historic trail, Chesapeake Bay Gateway Network, birding & wildlife trail) may have inadvertently raised an impediment to taking greatest advantage of the river as a recreational resource – everyone thinks someone else is taking care of the river's recreational needs in terms of matching the opportunities, leadership, and resources required for success.

⁸⁶ <https://www.nps.gov/cajo/index.htm>. The National Park Service's nonprofit partner, the Chesapeake Conservancy, also offers an absorbing web experience: <https://www.chesapeakeconservancy.org/what-we-do/explore/find-your-chesapeake/about-the-trail/>.

⁸⁷ <https://www.findyourchesapeake.com/>



5.3.3. Partners in Outdoor Recreation

In addition to the county-wide trail and recreation planning function lodged with the two county planning commissions in cooperation with their respective county recreation and parks departments – which support the bulk of the long-distance trail mileage through the Susquehanna National Heritage Area – the Cities of Lancaster and York and the boroughs and townships maintain local trails, in some cases extensive. Borough and townships adjacent to the Susquehanna River are also partners in the Susquehanna Riverlands Conservation Landscape initiative. The Pennsylvania Fish and Boat Commission is a critical partner in supporting the development and maintenance of water trail access, either directly through its own facilities or through grants made to municipalities. The Lancaster Conservancy maintains a significant trail system within its many natural lands preserves.



The dominant natural feature of the Susquehanna National Heritage Area is the Susquehanna River itself, shown here in a view of York County from Chickies Rock in Lancaster County. Here, the river flows through a geologically ancient water gap carved through the hard stone of the ridge standing on either side. Outdoor recreation is critical to this National Heritage Area. In the years since it was established as a Pennsylvania Heritage Area in 2001, the heritage area’s local coordinating entity, now also named Susquehanna National Heritage Area (and referred to in this Management Plan by its initials, SNHA), has worked to build public awareness and support for the river through educational and recreational activities and multiple facilities and programs to enable wider public access. (Photo by SNHA)



The Enola Low Grade Trail, shown here crossing through Eden Township in Lancaster County following the historic Valley Road, is a regional rail-trail (following a 1902 right-of-way) in need of further support to extend its length and repair critical bridges. (Photos courtesy Heritage Strategies, LLC)

5.3.4. SNHA’s Strategy for Outdoor Recreation

As a critical, continuing, and longstanding function, SNHA will continue to provide direct services to visitors to support recreation and provide educational and interpretive programs through recreation at SNHA facilities within the Susquehanna River corridor.

A second critical role for SNHA will be its focus on Susquehanna water trail planning and support, assuming the role of coordination to work with all partners involved in Susquehanna River water access to identify a complete network of boating access points and stories to improve the public experience and set priorities.

SNHA will also be a voice for trail and water access throughout the two counties – beyond its focus on the immediate Susquehanna River corridor itself, to support the development of a regional (and watershed) network that ties into the network within the Susquehanna River corridor. Where feasible and appropriate, SNHA will support county agencies in their efforts to develop and extend regional land-based and water trail connections, and other public agencies at the local and state levels working toward the same.

SNHA will also follow the lead of the National Park Service – a partner in the Chesapeake Bay Program⁸⁸ – in advocating for programs that raise public awareness about the needs of Chesapeake Bay and the Susquehanna

⁸⁸ <https://www.nps.gov/chba/learn/chesapeake-bay-program.htm>



River in terms of water quality improvement and habitat protection that support recreational opportunities. This role is discussed further in Chapter 4.

ACTION 5.3.A: Continue to provide direct services to visitors to support recreation and provide educational and interpretive programs through recreation at SNHA facilities within the Susquehanna River corridor.

Timeframe and Responsibility: Continuing action of the Board of Directors and staff in consultation with the Advisory Council, the Boroughs of Columbia and Wrightsville. [TOP PRIORITY]

ACTION 5.3.B: Focus on Susquehanna water trail planning and support, assuming the role of coordinator among the many overlapping designations to identify a complete network of boating access points and interpretive installations to improve the public experience and set priorities.

Timeframe and Responsibility: Immediate and continuing action of the Board of Directors and staff in consultation with the Advisory Council and all partners working on Susquehanna River programs associated with official designations. [TOP PRIORITY]

ACTION 5.3.C: Support county agencies in their efforts to plan for and provide regional land-based and water trails, further regional linkages, and additional trail access points.

Timeframe and Responsibility: Immediate and continuing action of the staff in consultation with the Advisory Council, county planning and recreation agencies, and individual municipalities where appropriate to support county-led initiatives.

ACTION 5.3.D: Advocate for Chesapeake Bay and the Susquehanna River in terms of water quality improvements and habitat protection actions that support recreational opportunities.

Timeframe and Responsibility: Continuing action of the Board



York County's Heritage Rail Trail County Park is a "rail-with-trail" where bicyclists and pedestrians are allowed to access a trail beside a (moderately) active railroad. The York County Rail Trail Authority 2011 Trail Plan for the county envisions making York County as "walkable and bikeable as it is drivable" and considered not only land-based trails and paths but also water trails. (Photo by SNHA)



Sarah Watson, executive director of Looking for Lincoln, the local coordinating entity for the Abraham Lincoln National Heritage Area, unveils a copy of the brown Interstate entrance signs installed by the Illinois Department of Transportation in a dozen locations across central Illinois in 2017. (Photo courtesy State Journal-Register, Springfield, IL)

of Directors and staff in consultation with the Advisory Council, the National Park Service, and other regional and national partners advocating for the Chesapeake Bay and Susquehanna River.

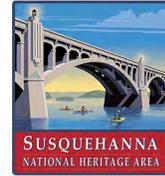
5.4. Wayfinding and Identification

A major need in the Susquehanna National Heritage Area to support its interpretation, education, cultural heritage tourism, and recreation opportunities is a regional wayfinding and identification system that will improve visitor circulation and orientation across its large landscape. A key benefit in such a program is highlighting and interpreting important natural and historic resources as well as providing directions.

Both York and Lancaster cities have beautiful, effective way-finding systems that orient and guide visitors. A wayfinding system can include designs for coordinated outdoor interpretive signs across multiple sites and for signs to mark other features – gateways to communities or river crossings. For example, Lancaster County has installed signs by many of its major highway bridges that identify the rivers they cross. (This particular sign idea provides the additional benefit of calling attention to residents’ “environmental address.” This not only reinforces a sense of local identity of place, but knowing the name of the watershed in which they live can support residents’ awareness of its need for water quality improvements.)

Installing a regional system of signs, however, is an expensive and long-term effort. Helping residents and visitors find their way around the region can also be achieved through digital maps and guides, and their printed versions where appropriate. The improvement to internet-enabled applications that can aid and educate visitors as they move through regional-scale landscapes in recent years has been considerable and is expected to continue apace. The placemaking/regional-identity benefits of a sign system can also be found in other ways. Communities frequently enhance their place identity through public art and a limited number of gateway signs.

5.4.1. Context and Foundation for Wayfinding and Identification



Designating Legislation

This section of the Management Plan is a specific response to the direction found in the Susquehanna National Heritage Area’s designating legislation to ensure “that clear, consistent, and appropriate signs identifying points of public access and sites of interest are posted throughout the National Heritage Area” (§6001(b)(2)(B)(vi). By its location in the legislation’s subsection (b)(2)(B), this activity is indicated as a part of the collaboration effort to implement this management plan, in which SNHA as the local coordinating entity is directed to “assist Federal agencies, the State or a political subdivision of the State, Indian Tribes, regional planning organizations, nonprofit organizations and other interested parties in carrying out the approved management plan.”

Goals Related to Wayfinding

Three goals in particular as set forth in Chapter 1 support wayfinding:

- **Goal 1:** Sustain and enhance the sense of place and identity experienced across the entire National Heritage Area.
- **Goal 4:** Encourage greater public awareness of the importance of the National Heritage Area’s resources and identity.
- **Goal 6:** Emphasize the importance of the National Heritage Area’s resources and identity to its economic vitality and attraction as a unique place to live, work, invest, and visit.

5.4.2. Partners in Wayfinding and Identification

Partners in wayfinding and identification include all sites – public and nonprofit – as well as tourism businesses that are interested in enabling their audiences and customers to find their way to specific locations and, once there, to learn more about those locations’ history, facilities, and programs. Additionally, municipalities, the counties, and PennDOT are in charge of directional and gateway signage.

5.4.3. SNHA’s Strategy for Wayfinding and Identification

As part of its major initiative in communications as explained in Chapters 3 and 6, SNHA will take advantage of internet-enabled wayfinding applications, working in partnership with others wherever feasible.

SNHA will also work in concert with the two counties especially, and also with municipalities, to work with PennDOT and other state-level leaders to install entrance signs to the Susquehanna National Heritage Area on major roads. Given the cost and difficulty of obtaining such signage, this commitment is projected as a mid-term action, unless dedicated funds and leadership are forthcoming sooner from partners.

This strategy also includes the major objective articulated in Chapter 3, to encourage the installation of outdoor interpretive signs at participating interpretive sites across the entire region. SNHA will design its grants and technical assistance programs described in that chapter and in Chapter 6 to encourage and support municipalities and interpretive sites as they develop sign systems that accommodate the Susquehanna National Heritage Area’s objective to ensure that clear, consistent, and appropriate signs identifying points of public access and sites of interest are posted throughout region.



The City of Lancaster features a graphically clear and attractive coordinated wayfinding system that includes traditional directional signage as well as outdoor interpretive signs – see photo, p. 116. (Photo courtesy Heritage Strategies, LLC)

ACTION 5.4.A: Develop digital, internet-enabled wayfinding and interpretive applications as a part of SNHA’s commitment to a robust communications program.

Timeframe and Responsibility: Short-term action of the staff in consultation with the Advisory Council and regional and local partners as appropriate. [TOP PRIORITY]

ACTION 5.4.B: Advocate for the installation of welcome signs along major highways at points of entry into the Susquehanna National Heritage Area.

Timeframe and Responsibility: Mid-term action of the staff in partnership with Lancaster and York Counties, municipalities as appropriate,

PennDOT, and other state-level leaders.

ACTION 5.4.C: Use grants and technical assistance to encourage and support municipalities and interpretive sites as they develop sign systems that accommodate the Susquehanna National Heritage Area’s objective to ensure that clear, consistent, and appropriate signs identifying points of public access and sites of interest are posted throughout region.

Timeframe and Responsibility: Short-term and continuing action of the staff in consultation with the Advisory Council.



Chapter 6 – *Coordinating this Place:* Organization and Implementation

This chapter addresses how the Susquehanna National Heritage Area (SNHA) will organize and operate to implement this Management Plan over the next twelve years, the period of the heritage area’s current authorization to receive assistance from the Secretary of the Interior, including federal funding. As the required “local coordinating entity” under the federal legislation that established the Susquehanna National Heritage Area, SNHA must implement the strategies identified in the preceding chapters of this plan, that is, it must be capable of organizing the necessary programs, relationships, funding, and personnel. Thus, this chapter describes how SNHA expects to grow as the Susquehanna National Heritage Area itself evolves.

Partner endeavors are essential in achieving the plan’s goals. Thus, a critical role for SNHA is the pursuit of relationships with and among partners. This requires sensitivity to the needs of individual organizations and entities plus excellent communications and a commitment to collaboration.

This chapter also addresses how the Susquehanna National Heritage Area (SNHA) will:

- **Organize for leadership** through effective long-term governance by the board of directors and a management structure designed for a growing organization, including systems for setting priorities and carrying them out;
- **Build financial sustainability** by developing resources and raising funds needed to implement this plan. “Resources” are defined

Photo: The Zimmerman Center for Heritage overlooks the Susquehanna River below the Columbia-Wrightsville crossing. It houses exhibits, including a river art collection and the Susquehannock Gallery, visitor facilities, and the SNHA’s headquarters. (Photo courtesy Heritage Strategies, LLC)



The Zimmerman Center for Heritage (exterior pictured on preceding page) includes housing for the SNHA's current headquarters. An early example of composite German-English architectural styling, it dates to the mid-18th century. It is also home to the *Visions of the Susquehanna* river art collection – a permanent collection of selected contemporary pieces that were part of the 2006-2008 traveling exhibit *Visions of the Susquehanna: 250 Years of Paintings by American Masters*, curated by York County artist Rob Evans. (Photo by SNHA)

broadly to include in-kind and volunteer services as well as donations and earned income. As SNHA establishes robust relationships with supporters, it is also enhancing its capacity to raise needed funds; and

- **Evaluate and celebrate progress** in implementing this plan and results of the considerable investment required to develop the National Heritage Area to its full potential. Such work provides accountability to the heritage area's many supporters, including the federal National Heritage Areas Program, which provides dedicated public funding to support this National Heritage Area and 54 others.

This chapter concludes by setting priorities among actions recommended in this plan, identifying those that SNHA will pursue in the first phase of implementing this plan.

6.1. Context for Management

Planning for the management of the Susquehanna National Heritage Area begins with the federal legislation that established the Susquehanna National Heritage Area. As described more thoroughly in Chapter 1, National Heritage Areas are nationally distinctive living landscapes designated by Congress for participation in the National Heritage Areas Program administered by the Secretary of the Interior through the National Park Service. The Susquehanna National Heritage Area's designating legislation provides the foundation for management and implementation of the National Heritage Areas Program within the region via the local coordinating entity – the Susquehanna National Heritage Area, or SNHA as it is known when this plan speaks of the organization.

From that beginning, the management planning process has established a mission statement for SNHA and a vision for the evolution of the experience of the region known as the Susquehanna National Heritage Area. The planning process has also identified goals and provided a structured way to consider choices for programs, priorities, and management not only for SNHA but also for the network of partners across the geographic region of the heritage area.



6.1.1. Federal Designating legislation

The National Heritage Area's designating legislation includes provisions directly related to management and implementation that are specifically addressed in relevant sections of this chapter.⁸⁹ In general, they are organized under four broad categories:

- **Administration:** The authorities of the Secretary of the Interior acting through the local coordinating entity in carrying out the Management Plan are delineated, as are the duties of the local coordinating entity (§6001(b)(1-2), further cited in this chapter as, for example here, b.1-2).
- **Requirements of the Management Plan:** The legislation states that the plan must include comprehensive policies, strategies, and recommendations for conservation, funding, management, and development of the National Heritage Area (c.2.C.ii), a program of implementation for the management plan (the topic of this chapter; c.2.C.iv), and identification of sources of funding for carrying out the management plan (c.2.C.v).
- **Evaluation and Report:** The legislation provides a critical milestone for management and implementation, stating that not later than three years before authority for funding terminates – 2031 for the Susquehanna National Heritage Area – a report shall be prepared evaluating the accomplishments of the National Heritage Area (f.1-3). This report is important with respect to the future role of the National Park Service in continued support of the National Heritage Area as well as the area's potential reauthorization.
- **Authorization of Appropriations:** Finally, the legislation outlines the potential for funding for the National Heritage Area and requirements for cost-sharing. This provision also establishes the date of termination of the Secretary of the Interior's (and through that position, the National Park Service's) authority for assistance to the National Heritage Area as fifteen years after the date of enactment, or 2034 for the Susquehanna National Heritage Area (g.1-4).

6.1.2. Vision and Mission

The vision, mission, and goals adopted for this Management Plan further guide how the National Heritage Area's management and implementation will be undertaken:

- **A Vision for the Susquehanna National Heritage Area:** The Susquehanna National Heritage Area is regarded across the nation as a place with a unique identity where people and communities

⁸⁹ See the entire bill designating the Susquehanna National Heritage Area at <https://www.congress.gov/116/bills/s47/BILLS-116s47enr.pdf> (search on "Susquehanna" to reach pdf p. 192, §6001(a)(6)).

Goals for the Susquehanna National Heritage Area

Who We Are: Resources and Identity

1. Sustain and enhance the sense of place and identity experienced across the entire National Heritage Area.
2. Foster storytelling, learning, and research that enable audiences to enjoy and appreciate the National Heritage Area’s history and historic sites, natural resources, and communities.
3. Focus on how the Susquehanna River has shaped the natural landscape and humans’ response to that landscape.
4. Encourage greater public awareness of the importance of the National Heritage Area’s resources and identity.

What We Are Working Toward: Benefits

5. Foster healthy natural resources and healthy human relationships with those resources.
6. Emphasize the importance of the National Heritage Area’s resources and identity to its economic vitality and attraction as a unique place to live, work, invest, and visit.
7. Make it easy for those moving around the National Heritage Area to find their way and maintain an awareness of the region’s resources and identity.

How We Work Together: Organization and Action

8. Build the capacity of organizations, communities, and networks to work in concert with the vision, mission, and goals of the National Heritage Area.
9. Build a strong constituency of partnerships and supporters that can act to protect and enhance the National Heritage Area’s resources and identity.

cultivate their connections with each other, the landscape, and their history.

- **SNHA’s Mission:** The Susquehanna National Heritage Area connects the people and communities of Lancaster and York Counties to one another and to the nation through stories about this nationally important place. The National Heritage Area welcomes visitors, cultivates partnerships, and nurtures a strong regional identity.

6.1.3. Goals

As provided in Chapter 1 and listed in the sidebar at left, goals for the work of SNHA and the Susquehanna National Heritage Area’s partners are three-fold: reinforcing “who we are” (focusing on both significant resources and regional identity); working toward specific benefits (in terms of healthy natural resources, healthy human relationships with those resources, and the importance of all resources and the region’s identity to economic vitality); and how to organize and act to foster those benefits, specifically by building local capacities and strong constituencies.

A guiding principle is that every action taken to develop the Susquehanna National Heritage Area and SNHA should help to lead to SNHA’s growth and the development of partners as models of sustainability and excellence.

6.1.4. Authorities and Duties

The designating legislation outlines the framework of the National Heritage Area program by delineating the authorities of the Secretary of the Interior (or National Park Service)

acting through the local coordinating entity (SNHA) in the use of federal funds in carrying out the approved management plan. These authorities include:

- Making grants to partners;
- Entering into cooperative agreements with or providing technical assistance to partners;
- Hiring staff;



- Obtaining money or services from other sources, including other federal sources;
- Contracting for goods and services; and
- Being a catalyst for other activities that further the National Heritage Area consistent with the approved management plan.

Among the duties ascribed to the SNHA as local coordinating entity are:

- Preparation of this Management Plan;
- Assisting partners in carrying out the approved management plan;
- Considering the interests of partners in developing and implementing the management plan;
- Conducting public meetings at least semi-annually;
- Submitting an annual report and being available for audits; and
- Encouraging economic viability consistent with the National Heritage Area.

The SNHA is to assist partners in this Management Plan's implementation through programs and projects, interpretive exhibits and programs, recreation and education, public awareness, protecting historic sites, signage, and promoting partnerships. These activities are reiterated in the legislation's stated requirements for the management plan as well, as described in Chapter 1 and each of the subsequent chapters of this Management Plan as appropriate. The statement that the SNHA will assist partners in implementation of this Management Plan underscores that the National Heritage Area is a partnership program and that the SNHA by itself is not the heritage area.

Where federal funds are used by partners through grants or other means, funding agreements for use of those funds will also make them available for audit. Federal funds authorized under the legislation designating the National Heritage Area may not be used to acquire property or any interest in property. This requirement does not prohibit the use of funds from other sources for acquisition of property.

6.2. The Local Coordinating Entity for the Susquehanna National Heritage Area

6.2.1. Approach

The Susquehanna National Heritage Area (SNHA) has a twenty-year track record as a successful nonprofit organization and state-designated heritage area. SNHA has a respected and experienced board of directors and staff team with well-established partnerships and funding commitments already in place. This Management Plan has identified a wide range of future

programs that will build on existing initiatives and develop others that are completely new. In this next phase of its organizational growth, SNHA is to be engaged in the following priorities:

- Expanding SNHA's role as an interpreting institution focused on the Susquehanna River;
- Providing interpretive context for the entire Susquehanna National Heritage Area through robust communications;
- Becoming an effective partnering institution working to build many kinds of relationships and support partners as they grow;
- Enhancing its role as a local coordinating entity working to address the priorities set in this plan; and
- Securing the funds and other resources needed to implement this plan.

6.2.2. Leadership by SNHA's Board of Directors

Role

A board of directors leads SNHA and sets policy and direction. It is a governing body managed by an executive committee and chair and exercising operational authority through a president. For the heritage area, the board communicates the management plan's vision and tracks and celebrates the heritage area's progress. The board as a whole, and individual directors, are expected to articulate high standards and act as passionate advocates for what SNHA and heritage area partners can achieve.

The basic role of the board is prescribed in SNHA's bylaws: "The board of directors shall be responsible for establishing policy, approving budgets, selecting auditors for annual audits and establishing goals for the Corporation, and shall have full power to conduct, manage, and direct the business and affairs of the Corporation; and all powers of the Corporation are hereby granted to and vested in the board of directors."

The board is responsible for the strategic direction of both SNHA and programs supporting development of the heritage area itself. It reviews progress on the management plan and guides program development and evaluation. The board also keeps an up-to-date strategic plan (generally reviewed every three years), which is implemented by work plans developed and carried out by the president and staff.

The board and president make spending decisions in the form of an annual budget; the president executes those decisions, in particular hiring and guiding staff and supporting services in managing SNHA's day-to-day operations.



Agenda

Development of an agenda is a critical task in managing the board's involvement and oversight – and in setting the stage for the equally critical tasks that support continuing and long-range evaluation as described below. Every topic to be raised on a board agenda will be examined as to how it is leading to progress on the management plan. Board meetings are the place where directors step back from day-to-day concerns to ask three critical questions:

1. How is the Management Plan being implemented and what is our progress on our vision?
2. How is SNHA obtaining the resources to implement this Management Plan?
3. How is SNHA performing as an organization?

ACTION 6.2.A: Organize a standing agenda for the Board of Directors that integrates management plan goals into its programmatic and operational oversight.

Timeframe and Responsibility: Immediate and continuing action of the Chair of the Board of Directors with support from the President. [Best Practice]

Board Members' Skills and Responsibilities

The skills, experience, and critical interests of directors affect the board's ability as a whole to govern and participate in needed tasks. Boards need variety in the form of good communicators, experienced executives, and people who are willing to ask for support to help develop resources. Most critical is that directors are devoted to the organization – SNHA should be their first choice in giving time, attention, expertise, and funds.

The board of directors has established the following list of the responsibilities of board members:

1. Determine the organization's mission and purposes.
2. Select the President.
3. Support the President and assess his or her performance.
4. Ensure effective organizational planning.
5. Ensure adequate resources.
6. Manage resources effectively.
7. Determine, monitor, and strengthen the organization's programs and services.
8. Enhance the organization's public standing.
9. Ensure legal and ethical integrity and maintain accountability.



A collection of historic grinding stones on display at the 1719 Museum maintained by Mennonite Life. (Photo courtesy Heritage Strategies, LLC)

10. Recruit and orient new Board members and assess Board performance.⁹⁰

In terms of securing the resources needed to support the programs of the National Heritage Area and SNHA's operations, the board is responsible for ultimate decisions on how SNHA will spend federal funds and matching ("cost share") funds – including but not limited to sharing federal funds with partners through matching grants, principally as described in Chapters 3 and 4. The board is also responsible for fairness and geographic consistency in the operations of its programs across the diverse, two-county National Heritage Area comprising 54 boroughs, 76 townships and two cities.

SNHA's bylaws include a statement addressing potential conflicts of interest where directors are involved in other organizations that have a stake in the success of the National Heritage Area. The bylaws also provide that "directors, officers, employees and committee members will annually sign a conflict-of-interest affidavit reaffirming the provisions" for handling conflicts of interest.

The great variety of work that the board of directors must undertake is best complemented by a diverse set of directors representing the geographic scope and programmatic breadth of the heritage area. A diverse composition is more likely to enable the board to understand the varied needs of the heritage area, its partners, and its communities. The heritage area's federal legislation requires diversity of at least a basic variety: "In determining whether to approve the management plan, the Secretary shall consider whether the local coordinating entity is representative of the diverse interests of the National Heritage Area, including Federal, State, Tribal, and local governments, natural and historic resource protection organizations, educational institutions, businesses, and recreational organizations." (§6001.c.4.B.i)

SNHA's bylaws require that the voting members of the board (between eleven and nineteen) include an elected county commissioner from each

⁹⁰ Approved by SNHA's Board of Directors May 20, 2008 (updated July of 2019).



county and that representation from each county in general be roughly equal.⁹¹ The Nominating Committee (discussed further below) is furthermore instructed to give “due consideration” in filing its slate of nominees for directors to developing “a cross representation of community interests represented on the board including, but not limited to, representation from businesses, city and county governments, civic organizations and the general community.”

ACTION 6.2.B: Undertake periodic evaluation of representation on the Board of Directors and develop plans for maintaining diversity and skill sets to support management plan implementation and resource development.

Timeframe and Responsibility: Immediate and periodic action of the Board of Directors and Nominating Committee. [Best Practice]

Board Operations

The National Heritage Area’s federal legislation requires that for any year that SNHA has received federal funds, it must submit “an annual report that describes the activities, expenses, and income of the local coordinating entity (including grants to any other entities during the year that the report is made)” and furthermore enable audits by both SNHA and organizations receiving funds from SNHA (§6001.b.2.E). Public meetings must be organized by SNHA at least twice a year. Otherwise, the appropriate levels of transparency, public involvement, and other operational standards are determined by SNHA’s board of directors.

Some nonprofits strive to meet independent, external standards as a way of reassuring those they serve and funders alike that their operations are in good order. The Pennsylvania Association of Nonprofits maintains a certification program and SNHA has met PANO’s standards.⁹²

⁹¹ The specific language is as follows: “In furtherance of the purposes of the Corporation, the board of directors shall be comprised of representatives of the Lancaster and York County communities and shall include as ex officio voting members the President of the York County Board of Commissioners, or another County Commissioner or County senior staff representative whom he or she designates, and the Chairman of the Lancaster County Board of Commissioners, or another County Commissioner or County senior staff representative whom he or she designates. If a County representative per this section is not designated to represent a County on the Board, then the requirement for such County representation shall be deemed to be waived. In addition, the Board of Directors shall be, to the greatest extent possible, comprised of one-half of Lancaster County organizations or individuals and one-half of York County organizations or individuals.”

⁹² <https://pano.org/standards-for-excellence/> and https://pano.org/wp-content/uploads/2019/07/PANOstandards_2019C.pdf. PANO’s standards are based on recommendations developed by the Standards for Excellence Institute, <https://standardsforexcellence.org/>. In addition, a well-regarded national organization for nonprofits, Independent Sector, offers principles for good governance and ethical practice at <https://independentsector.org/programs/principles-for-good-governance-and-ethical-practice/>.

The board's growth and development, its culture, and its relationships deserve the directors' attention. Deliberately designed discussion of these topics can reinforce group learning and enable the board to make beneficial changes. Routine examination of the overall health of the organization can be a topic of committee or board discussion assisted by surveys and interviews with individual Directors. Periodic board training and retreats also offer ways to build an effective culture while enabling thoughtful discussion of "how we do our work" outside regular meetings. A Board handbook or information packet, as a basic reference for each Director, is a simple tool to enable this larger task. It helps to keep close at hand such key documents as current budget and work program, annual reports, meeting schedules, and Board contact information. There are many examples and sample tables of contents available on the Internet.

ACTION 6.2.C: Maintain basic standards of excellence and let partners, funders, and the public know such standards are part of the Board of Directors' expectations for doing business.

Timeframe and Responsibility: Continuing action of the Board of Directors and President. [Best Practice]

ACTION 6.2.D: Support effective participation by directors by undertaking such steps as surveying directors for individual insights on board effectiveness and culture, periodic board training, and maintaining a board handbook.

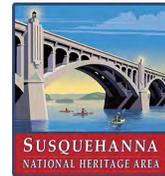
Timeframe and Responsibility: Short-term and continuing action of the Board of Directors and all committees. [Best Practice]

Board Committees

Meetings of the board of directors should focus on the big picture and major decisions for which the board alone must be responsible. Detailed discussion of projects and the activities of partners and staff, to the extent that the board needs to be involved, is generally best handled in committees. Committees are one method for board members to organize routine ways to stay informed about the organization's work without spending valuable board time on such updates. SNHA's bylaws set expectations for board members by explicitly including this statement: "Serve on at least one Committee and regularly attend Committee meetings. Much can be accomplished at the Committee level. Committee meetings are important for the efficient and effective development and implementation of Board policies."

Committee chairs report to the board as a whole and help to lead any discussion needed at the board level.

The following standing committees are prescribed in the bylaws and represent the immediate and continuing responsibilities of the organization:



- **Executive Committee:** This committee consists of all corporate officers “and such other persons as may be appointed by the board of directors,” totaling no less than five directors. The bylaws require that “all actions taken by the Executive Committee shall be reported to the board at the first meeting following such action.” This committee provides a decision-making mode between meetings (prescribed by the bylaws as one annual membership meeting and at least one meeting per quarter). It can also act as a source of advice for the board chair on appointments and other operational responsibilities, and as an additional layer of review for certain board discussions, such as annual budgets. This is also the body that typically leads review of the performance of the president, unless the organization establishes an independent committee for personnel and operations. This committee may also advise the president on agendas for meetings and provide other support for the strategic planning function of the board, including any special meetings, such as retreats, for board strategic planning and related training. Unless the nominating committee is given additional scope for participating in governance (or a separate committee is established), the executive committee is usually the place for such board governance activities as reviewing the bylaws, orienting new board members, arranging for board training, and in general ensuring that the organization follows best practices for nonprofit organization governance.
- **Nominating Committee:** This committee of five directors, appointed by the chair and subject to approval by the board, presents a slate of nominees for board service and officers at each annual meeting. The development of high-quality candidates is usually a year-round effort, although the only specific requirement of time in the bylaws is that the committee’s written report on its slate be presented to the board thirty days in advance of the annual meeting.
- **Finance and Audit Committee:** This committee of “not less than five” directors, including the treasurer, reviews and recommends action on the annual budget of the corporation to the board; stays informed “at all times of the financial status of the corporation in relation to the budget”; keeps adequate insurance coverage (including liability insurance for directors and officers (“D&O” insurance and other forms of insurance); approves large budgetary and extraordinary expenditures; reviews methods of financial reporting; makes recommendations concerning the selection of the corporation’s auditors; and reviews and makes recommendations concerning the financial statements of the corporation. This committee should also insure that the board is adequately trained to understand and participate in financial discussions.



Front entrance to the William C. Goodridge House, 125 E. Philadelphia St., York. This building was purchased by Black entrepreneur Goodridge in 1827 and is now maintained as a museum in his memory and in honor of his leadership in the Underground Railroad by the community development organization Crispus Attucks York. (Photo courtesy Heritage Strategies, LLC)

Special to a National Heritage Area, a local coordinating entity must also administer the annual federal grant made to SNHA, including all of the duties pertaining to reporting and auditing laid out in the National Heritage Area’s legislation as noted above. Monitoring the spending of federal funds thus falls within the domain of the Finance Committee. At the board’s option, the Finance Committee’s responsibility for working with the staff to relay federal funds to partners in the form of matching grants may be delegated to a Grants Committee. Either way, the Advisory Council described below is expected to provide a first level of review for making matching grants to partners; the Finance Committee and/or the Grants Committee would prepare and present a final recommendation for board vote as the fiscally responsible body for oversight of the spending of federal funds. This responsibility includes ensuring that record-keeping fully documents the grant process in accordance with best practices and requirements of the National Park Service in the use of federal funds.

- **Development Committee:** It is critical for all members of the Board to be involved in making sure that SNHA has as many resources as needed for the success envisioned in this Management Plan. A separate section of this chapter is devoted to the role and task of resource development, and this topic is a focus for discussion at every board meeting,

regardless of whether a specific committee is formed to lead the work. SNHA’s Development Committee of “not less than five” directors is “charged with securing resources for the corporation.” A standing committee allows focus and the building of expertise among a few dedicated individuals; the downside is that such a bulwark for this critical activity may lead other members of the board to tend to see themselves as not as committed to resource development. Occasional temporary committees that can support the basic Development Committee function have the virtue of allowing for short-term, intense involvement for those volunteering – for example, such groups can help seek major grants or support major events where staff time alone is limited

For any nonprofit organization, a focus on projects can build board cohesion and experience— they are easy to understand, and most board



members have project experience to lend to the discussion, providing a powerful learning mode for board discussion and relationship-building. With the completion of this Management Plan, however, SNHA can begin to activate special committees as needed to provide project leadership through a phased process. SNHA's bylaws allow for the establishment of "such other standing or special committees as shall be determined by the board of directors." The bylaws for SNHA leave the scope of such committees to the board. Just as the bylaws do, this Management Plan leaves the establishment of other committees over time to the board's discretion.

6.3. Structuring Advisor and Partner Involvement

The actions of partners are expected to help SNHA fulfill the legislative mandate for the Susquehanna National Heritage Area. SNHA's role as coordinating entity therefore includes cultivating partner involvement. It is not enough to extend benefits to partners— they must feel engaged to the point that they too work to make the heritage area a success. Each participating partner must see its interests, missions, and programs aligned with those of the heritage area and see how its own self-interests are furthered through collaboration with partners across the region.

Three categories of partners are expected to be involved in the heritage area. The first includes those serving the wider region. Regional partners, both governmental entities and nonprofit organizations, are those that serve the heritage area across the two-county region, across one county, or otherwise across large portions of the region, with a strong interest in advancing the Susquehanna National Heritage Area. These partners can provide vision, information, technical assistance, resources, incentives, and support to the heritage area as a whole and to local partners. Regional partners typically are larger, staffed, and well-organized in terms of organizational structure, long experience, funding, and other resources. Their missions clearly intersect with the heritage area and most if not all have longstanding relationships with SNHA. Some of these regional partners may be in a position to carry out elements of this Management Plan through cooperative agreements with SNHA.

The second and third categories of partners are more local – municipal partners (boroughs, townships, and the two cities, which deserve separate consideration); and such nonprofit organizations as museums and historical societies.

It is worth noting that in considering defining "partner," SNHA has chosen a broad definition, without establishing a threshold or requirements for potential partners. This comports with language in the legislation that SNHA must "consider the interests of diverse units of government, businesses, organizations, and individuals in the National Heritage Area in the preparation and implementation of the management plan." (§6001.b.2.C)

Any entity within the broad categories described here is to be regarded as a potential partner. Once a partner self-identifies as wishing to participate in the National Heritage Area, SNHA and the partner can explore how to structure the partnership and offer each other the most practical support. SNHA may choose to include requirements in giving out grants to partners, however, to incentivize partners' program enhancements, multi-partner collaboration, and use of the Susquehanna National Heritage Area brand.

SNHA will use two principal ways to structure partner involvement as SNHA builds experience in its next phase of management and seeks sources of leadership, support, assistance, and advice. First is an Advisory Council, designed to enlist representatives of regional and local partners in the development of the Susquehanna National Heritage Area as a whole. Second is a process of direct involvement of partners in programs to inform and benefit them – training, networking, periodic gatherings, and more.

6.3.1. Advisory Council

As SNHA consolidates its position and grows its resources, it will establish a heritage area-wide Advisory Council largely or perhaps exclusively composed of regional partners. These partners constitute a potential brain trust to advise SNHA on projects and initiatives to implement this Management Plan, and indeed many have contributed to this Management Plan.

This council may provide technical assistance, help identify and set priorities for programs to engage and serve local partners, advise on building the heritage area's visibility and audiences, and collaborate on projects and programs.

Without prescribing a hard and fast way of organizing an Advisory Council structure, the current thinking as this plan is written is that such a group will meet periodically and may first encompass the membership of the Interpretive Advisory Group described in Chapter 3. Other members can be added as SNHA broadens its efforts beyond this Management Plan's strategy for its major focus on interpretation.

A key role for the Advisory Council is the design and preliminary execution of a program to award matching grants to partners. While the SNHA board of directors is ultimately responsible as described above, the Advisory Council is expected to enable SNHA's board and staff to develop a process that:

- Organizes a structure and process for grant cycles;
- Oversees communication and outreach to partners about participation in the grant program;
- Establishes grant categories with guidelines and requirements for applications within each category;



- Determines requirements for the matching of grants, including if, when, amounts, and what kinds of match are acceptable; and
- Reviews grant applications and makes recommendations to the board of directors in the awarding of grants.

ACTION 6.3.A: Establish and develop an Advisory Council to advise on the implementation of the Management Plan.

Timeframe and Responsibility: Immediate and continuing action of Board of Directors. [TOP PRIORITY]

6.3.2. Service to Partners

Undertaking actions and achieving goals through the work of partners – that is, a wide variety of organizations, institutions, agencies, and community groups – will always be a critical strategy for SNHA in implementing the Management Plan. As outlined in its designating legislation, SNHA is authorized to use its federal funding to provide grants, technical assistance, and other forms of support to partners in carrying out the approved management plan. The federal legislation states that “for purposes of carrying out the management plan...the Secretary, *acting through the local coordinating entity,*” may use authorized funding:

- To make grants to the State or a political subdivision of the State, Indian Tribes, nonprofit organizations, and other persons;
- To enter into cooperative agreements with, or provide technical assistance to, the State or a political subdivision of the State, Indian Tribes, nonprofit organizations, and other interested parties;
- To undertake to be a catalyst for any other activity that furthers the National Heritage Area and is consistent with the approved management plan. (§6001.b.1., quoting A,B and F exactly)

In addition, SNHA has great potential for assisting and lending credibility to the goals and initiatives of individual partners. Every action the SNHA board of directors and staff and heritage area partners undertake on behalf of the Susquehanna National Heritage Area is an opportunity for enhancing partners’ own missions and programs as well as their contributions to the National Heritage Area.

Support for partners is directly anticipated in the designating legislation, which states that the local coordinating entity “shall assist Federal agencies, the State or a political subdivision of the State, Indian Tribes, regional planning organizations, nonprofit organizations and other interested parties in carrying out the approved management plan.” (§6001.b.2.B) In fact, the language that follows this mandate can be read in two ways – that SNHA will carry out certain activities called for by the management plan, OR that the partners themselves will carry them out. This Management Plan chooses

to interpret this language not as either-or, but that *both* SNHA *and* its partners will implement the plan by:

- (i) carrying out programs and projects that recognize, protect, and enhance important resource values in the National Heritage Area;
- (ii) establishing and maintaining interpretive exhibits and programs in the National Heritage Area;
- (iii) developing recreational and educational opportunities in the National Heritage Area;
- (iv) increasing public awareness of, and appreciation for, natural, historical, scenic, and cultural resources of the National Heritage Area;
- (v) protecting and restoring historic sites and buildings in the National Heritage Area that are consistent with National Heritage Area themes;
- (vi) ensuring that clear, consistent, and appropriate signs identifying points of public access and sites of interest are posted throughout the National Heritage Area; and
- (vii) promoting a wide range of partnerships among the Federal Government, State, Tribal, and local governments, organizations, and individuals to further the National Heritage Area.
(§6001.b.2.B.i-vii, quoted exactly)

Grants

SNHA plans to offer financial assistance to partners:

- For specific initiatives implementing actions in the Management Plan;
- On a competitive basis across the range of National Heritage Area interests; and/or
- In support of continuing cooperative agreements where mutually beneficial long-term relationships are identified.

Design of a grant program for the first phase of management plan implementation is a high-priority activity that will be documented as part of the National Heritage Area's record to be evaluated in relation to Congressional requirements. This involves creating a process and annual schedule for the identification and selection of partner projects to receive support in the form of grants or other National Heritage Area benefits. Such a program requires consideration of matching requirements, size limitations, and a focus on activities that maximize a given emphasis in implementing management plan goals, year to year.

SNHA's grants need not be limited to funds received through the National Heritage Areas Program; SNHA may also use funding raised from other



sources. In fact, SNHA could specifically seek funding for distribution as further grants to partners supporting Susquehanna National Heritage Area. SNHA can guarantee to such “sub-grant” funders that it has sound knowledge of partners and their needs; possesses the well-planned regional programs and strategies that can underpin encouragement for local accomplishments; and operates with the grant-management expertise needed to make effective use of funders’ investment.

Allocation of Federal Funds to Partner Grants

Allocation of funds to grants to partners will depend on SNHA’s sense of how much of its funds awarded from the National Heritage Area’s program should be devoted to initiating SNHA’s own operations and programs versus supporting those of partners, and what programs it is most useful to emphasize. SNHA may choose in some years to devote grant funding to one or more specific projects of highest priority for implementing the plan. The current thinking as this Management Plan is finalized is that SNHA would divide its National Heritage Area funding not otherwise committed to management and administrative expenses into three portions:

1. Matching grants to partners and other forms of direct assistance;
2. SNHA programs for assistance to partners, especially but not necessarily exclusively focused on interpretation; and
3. Support for the direct interpretive mission of SNHA (this is two-fold: first, expanding its own role as an interpreting institution focused on the Susquehanna River and second, providing interpretive context for the entire Susquehanna National Heritage Area through robust communications).

Partner Assistance

SNHA’s program of assistance for partners will go beyond provision of matching grants. The program will be deliberately designed from the beginning to implement this Management Plan, while allowing the program to evolve by building in feedback from partners and others to improve delivery of services over time. Services are expected to include information-sharing, training, networking events, strategic planning, consultation on program design, and other activities to engage partners who join in striving for the vision for the Susquehanna National Heritage Area.

A specific activity for the program of partner assistance will be to hold a periodic meeting or summit (perhaps annually or every two years) for SNHA’s large audience of potential partners. Such an event will be an opportunity to provide training and inspiring presentations, to celebrate progress, to bring people together with common passions through a major networking and shared learning opportunity, and to plan region-wide initiatives to reach the general public.

SNHA's culture has long been one of providing interpretive and educational experiences to the public and schoolchildren focused on the Susquehanna River. As described in Chapter 3, SNHA has many such programs and substantial plans for more. This culture of service is to be expanded across the staff to encompass meeting the needs of partners across the Susquehanna National Heritage Area, beyond the corridor of the river's main stem and into the watershed as encompassed by Lancaster and York counties. The organization's own experience forms a sound basis for developing expertise in interpretation and public education to lend to partners.

Program design for partner assistance will not only augment the staff's capacity with additional positions meant to coordinate and provide direct assistance, but also recognize that all staff positions conceivably could be able to offer aid to partners. Defining the role of the entire staff as one of serving the entire region will be an important element of continuing to build an effective internal team culture. Such a culture is defined as one where all are focused on the entire SNHA mission while doing their individual parts – rather than leaving partner assistance to the few staff positions to be added as a result of National Heritage Area status.

ACTION 6.3.B: Establish a program to award matching grants that will support management plan implementation, build partners' capacity, and encourage collaborative initiatives among partners, using a portion of annual federal National Heritage Area funding and other funds as available.

Timeframe and Responsibility: Short-term and continuing action of the Board of Directors and staff in consultation with the Advisory Council.
[TOP PRIORITY]

ACTION 6.3.C: Establish a partner assistance program to support the growth and development of partners' capacity and programs.

Timeframe and Responsibility: Short-term and continuing action of the Board of Directors and staff in consultation with the Advisory Council.
[TOP PRIORITY]

ACTION 6.3.D: Hold a region-wide periodic meeting for all partners.

Timeframe and Responsibility: Mid-term and continuing action of the staff in consultation with the Advisory Council.

6.4. Collaborating with Key Allies and Sources of Support

There are a number of important agencies and organizations that can support the Susquehanna National Heritage Area. This section describes



those key groups and how SNHAs interface with them is expected to proceed.

6.4.1. National Park Service

Congressional designation provides credibility and reinforces recognition by partners and communities of the significance of the Susquehanna National Heritage Area. It also brings the federal government into partnership with the National Heritage Area through the Secretary of the Interior as described above. The Secretary delegates responsibility for assisting the Susquehanna National Heritage Area to the National Park Service (NPS) through a partnership program. The National Heritage Areas Program is managed through the NPS office in Washington and in each of the NPS regional offices nationwide.

The Susquehanna National Heritage Area works closely with NPS staff in the Northeast Regional Office in Philadelphia, which provides technical assistance and guidance where appropriate. Locally, the lead NPS partners to the Susquehanna National Heritage Area are the Captain John Smith Chesapeake National Historic Trail, managed by NPS's Colonial National Historical Park, and the Chesapeake Gateways program, managed by NPS's Chesapeake Bay Office.

Federal funding appropriated by Congress and distributed by the NPS provides organizational match money for the Susquehanna National Heritage Area. The NPS identity and brand used across the Susquehanna National Heritage Area help establish and communicate the high level of quality and importance for the resources and programs of the heritage area. A close working relationship between SNHA and the National Park Service is an essential component of the management plan's implementation.

ACTION 6.4.A: Maintain a cooperative agreement with the National Park Service for assistance and support to the Susquehanna National Heritage Area as local coordinating entity.

Timeframe and Responsibility: Continuing action of the Board of Directors, President, and the National Park Service. [TOP PRIORITY]

6.4.2. Other Federal Agencies

While the National Heritage Areas Program is housed in the National Park Service, it is important to note that the Secretary of the Interior is also able to work with the National Heritage Area through other federal agencies.

There may be other types of federal assistance to be sought over time, particularly for specific projects that qualify for specific types of federal support. SNHA and its regional partners will continue to build relationships with federal agencies active within the region and their state-local counterparts, including those with economic grants or cost-share programs

so that they understand the purpose and progress of the National Heritage Area and can contribute as appropriate.

The National Endowment for the Humanities and National Endowment for the Arts may be especially helpful for National Heritage Area initiatives. Some federal agencies such as the Department of Agriculture, Economic Development Administration (Department of Commerce), or Department of Housing and Urban Development may not always be aware that the National Heritage Area is a federally recognized entity, so SNHA and partners must work toward clear messages about the area's significance and how federal agencies can assist.

The members of the National Heritage Area's Congressional delegation will be encouraged to send members of their staffs to participate in meetings held by SNHA as a part of their continuing support and interest. They and their staffs can be helpful in identifying sources of federal assistance. Keeping the delegations informed and up to date will be a routine element of SNHA's communications.

ACTION 6.4.B: Continue to build relationships with agencies at the federal level whose work affects the Susquehanna National Heritage Area, or which can provide services and funding.

Timeframe and Responsibility: Continuing action of SNHA in concert with partners that can offer insights into opportunities and relationships. [Best Practice]

ACTION 6.4.C: Continue to engage with and provide routine updates to members of the Pennsylvania Congressional delegation.

Timeframe and Responsibility: Continuing action of the Board of Directors, President, and partners. [Best Practice]

6.4.3. Native American Tribes

A succession of ancestral cultures has occupied the Susquehanna for thousands of years. Some of the most remarkable archeological sites in Pennsylvania, occupied over millennia, are found along the Lower Susquehanna River, including petroglyphs. Moreover, several Tribal Nations of the Chesapeake region have documented Indigenous cultural landscapes working with the National Park Service in the planning for the Captain John Smith Chesapeake National Historic Trail, which interprets the Chesapeake region and its Native Peoples as they were encountered at colonization in the 17th century.

The Susquehanna National Heritage Area is obligated, by virtue of its federal status, to undertake consultation with Native American nations and tribes, specifically, federally recognized tribes active within or with historic ties to the region influenced by the National Heritage Area. While there are no federally recognized tribes physically located in the National Heritage



Area, five federally recognized tribes have identified historic cultural interests in the Susquehanna National Heritage Area: Eastern Shawnee Tribe of Oklahoma; Delaware Tribe of Indians; Delaware Nation of Oklahoma; Seneca-Cayuga Nation; and Tuscarora Nation. Moreover, members of multiple tribal nations reside within Lancaster and York Counties.

SNHA has prioritized participation of federally recognized tribes in the National Heritage Area's implementation and will furthermore invite the participation of other organizations providing outreach to Pennsylvania residents interested in Indigenous heritage and contemporary Native American culture. Support for related interpretive and educational programming and heritage experiences has been highlighted in Chapters 3 and 5. Coordination with Tribal Historic Preservation Officers and other tribal representatives has been highlighted in Chapter 4 of the Management Plan with respect to the preservation of ancestral sites. Direct, continuing tribal participation in the further development and implementation of this Management Plan will continue to be a priority.

The National Heritage Area will work with the Secretary of the Interior and the National Park Service to accomplish this consultation in a way that advances the interests of both the National Heritage Area and tribes with ties to the region.

Because of their presence within the National Heritage Area, SNHA maintains a continuing working, partnering relationship with local tribal representatives. However, while SNHA is tasked with determining the need and timing for outreach to tribes addressing Native American interests, for diplomatic reasons the Department of the Interior, as representative of the United States government addressing separate, independent nations, must be included in contact and relationships with federally recognized tribes. This can be accomplished with the continuing participation of the National Park Service, especially representatives of the Northeast Regional Office.

ACTION 6.4.D: Engage and partner with tribal nations and American Indian residents in the planning and implementation of the National Heritage Area with emphasis on the Native Landscapes theme.

Timeframe and Responsibility: Immediate and continuing action of the Board of Directors and President and partners. [Best Practice]

ACTION 6.4.E: Work with the Secretary of the Interior and the National Park Service in relationships with federally recognized tribes. Inform tribal nations active within or with historic ties to the National Heritage Area about progress on implementation of the Management Plan and encourage their input and participation.

Timeframe and Responsibility: Continuing action of the Board of Directors and President with the National Park Service. [Best Practice]

6.4.4. Alliance of National Heritage Areas

The Susquehanna National Heritage Area is a part of the national community of federal National Heritage Areas, whose interests are represented by the non-profit Alliance of National Heritage Areas (ANHA). This organization is invaluable in keeping its members informed about federal policy, developing consistent standards for information-gathering about national heritage areas' performance, and sharing information about members' experience with National Heritage Area issues, partnerships, and programs. SNHA has long been a member of this organization as both an aspiring and officially designated National Heritage Area representative.

To maintain its relations with the National Park Service and with other federal agencies, the Susquehanna National Heritage Area will continue to be a recognized part of this national community-building effort maintained by the National Heritage Areas themselves. A long-term ANHA aim is to improve the National Park Service's underlying legal authority to manage National Heritage Areas on a programmatic basis (instead of relying on individual National Heritage Areas' legislation), which would also improve the Susquehanna National Heritage Area's federal relations.

ACTION 6.4.F: Participate in programs of the Alliance of National Heritage Areas and provide the resources for staff to participate in regular trainings.

Timeframe and Responsibility: Continuing action of the Board of Directors and President. [Best Practice]

6.4.5. Pennsylvania State Government and Agencies

Similar to the region's federal agencies, state agencies are important partners to the Susquehanna National Heritage Area. State coordination and support is important for implementing several elements of the Management Plan, especially tourism, recreation, historic preservation, and land conservation (both natural lands and farmland).

As a management entity originally created to coordinate a state-designated heritage area, SNHA has a well-established relationship with the Pennsylvania Department of Conservation and Natural Resources (DCNR), the state agency responsible for managing and funding the Pennsylvania Heritage Areas Program. DCNR has been a major state government partner in the Susquehanna National Heritage Area, collaborating for many years on multiple initiatives involving the Lower Susquehanna River, as described in Chapter 4. SNHA's strong, long-time partnership with DCNR will continue to evolve and strengthen as the organization assumes new responsibilities associated with managing a National Heritage Area.

State historical sites, state parks, wildlife management areas, and other conservation areas are key sites for the heritage-area-wide interpretive presentation described in Chapter 3. Thus, SNHA will have opportunities to



collaborate with such agencies as the Pennsylvania Historical and Museum Commission, DCNR, Pennsylvania Fish and Boat Commission, and Pennsylvania Game Commission. Scenic roads, bikeways, and trails are affected by actions of the Pennsylvania Department of Transportation (PennDOT) and, in the case of trails, also DCNR. Fulfilling the requirement in the Susquehanna National Heritage Area's legislation regarding signage identifying points of public access and sites of interest is logically best addressed in collaboration with PennDOT.

The Pennsylvania Governor's office can be helpful in expressing support for state agencies' actions to develop and maintain the Susquehanna National Heritage Area, and may be amenable to coordinating agencies' contributions. For this reason, the Governor's office will receive routine updates on SNHA's progress. In addition, state legislators can help to inform state agencies about needs and issues in Lancaster and York Counties relating to the National Heritage Area; they will also receive the courtesy of routine updates.

ACTION 6.4GE: Continue to maintain relationships with agencies at the state level whose work affects the Susquehanna National Heritage Area, or which can provide services and funding.

Timeframe and Responsibility: Continuing action of the Board of Directors and President in concert with partners that can offer insights into opportunities and relationships. [Best Practice]

ACTION 6.4.H: Provide routine updates to the Governor's office and state elected officials representing the National Heritage Area, and when appropriate seek assistance with coordination of state agencies' contributions to implementation of the Management Plan.

Timeframe and Responsibility: Continuing action of the Board of Directors and President in concert with partners that can offer insights into opportunities and relationships. [Best Practice]

6.4.6. Local Government and Agencies

Local government within the Susquehanna National Heritage Area is comprised of Lancaster and York Counties, the two cities of Lancaster and York, and the governments of 54 boroughs and 76 townships. Both counties and cities and many of the other municipalities have supported the designation and development of the Susquehanna National Heritage Area. All are important to the implementation of the Management Plan. Lancaster County, York County, the City of Lancaster, and the City of York are entities of great capacity and capability and are considered regional partners in terms of partner involvement discussed above. The boroughs and townships are targets for the partnership assistance program discussed above.

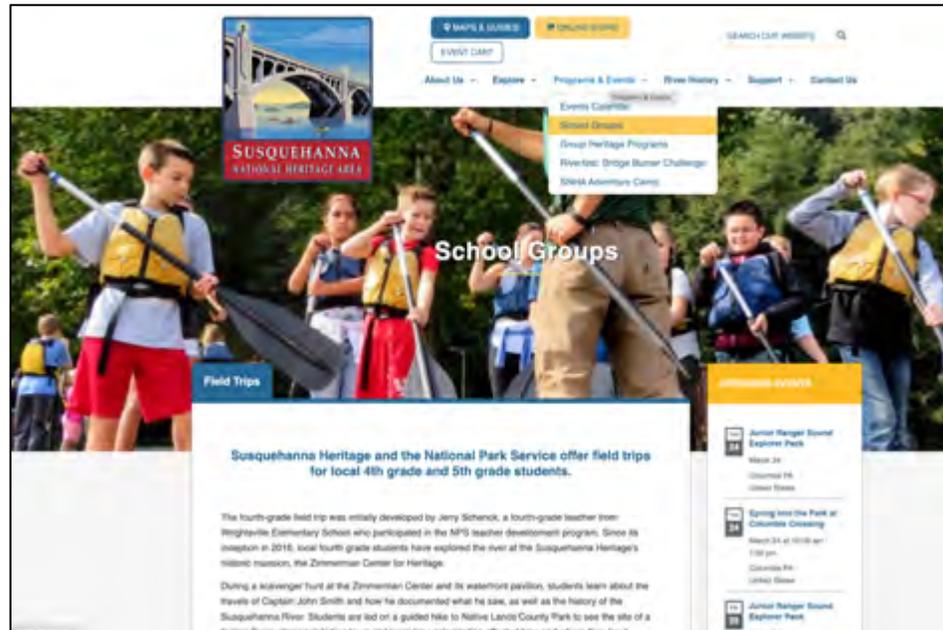
Local governments, agencies, and supporting organizations will continue to be central players in the implementation of the Susquehanna National

Heritage Area over time. All will become engaged as partners in National Heritage Area initiatives described in Chapters 3 through 5. Governmental entities will continue to provide direct financial support. Agencies and organizations will continue to provide staff and programmatic support.

ACTION 6.4.I: Continue to build relationships with local and regional community leaders, agencies, and organizations, and to encourage, rely upon, and highlight their support.

Timeframe and Responsibility: Continuing action of the Board of Directors and President in concert with partners that can offer insights into opportunities and relationships. [Best Practice]

The Susquehanna National Heritage Area’s website as of March 2022.



6.5. Public Involvement

The federal legislation establishing Susquehanna National Heritage Area requires that SNHA “conduct meetings open to the public at least semiannually regarding the development and implementation of the management plan.” (§6001.b.2.D) SNHA envisions holding public sessions at least twice a year that are designed to educate the public about the vision, mission, and goals of the Susquehanna National Heritage Area, with a focus on one or two key initiatives where the public can support the goals, and to inform participants about overall progress in implementing this Management Plan.

As described further below, conducting a communications program with the public in general and a wide variety of specific audiences (described in Chapter 3) is a critical activity for SNHA. SNHA will develop periodic communications work plans to convey messages in a variety of ways about



the existence and importance of the Susquehanna National Heritage Area and build public appreciation for its nationally important stories and resources. Public involvement planning will be included as an element in communications work plans.

ACTION 6.5.A: Establish a schedule for public involvement, specifically to fulfill the letter and spirit of the Susquehanna National Heritage Area's federal legislative requirements for "meetings open to the public."

Timeframe and Responsibility: Immediate and continuing action of the Board of Directors and President. [Best Practice]

6.5.1. SNHA's Role in Communications

Communication is a broad and critical function for any National Heritage Area. This includes not only the activities described in this chapter relating to partner and public outreach, but also the interpretive and educational activities and audiences described in Chapter 3 and activities described in Chapter 5. SNHA's communications programs will support implementation of the entire Management Plan and SNHA's own development.

Through a variety of activities, SNHA must build the Susquehanna National Heritage Area's identity and visibility and communicate with many kinds of audiences – partners, supporters, and residents as well as visitors. In terms of partners, good communications can support SNHA's delivery of services to individual partners and networking among partners.

Developing excellent, catalytic, and innovative communications and technological capabilities will be a high priority in advancing all SNHA programs. Innovative use of tools to reach the digital realm can (1) help residents see the region in new ways; (2) reach audiences who might not be able to visit the region physically; and (3) improve the experiences of those who can actually visit the region. Technology can also provide SNHA with powerful new capabilities for organizing data relating to the large natural and cultural landscape committed to its care.

6.5.2. Planning for Communications

A plan for SNHA communications will guide the organization's work plans (described below). SNHA will develop a long-range Communications Plan as follow-up to this Management Plan. The Communications Plan will develop strategies, designs, and templates for updating SNHA's identity, branding, signage, website, social media, promotional materials, and partner associations.

Work plans developed from the Communications Plan will include a calendar to identify annual rhythms; highlight where multiple steps of multiple projects might converge (either to advantage or to avoid disadvantageous collisions); and aid in planning and timing the individual steps building up to a penultimate action. Work plans will identify each

communications opportunity, including describing the opportunity, naming audiences, defining messages, and identifying intended outcomes (the basis for later evaluation of the organization’s response). For each chosen opportunity, the work plan would include a specific set of action items (including marketing and promotional considerations), with priority, timing, and required resources clearly identified. The specific set of action items for communications will vary from year to year, organized according to strategic areas of emphasis.

Evaluation will be built into the Communications Plan. Both diversity (kinds of audiences) and numbers (sizes of audiences) will count in assessing SNHA’s progress as annual communications work plans are developed and evaluated.

The major focus for SNHA in the first phase of its communications will be the development of an improved website.

ACTION 6.5.B: Create a long-range Communications Plan.

Timeframe and Responsibility: Immediate and continuing action of the President and staff. [TOP PRIORITY]

ACTION 6.5.C: Create periodic work plans for communications in order to set and adjust priorities, coordinate multiple communications programs and activities, and define expected outcomes.

Timeframe and Responsibility: Immediate and continuing action of the President and staff. [Best Practice]

ACTION 6.5.D: Continue to issue an annual financial report to the public as a critical component of SNHA’s periodic work plans for communications.

Timeframe and Responsibility: Continuing action of the Board of Directors and President. [TOP PRIORITY]

ACTION 6.5.E: Undertake upgrades of the Susquehanna National Heritage Area’s website to support added technological features and provide a broader platform to support partner outreach and cultural heritage tourism.

Timeframe and Responsibility: Continuing action of the Board of Directors and President. [TOP PRIORITY]

6.6. Staffing and Support

SNHA’s staff manages the details of the organization’s affairs and provide the day-to-day energy and continuity that is required for its successful operations.



Currently, budgeted staff consists of ten full-time positions: president, vice president, director of community giving, grants administrator, office manager, program and education manager, Zimmerman Center director, Columbia Crossing director, program coordinator and a visitor services and boat tour supervisor. Part-time staff also serve the two visitor centers and boat tours. The organization has functioned at this high level for several years and is expected to maintain these positions as its base staffing.

SNHA's staff size can be expected to change over time as resources become available, programs evolve, partners' needs mature, and available expertise varies. There are three major areas expected for the organization's growth:

- The acquisition and development of the Mifflin site as the Susquehanna Discovery Center, expanding SNHA's role as an interpretive institution in its own right;
- The expansion of SNHA's partner outreach programs in support of the vision for the entire Susquehanna National Heritage Area; and
- The expanding and increasingly complex administrative and financial responsibilities of SNHA's role as local coordinating entity for the entire Susquehanna National Heritage Area.

6.6.1. SNHA's Role as an Interpretive Institution

Susquehanna Discovery Center

In 2021, SNHA, The Conservation Fund (TCF), and Preservation PA secured an agreement to save the historic Mifflin site in Wrightsville as a new heritage and outdoor attraction. The project will preserve 87 acres of historic landscape featuring important Underground Railroad and Civil War heritage. SNHA will transform the site into a gateway visitor welcome and education center for the entire Susquehanna National Heritage Area, including a new headquarters for the SNHA organization. Acquisition of the site by TCF was finalized as this Management Plan was being completed, with transfer to SNHA expected in 2023.

The sequential development of the site into the Susquehanna Discovery Center (SDC), including an Underground Railroad Learning Center and heritage park with interpretive trails to the Susquehanna River (all described further in Chapter 3), is expected to take many years. Given successful grants and fundraising of millions of dollars, the project is projected to be complete and up and running within the ten-to-twelve-year timeframe of this Management Plan. Public access, trails, and restoration of the Mifflin House may be the first actions, potentially in three to five years, depending on funding and coordination with partners.

Initial SDC staffing for this major undertaking will require a project manager position to coordinate site management, planning, and early improvements for the Mifflin site after acquisition. This includes coordination of a task force of community volunteers recently appointed by SNHA's board of



The Mifflin Farm historic site includes this splendid stone farmhouse, which will be adapted as the Underground Railroad Learning Center as part of the Susquehanna Discovery Center. (Photo by SNHA)

directors to help guide the project. Existing program staff will assist with initial interpretive programs on the site, once public access is in place. Additional staff time will be required for fundraising, grants, and consultant services for design of site/building improvements and interpretive exhibits (the latter including both overall interpretive planning and completion of necessary research and content development). In addition to the project manager, it is anticipated that time spent raising funds and developing the site will also come from existing

staff (president, community giving director, vice president), with some duties delegated to other program and administrative staff.

Once the SDC is fully developed and open to the public, it will require on-site management and program staff, estimated at three to five full-time positions, plus multiple part-time staff, some seasonal. Since the SDC is expected to be opened in phases, the staff hires for these operations will also be done in stages.

Other Interpretive/Educational Programs

In recent years, SNHA has served more than 2,000 schoolchildren through educational programs supported in part by the Captain John Smith Chesapeake National Historic Trail. In addition, SNHA is introducing new fee-based interpretive programs for the general public and special audiences centered on heritage tours aboard the *Chief Uncas*, a classic 1912 electric-powered wooden vessel built by the Electric Launch Company (ELCO). It was acquired by SNHA in 2021 with private donations and is planned for launch on the Susquehanna for public tours in the summer of 2022.

SNHA also currently manages two land-based interpretive sites, the Zimmerman Center for Heritage and Columbia Crossing River Trails Center, both of which offer school-based and general public education programs. The Susquehanna Discovery Center at the Mifflin site will add a third major interpretive site to SNHA's portfolio of visitor education facilities.

As SNHA grows all of these sites and programs, the organization's program and education manager will play a significant role, in addition to general staffing enlargements to add capacity (e.g., extra part-time guides for the *Chief Uncas*). This position will coordinate further development of all education programs, land and water-based (including support for programs



at SDC before and after facilities there open). This position will closely coordinate with the communications position described below.

6.6.2. Partner Outreach and Communications

During its first two to four years of operations as the local coordinating entity for the Susquehanna National Heritage Area, SNHA intends to establish one additional position, of highest priority, to build the interpretive program as SNHA seeks to enlist interpretive partners in the vision for the Susquehanna National Heritage Area. Both program and position are further described in Chapter 3 and involve direct outreach to interpretive partners, developing of training and networking opportunities, and providing technical assistance.

A second position related to partner outreach is also recommended, a communications position overseeing electronic and print media, other communications, and organizational outreach. As also described in Chapter 3, in SNHA's role as "interpreting partner," it is critical to create a heritage-area-wide interpretive context for the experiences offered by partners. This is to be created through providing enriched information and multi-media productions through SNHA's website and other electronic media, with an upgrade of the SNHA website to support additional capabilities. Enlisting interpretive partners in this effort and informing them of opportunities for further, cooperative development of the interpretive context would also be a high-priority activity for the communications position. This position would also support strategies and actions identified in Chapter 5 concerning cultural heritage tourism, recreation, and wayfinding.

ACTION 6.6.A: Establish a full-time staff position to support implementation of a Susquehanna National Heritage Area-wide interpretive presentation.

Timeframe and Responsibility: Short-term and continuing action of the President with oversight as appropriate by the Board of Directors. [TOP PRIORITY; this action also appears in Chapter 3 as Action 3.6.C]

ACTION 6.6.B: Create a position to manage the further development of all SNHA communications programs.

Timeframe and Responsibility: Short-term and continuing action of the President with oversight as appropriate by the Board of Directors. [TOP PRIORITY]

6.6.3. Historic Preservation

As described in Chapter 4, the Susquehanna National Heritage Area earned its Congressional recognition in part on the strength of the remarkable resources that exist within Lancaster and York Counties. The conservation of natural resource areas and farmland has received considerable and

sustained public investment for decades. Historic resources, however, have had less investment in the same period.

Yet, historic resources need more outreach to communities and property owners, since the protection of historic resources cannot be accomplished as readily through property acquisition and easements as is the case for land-based stewardship.

SNHA regards historic preservation as a critical need within the region, but is choosing to prioritize its investment in interpretation during the first phase of implementation of this Management Plan. The reasoning is that interpretive programs are critical to building public appreciation for the region's history and the resources that express that history, which is needed to underpin the concerted action required to stimulate greater historic preservation.

Following the establishment of the two positions devoted to Partner Outreach and Communications as described in the preceding sections, the next highest priority is the establishment of the organization's capability to provide technical assistance to communities and property owners to encourage greater historic preservation. This could be accomplished through the establishment of a single specialized position or by the reallocation of staff time to allow multiple positions to share expertise and coach partners. The planned matching grant program could also set aside specific funding for grants to assist partners with historic preservation activities. In addition, the Pennsylvania Historical and Museum Commission (PHMC) has a small regional staff available to assist local groups with preservation work; this strategy for SNHA could augment the effort that PHMC can devote to Lancaster and York Counties.

Otherwise, as described in Chapter 4, SNHA stands ready to support partners in advocacy or action where nationally important historic resources are threatened. SNHA's acquisition of the Mifflin site is an example of such action, although in that case, because SNHA realized the property could play an important role for the entire Susquehanna National Heritage Area, it assumed a lead role in saving the property. In the future, SNHA is less likely to acquire other properties directly.

ACTION 6.6.C: Support partners' stewardship of historic resources by providing technical and other assistance for historic preservation.

Timeframe and Responsibility: Mid-term and continuing action of the President with oversight as appropriate by the Board of Directors.

6.6.4. Other Staffing

SNHA's capable, small staff possesses skills and experiences that can support partners and communities in such areas as interpretation and stewardship. In order to add flexibility to the entire team in providing outreach to partners (as well as supporting SNHA's general program growth),



SNHA may reshape position descriptions and add staffing to address administrative and financial needs, program management, resource development and fundraising, communications, and interpretive and educational programs. Additional senior management capacity will also likely be required, given the increasingly complex responsibilities involved with SNHA's role as both local coordinating entity for the entire Susquehanna National Heritage Area and operator of its own visitor sites, tours, and interpretive programs.

Some of these functions need not necessarily be provided by staff. Alternatives include recruiting volunteers or asking partners to share the load (through support and contracts where appropriate). It is possible to contract with other organizations or consultants to provide specialized services, temporarily or over time, or engage in agreements with governmental agencies for such services.

6.7. Budgeting and Keeping Records

6.7.1. Budget Projection for the National Heritage Area

Financial arrangements to fulfill the roles and functions in this Management Plan will be decided by the board of directors. Table 6.1 is an illustration of projected income and expenses with the addition of federal funding anticipated through the National Heritage Area status conferred by Congress. It is intended as a guide for discussion and long-range planning addressing staff, fundraising, and other budgetary decisions.

SNHA's budget must cover both staffing and staffing-related operational costs and programmatic costs related and unrelated to staffing (e.g., grantmaking, or website or publication costs).

SNHA is among the few new National Heritage Area coordinating entities that have assumed this responsibility after almost twenty years of experience in administration, program development, and fundraising. Effectively, the National Heritage Area status is being grafted onto a fully functioning nonprofit organization that is an accomplished interpretation and educational institution in its own right.

Moreover, programs that support this new National Heritage Area status will evolve in parallel with a major project, the acquisition of the Mifflin site and its development into the Susquehanna Discovery Center (SDC), a gateway visitor welcome and interpretive center for the entire two-county region.

Accordingly, the rule of thumb applied here is that one portion of funding will be applied to existing programs and development of new programs (including SDC) that support SNHA's role as an interpreting institution; one portion of funding will support staffing for all of SNHA's roles; and one portion of funding will be committed to matching grants for partners.

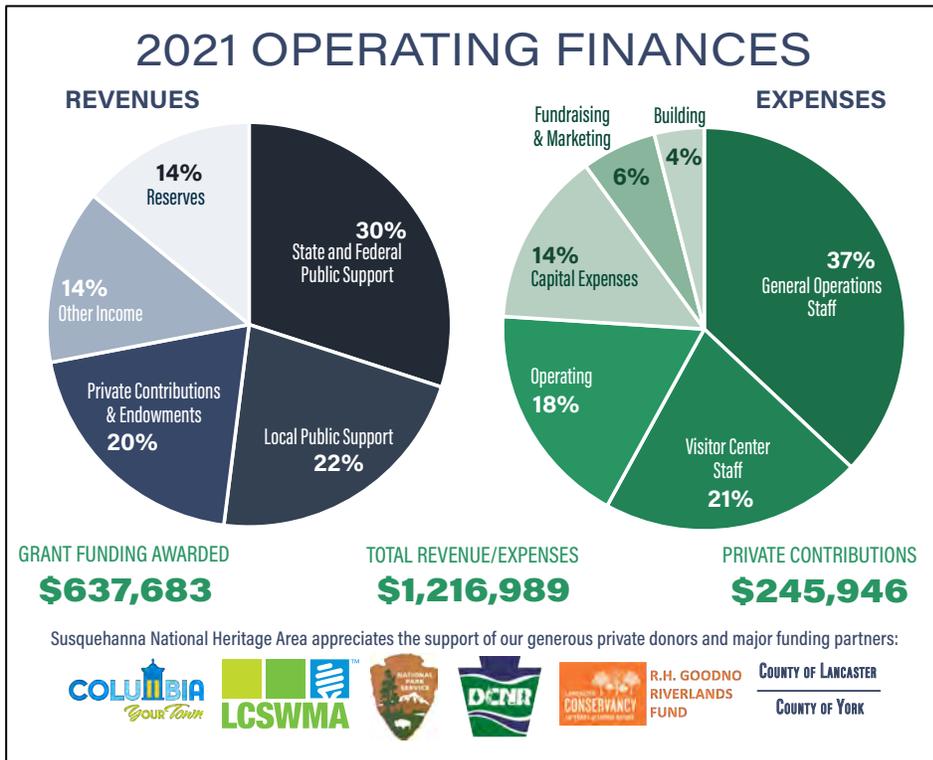
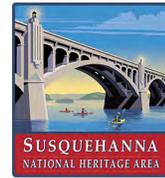
Table 6.1. SNHA Projected Budget with NHA Funding FY2023-27

Revenues	2023	2024	2025	2026	2027	2023-2027
National Park Service NHA Award	\$500,000	\$500,000	\$500,000	\$500,000	\$500,000	\$2,500,000
National Park Service CHBA/CAJO Awards	\$30,000	\$50,000	\$50,000	\$50,000	\$50,000	\$230,000
State Government Grants	\$280,000	\$280,000	\$300,000	\$300,000	\$325,000	\$1,485,000
Local Public Grants & Agreements	\$315,000	\$315,000	\$325,000	\$325,000	\$325,000	\$1,605,000
Private Contributions & Endowments	\$225,000	\$250,000	\$300,000	\$400,000	\$450,000	\$1,625,000
Earned Income	\$175,000	\$200,000	\$225,000	\$250,000	\$450,000	\$1,300,000
Partnership Grant Match		\$100,000	\$100,000	\$100,000	\$100,000	\$400,000
Total Revenues	\$1,525,000	\$1,695,000	\$1,800,000	\$1,925,000	\$2,200,000	\$9,145,000
					Match for Federal Funding = 2.4:1	\$6,415,000
Expenses						
Salaries & Benefits	\$975,000	\$1,025,000	\$1,100,000	\$1,200,000	\$1,350,000	\$5,650,000
Programs & Support	\$275,000	\$300,000	\$300,000	\$300,000	\$375,000	\$1,550,000
Office Services & Supplies	\$35,000	\$37,000	\$39,000	\$41,000	\$50,000	\$202,000
Finance & Legal	\$45,000	\$47,000	\$49,000	\$51,000	\$55,000	\$247,000
Buildings & Facilities	\$100,000	\$150,000	\$150,000	\$175,000	\$200,000	\$775,000
Fundraising & Marketing	\$15,000	\$25,000	\$25,000	\$25,000	\$50,000	\$140,000
Partnership Grants		\$100,000	\$100,000	\$100,000	\$100,000	\$400,000
Total Expenses	\$1,445,000	\$1,684,000	\$1,763,000	\$1,892,000	\$2,180,000	\$8,964,000
Balance to Reserves	\$80,000	\$11,000	\$37,000	\$33,000	\$20,000	\$181,000

The \$500,000 estimate for a federal National Heritage Area (NHA) grant shown in Table 6.1 is more than new heritage areas have planned for in recent years, when management plans have assumed approximately \$300,000 in federal support once they are complete. The amount planned for here is also considerably less than the budgets of older heritage areas. However, FY2022 federal funding for most National Heritage Areas with approved management plans is \$500,000 annually, with an expectation to continue at this level for the foreseeable future, so this estimate is used here.

Technically, the Susquehanna National Heritage Area could receive much more than the \$500,000 figure estimated for this budget, given its legislation authorizing a yearly matching grant of up to a million dollars, with a maximum of ten million dollars over fifteen years. (\$6001(g)) This is, however, simply an *authorization*. Congress must make an *appropriation* of funding based on heritage areas’ authorizations each year, in separate legislation passed by Congress and signed by the President to set the annual federal budget. The total – which is then apportioned by the National Park Service – is generally far less than National Heritage Areas’ total authorizations.

A \$500,000 NHA grant will still require a dollar-for-dollar (“1:1”) match of \$500,000. This is the practical translation of the authorization language stating that “the Federal share of the total cost of any activity under this section shall be not more than 50 percent.” If the federal grant is matched completely by cash, the portion of SNHA’s budget supported by its National Heritage Area status will be \$1,000,000. As the authorization language makes clear, however, the match need not be in cash, but also “in the form of in-kind contributions of goods or services fairly valued.”



The amount of cash provided in the match, therefore, determines the overall cash budget under discussion here. If the current pattern of SNHA's operations holds true in coming years, much of the match for the federal NHA grant might actually be cash and available for SNHA to spend as authorized in its legislation (that is, any legislative limits on the spending of federal funds also apply to the match). Any in-kind match does not provide direct support to SNHA's budgetary bottom line (except in allowing the heritage area to draw upon its federal grant), nor do partner matches.

In-kind contributions can be important in helping to support the organization's total operations in other ways, of course. "Leverage," the amount of non-federal funds stimulated by the NHA grant, remains an important measure of a heritage area's success. The required match, or leverage, of 1:1 is the minimum. It is estimated here that by the end of the first five years, every federal dollar will be matched by approximately three dollars in all kinds of matching funds.

6.7.2. Record-Keeping

Financial Systems

SNHA's financial system is designed to make real-time accounting information readily available to board and staff, and the generation of financial data for planning, resource development (fundraising), and reports to funders (including the National Park Service) and the public.



SNHA's popular "Tadpole Time" for preschoolers is offered at the Columbia Crossing River Trails Center. (Photo by SNHA)

Transparency is the general rule for a body such as SNHA; an annual report including financial data is a critical element of any National Heritage Area's communications plan. An established, twenty-year-old organization, SNHA already maintains financial systems that address these purposes.

The organization's financial management system is expected to accomplish the following, at a minimum:

- **Track expenses** by a "chart of accounts" – "line items" typical of the profit-and-loss budget statements that are usually reviewed by boards at each of their meetings – in sufficient detail to support annual financial reviews and reporting on the IRS Form 990 (the federal tax return for nonprofits);
- **Show the actual cost of programs and initiatives**, by allocating portions of costs tracked in the chart of accounts and aggregating them; and
- **Enable automated financial reporting specific to grants** given to the organization by multiple sources. Financial software can enable not only tracking of expenses by budgetary line items and programs/initiatives but the assignment of those expenses (or a portion of them) to any given source, including specific grants. Once such a breakdown exists, it is easier to compile reports to individual funders.

Any organization manages its finances through an annual budget according to its chart of accounts. Budget statements and balance sheets are examined by the finance committee and board of directors regularly, in order to review progress in meeting the budget and managing such obligations as accounts payable and restricted funds, which are recorded in the balance sheet. Accounting software that allows an at-a-glance understanding of the budget compared to actual spending is important to use.

Many important programs can be achieved completely through the work of staff. Therefore, staff costs are not always and exclusively "overhead" costs in the sense of the "management and general" category for expenses reported in IRS Form 990. Rather, staff costs (and expenses relating to support for staffing) will be allocated as appropriate to programs that benefit from staff time. Other programs, like workshops, require funding for such items as educational materials or speakers' costs, in addition to the funds required for associated staff costs.



Corporate Records

Corporate records generally must be maintained under typical state statutes applying to corporations (either for-profit or nonprofit). State statutes may have simple requirements but can be exceeded to create a full record of all significant corporate policies and decisions.

Corporate records include such documents as Directors' & Officers' ("D&O") liability insurance, annual Form 990s, and descriptions of such other practices as the roles and responsibilities of committees and current members. A record of the minutes of each meeting is critical, especially the annual meeting, since typically organizations are expected to meet and show proof that they have met at least once a year to maintain their viability in the eyes of the state's secretary of state. This is a critical "best practice" for maintaining long-term coherence of board of directors policies and decisions and will be needed to support the National Park Service evaluation discussed below.

Elements of the corporate records are generally included in a handbook provided to members of the board of directors (also a "best practice"), which might also include such items as a standing case statement for the organization that can be adapted for grant applications.

ACTION 6.7.A: Maintain a computerized financial management system that generates sufficient financial data for planning, resource development, and reporting to funders and the public.

Timeframe and Responsibility: Continuing action of the President and staff (with consulting support as needed). [Best Practice]

ACTION 6.7.B: Establish regular financial procedures to support the Board of Directors' fiduciary responsibilities, including an annual budget and regular reviews of progress in meeting the budget.

Timeframe and Responsibility: Continuing action of the Board of Directors (Treasurer, Finance Committee, and President). [Best Practice]

ACTION 6.7.C: Maintain corporate records documenting Board of Directors policies and procedures and compiling key organizational records.

Timeframe and Responsibility: Continuing action of the President. [Best Practice]

6.8. Planning for Sustainability and Resource Development

The board of directors and staff have a large job ahead: to raise the necessary funds to implement this plan. Resource development is the way

to achieve a heritage area and coordinating entity capable of such a mission. The goal is sustainability.

A sustainable organization is one that is able to raise sufficient funding year after year from sources diverse enough that it is not overly reliant on any one source or kind of source. The National Park Service defines a heritage area's sustainability as "the coordinating entity's continuing ability to work with partners through changing circumstances to meet its authorized mission and includes the ability to:

- "Honor the legislative mandate
- "Govern and adaptively manage, staff and operate
- "Leverage and secure resources (time, talent, treasure)/(volunteers, expertise, funds)
- "Support partners in communication, collaboration, and capacity building
- "Steward programs and projects to improve economic value and quality of life, and
- "Reach diverse audiences."⁹³

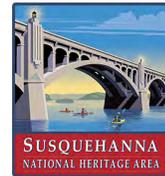
Successful fundraising relies on development of close and lasting relationships with funders and donors, existing and potential. This emphasis on developing relationships is the reason why the preferred term for fundraising in recent years has become "resource development."

Many outsiders to the nonprofit world believe grant-writing is the way that funds are raised. Applying for grants, however, is just one part of a wider range of activities to cultivate the resources that will sustain a nonprofit organization. Even the most successful grant-writing program, in fact, begins with a good understanding of grantors' wishes and programs.

6.8.1. Matching the National Heritage Area's Annual Federal Funding

Federal funds allocated to the Susquehanna National Heritage Area must be matched dollar for dollar ("1:1") with non-federal funds (which are governed by the same rules for expenditure as federal dollars). There are three ways to accomplish this match.

⁹³ National Park Service, National Heritage Areas Program, "National Heritage Area Evaluation Guide," August 2016, pp. 13-14, available at <https://www.nps.gov/subjects/heritageareas/upload/NHA-Evaluation-Guide-2016-Final-MJR-9-21-16-match-update-saved.pdf>.



Cash Match from Non-Federal Contributors

The funding available from federal heritage area allocations will never be enough to accomplish the work laid out in this Management Plan. Federal funding should be regarded as seed funding. Such funding makes SNHA a desirable funding partner, however, because those considering a contribution will see that their funds can leverage the federal funds, which are available for a project if a non-federal match is granted. These are dollars available for operations and programs above and beyond federal heritage area support, and they are critical to long-term sustainability, with or without the continuation of the federal funding after the fifteen years prescribed in the legislation establishing the Susquehanna National Heritage Area.

Sources of cash matches include grants from foundations and private donors. In many heritage areas, contributions made by local and state governments have been important sources of such funds. It is important to explore ways to tap such funding. State and local elected leaders must be educated to recognize that the region would benefit if public appropriations were to help leverage the federal dollars to be made available if non-federal matches can be found. Fortunately, SNHA already has a long history of state and local funding support, through both annual grants and longer-term funding agreements. These relationships will be nurtured as SNHA's role and reach also expands across the region.

While this section is about finding the federal match, SNHA can attain other federal funds for projects. Indeed, SNHA has done so, having been granted multiple grants and cooperative agreements over the years from the Captain John Smith Chesapeake National Historic Trail and the Chesapeake Bay Gateways Network (both National Park Service programs). The U.S. Department of Agriculture, the Economic Development Administration, the U.S. Department of Housing and Urban Development, and others, have grant programs that may be important sources for particular SNHA projects. (U.S. Department of Transportation funding is usually allocated

A screenshot of the Susquehanna National Heritage Area's donation page. The page has a white background with blue and green accents. At the top, it says "If you're for the river, we're for you!". Below this, there is a paragraph about donations supporting education and recreation programs. To the right is a large image of a river with a bridge in the background and the text "AMERICA'S 55th NATIONAL HERITAGE AREA". Below the paragraph, it says "Gifts can be made by check to Susquehanna National Heritage Area or Online." and there is a blue "DONATE" button. Further down, there is a section titled "Support the Chief Uncas" with a small image of a boat and a paragraph explaining that SNHA purchased the Chief Uncas as a flagship river tour boat in July 2021. Below this paragraph is another blue "DONATE" button.

Screen capture of SNHA's donation page on its website, March 2022.

through PennDOT and generally – but not always – may count as state funding.) Federal funding, however, in general, cannot be used to match other federal funds. Thus, any federal funds will have similar requirements for non-federal matches.

“In-kind” Contributions

The National Heritage Area’s match to its federal allocation is allowed to include the fair value of contributed goods or services, including volunteers’ time, donated professional services, donated mileage, and donated materials. While these contributions may make many projects possible thanks to the kindness of individuals and businesses, and may therefore reduce program and staff costs, they do not provide actual dollars for operations and programs that are reflected in an annual budget. That said, such contributions can provide a significant matching value. The value for volunteers’ time is generally based on a state-by-state survey maintained by Independent Sector; Pennsylvania residents’ contribution of time is currently valued at \$26.67.⁹⁴ The IRS provides an annual figure for the value of donated mileage, since volunteers may deduct that value as a charitable contribution on their federal tax return; the 2022 charitable standard mileage rate is 14 cents per mile (which has remained at 14 cents for more than a decade).

Beyond their immediate support for projects and programs, volunteers have an additional value: they can become friends who are particularly knowledgeable about the National Heritage Area – its partners, programs, and needs – and who can provide effective help to the board of directors in raising funds. That is, if they are asked.

Cash Match Spent Directly by Partners

If partners receive federal funds from SNHA through grants or other arrangements, they may be expected to provide a portion of the required match from non-federal sources. Providing more than the 1:1 minimum is called an “overmatch”. The overmatch can be counted by SNHA toward its 1:1 obligation, thus drawing down federal funds for activities that may not so readily find cash support (such as overhead items, e.g., copying, equipment maintenance, or software). While these are real dollars applied to the federally required match, they are not dollars that count toward the budget for SNHA’s operations and programs, however – and thus are sometimes called “pass-through match.” The Susquehanna National Heritage Area’s intended leverage through partners’ overmatch, at least over time, is expected to be considerably larger than the minimum. Maintaining a good track record of partners’ matches over time will require careful programming, planning with partners, management of prospects, and tracking of projects’ progress (since the partners must actually spend their

⁹⁴ http://www.independentsector.org/volunteer_time. The national average is 28.54 (2020 figures).



dollars before they can be counted as match). SNHA must ensure that sufficient projects are in the pipeline to be available as the need arises with each annual National Park Service task agreement and with each reimbursement request to NPS based on those task agreements.

Non-Governmental Sources of Funding

There are multiple general sources of funding outside governmental sources:

- **Grant-Making Foundations:** Foundations manage funds set aside by individuals, families, and businesses to support a wide range of community needs and issues. These include foundations managed by large corporations and well-known national foundations with highly competitive grant-making programs.
- **Community and Family Foundations:** Smaller family foundations and community foundations, which often help to manage family foundations, are more local and regional in nature. The Council on Foundations (COF) defines community foundations as “grantmaking public charities that are dedicated to improving the lives of people in a defined local geographic area. They bring together the financial resources of individuals, families, and businesses to support effective nonprofits in their communities. Community foundations vary widely in asset size, ranging from less than \$100,000 to more than \$1.7 billion.” There are more than 750 community foundations in the United States, more than 500 of which have earned a seal of operational excellence from the Community Foundations National Standards Board.⁹⁵ SNHA has established relationships with the two community foundations serving the Susquehanna National Heritage Area, the Lancaster County Community Foundation and the York County Community Foundation, both of which are accredited.⁹⁶
- **Large Businesses:** In addition to foundations established by large businesses to lead their charitable giving efforts, such corporations also may devote a portion of their annual operating funds or marketing budgets for charitable giving in the form of sponsorships, cooperative advertising, or outright gifts. They may also choose to partner with nonprofit organizations in offering wellness or volunteer programs to their employees.
- **Small Businesses:** While it is difficult for many small businesses to establish the kinds of formal and sizable grant-making capabilities found in larger corporations, many are community-oriented and are willing to make smaller donations. This is especially true if they are offered some kind of advertising or promotion in

⁹⁵ <https://www.cof.org/foundation-type/community-foundations-taxonomy> and <https://www.cfstandards.org/>

⁹⁶ <https://www.lancfound.org/> and <https://yccf.org/>.

acknowledgment of their gifts – for example, sponsorships or advertising in programs for local events (e.g., sports, cultural performances, and festivals).

- **Individuals:** Individual giving is frequently the most sustainable of all income sources, but it requires much cultivation and visibility to attract such giving. Individual giving includes not only outright gifts but also “planned giving” that includes such actions as bequests and living trusts. In targeting individual giving, SNHA has built a base of friends and identified prospects that have emerged from SNHA’s programs, outreach, and volunteers.
- **Earned Income:** Some heritage areas have had success with offering items for sale and fee-based services. There are many ins and outs to this approach – guarding against violating nonprofit rules, for example. Any given possibility will require careful investigation on the part of SNHA staff to ensure the net income will be worth the effort. SNHA currently receives earned income from facility rentals and programs, which are soon expected to increase substantially with the launch in the summer of 2022 of fee-based river tours with the historic Chief Uncas electric boat.

Other Federal Programs

As noted in Section 6.4.2, other federal funds may be available for National Heritage Area projects. The Susquehanna National Heritage Area’s legislation specifically states that SNHA is authorized “to obtain money or services from any source including any money or services that are provided under any other federal law or program.” (§6001.b.1.D) Federal funding, however, in general, cannot be used to match other federal funds. Thus, any federal funds from non-National Park Service sources may have similar requirements for non-federal matches.

Building an Endowment

Major, long-lived organizations with far-sighted management often generate significant funding from their endowments reserved for annual support. A rule of thumb is that about five percent of the invested general endowment can be drawn down without disturbing the principal and providing enough growth to keep up with (relatively low) inflation. Even a small endowment represents the right start toward gaining such a valuable independent, unrestricted source of funding and can be offered as an option encourage donors to invest in a lasting future for the organization.

Thanks to an early seed contribution from a generous local donor, SNHA has maintained an endowment fund with the York County Community Foundation (YCCF) since 2008. This fund was recently augmented with a substantial distribution from a long-time partnership fund related to preservation of former utility-owned lands along the Susquehanna River. SNHA’s goal is to grow this fund to at least \$1 million over the next several



years, with annual distributions to support operations and programs based on YCCF's well-established policies.

Currently, SNHA's focus for major capital project fundraising is the acquisition and development of the Mifflin site as the Susquehanna Discovery Center. The upcoming capital campaign to support this project will include increasing SNHA's existing endowment fund specifically to provide for the long-range needs of this project.

6.8.2. Organizing to Sustain the National Heritage Area

A successful organization with strong, visible programs, a good reputation, and clear results is attractive to supporters and donors. The most important factors in successful resource development, however, are focus and determination. Every day, someone at SNHA must ask, "What will it take for the heritage area to be a flourishing initiative ten years from now, and what must we do today to make that happen?" A plan simply organizes and documents all the ideas that can answer that question.

Resource development must be a team effort that engages everyone involved in the organization's endeavors:

- The chair of the board of directors , in tandem with the executive committee;
- The Development Committee;
- A fully engaged board of directors , with time devoted to resource development, a willingness to learn about the resource development process, and the ability to participate in calls on potential grantors and donors; and
- All staff, who should be helped to see that their leadership in this endeavor is necessary to SNHA – to take initiative in seeing that everything they do supports or leads to resource development.

Critical staff are the president, the director of community giving, the office manager, and staff who support communications. The director of community giving helps to provide focus and guidance for all involved.

Planning for Resource Development and Sustainability

A basic ingredient in organizing for resource development and sustainability is a plan. The plan is a record of decisions and direction based on research into sources, strategies, and objectives.

There are two levels to resource development planning. The first level is a long-range plan that sets goals and direction for approximately three to five years, updated periodically. The long-range plan sets objectives against which longer term achievement can be measured.

The second level is the annual or periodic work plan that sets priorities, including identifying the timing and/or phasing required; and sets

Looking Ahead to Evaluation by 2031

In 2020, a private contractor to the National Park Service conducted a National Heritage Area evaluation for the Erie Canalway National Heritage Corridor (ECNHC). The basic report consisted of approximately 90 pages and was accompanied by four appendices. Three of these appendices are of long-term interest to the Susquehanna National Heritage Area, describing the methodology applied to the evaluation in detail. In effect, unless the NPS changes its evaluation procedures significantly in the years ahead, Appendices 3, 4, and 5 in this report comprise the “test” that SNHA must pass. The contents of the report were as follows:

Section 1: Introduction

- 1.1 Purpose of this Report
- 1.2 Overview of the Erie Canalway National Heritage Corridor
- 1.3 Evaluation Methodology

Section 2: Overview of the Erie Canalway National Heritage Corridor

- 2.1 Introduction and History of the Erie Canal
- 2.2 Erie Canalway National Heritage Corridor and its Partners
- 2.3 Strength and Sustainability of Erie Canalway Partnerships
- 2.4 Chronology of the Erie Canalway National Heritage Corridor

Section 3: ECNHC Fulfillment of the Authorizing Legislation and Management Plan

- 3.1 Goals and Objectives of ECNHC
- 3.2 Grants
- 3.3 Preservation
- 3.4 Tourism Development
- 3.5 Education
- 3.6 Marketing & Outreach
- 3.7 ECNHC Partners

Section 4: Public/Private Investments in ECNHC and their Impact

- 4.1 Investments in ECNHC Activities
- 4.2 Use of Financial Resources
- 4.3 Impact of Investments

Section 5: ECNHC Sustainability Report

- 5.1 Defining Sustainability
- 5.2 Legislative Mandate of the ECNHC
- 5.3 Partnerships
- 5.4 Financial Sustainability

In transmitting the final report to Congressional committees, the Director of the National Park Service stated the conclusions of the evaluation:

The evaluation found that the Erie Canalway addresses the legislated mandate to preserve and promote the Erie Canalway while fostering community development in a manner that promotes partnerships among its many stakeholders, and celebrates and enhances the Corridor’s national significance consistent with their management plan, through the Federal resources provided. The Commission successfully met its Federal funding match requirements from 2002 to 2017, with \$23.7 million in matching funds from state, local, private foundations, and in-kind contributions to [match] \$9.74 million in NPS Heritage Partnership Program dollars. The Commission was also supported by \$4.5 million in direct NPS staff support and competitively obtained NPS funds. The evaluation found that the Erie Canalway has the governance in place and staff to operate a sustainable national heritage area organization. The NPS will continue to work in partnership with the Erie Canalway in accordance with existing laws.

Sources: <https://www.nps.gov/subjects/heritageareas/upload/Erie-Canal-NHC-Evaluation-Report-2.pdf>, 2020, and <https://www.nps.gov/subjects/heritageareas/upload/Erie-Canalway-Evaluation-final-signed-letters-1-23-2020.pdf>.



measurable objectives or expectations, especially what must be accomplished in terms of relationships and actual funding obtained. A work plan guides the daily work of resource development identified in the long-range resource development plan, step by step. It is a road map, as opposed to the general description of the itinerary and destination that would be comparable to the long-range plan.

The resource-development work plan is buttressed by the three-year strategic plan routinely updated by SNHA and described below; and by programmatic work plans operating on roughly the same timeframe. The communications plan described earlier in this chapter provides additional details focused on an activity crucial to resource development.

Working with Partners on Resource Development

SNHA's mission is to support the heritage area as a whole. It would be counterproductive for resource development efforts to reduce local support for partners and stakeholders as the heritage area works to raise funds. In short, to resort to a useful cliché, resource development must “grow the pie” of resources and support, not divide or redistribute what already exists.

Fortunately, the National Heritage Area's large geographic region and large population (well over a million residents) provides a broad base for support, making it possible to attract funders for the whole who might not be interested in funding individual programs or sites. This can afford high-priority opportunities to leverage resources with and for local interpretive programs and the programs of partners – opportunities that individual partners might not be large enough to seek on their own, but which they might secure by working collectively through SNHA.

Heritage area partners will be encouraged to understand SNHA's needs in meeting the responsibility to raise support for the entire heritage area, and to regard that challenge as their own, as partners with a stake in the heritage area's success.

ACTION 6.8.A: Build sustainability by creating and implementing a long-range development and fundraising plan to raise funds from multiple sources.

Timeframe and Responsibility: Short-term and continuing action of the Board of Directors. [TOP PRIORITY]

6.9. Implementation

As SNHA implements this plan, it needs ways to maintain strategic focus and a feedback mechanism to learn from its experience, measure progress, and adapt programs accordingly.

Public Law 116-9, §6001(g) – National Heritage Area Evaluation

(f) EVALUATION AND REPORT.—

(1) IN GENERAL.—For each of the [six] National Heritage Areas designated [designated under P.L. 116-9], not later than 3 years before the date on which authority for Federal funding terminates for each National Heritage Area [i.e., evaluation by March 12, 2031, as authority terminates March 12, 2034], the Secretary shall—

(A) conduct an evaluation of the accomplishments of the National Heritage Area; and

(B) prepare a report in accordance with paragraph (3).

(2) EVALUATION.—An evaluation conducted under paragraph (1)(A) shall—

(A) assess the progress of the local management entity with respect to—

(i) accomplishing the purposes of the authorizing legislation for the National Heritage Area; and

(ii) achieving the goals and objectives of the approved management plan for the National Heritage Area;

(B) analyze the investments of the Federal Government, State, Tribal, and local governments, and private entities in each National Heritage Area to determine the impact of the investments; and

(C) review the management structure, partnership relationships, and funding of the National Heritage Area for purposes of identifying the critical components for sustainability of the National Heritage Area.

(3) REPORT.—Based on the evaluation conducted under paragraph (1)(A), the Secretary shall submit to the Committee on Energy and Natural Resources of the Senate and the Committee on Natural Resources of the House of Representatives a report that includes recommendations for the future role of the National Park Service, if any, with respect to the National Heritage Area.

6.9.1. Maintaining Strategic Focus

As this Management Plan amply demonstrates, a heritage area demands attention to a wide variety of needs and goals. Moreover, for every topic, there will be many ideas seeking SNHA's attention. The purpose of this plan is to avoid getting off course, by providing a framework for the orderly development of programs that respond to the legislation, mission, vision, and goals documented in Chapter 1.

Priority-setting is the responsibility of the board of directors, which SNHA routinely has operationalized with a three-year strategic plan. The strategic plans are guided by longer range planning like this Management Plan, but is more selective in its focus, and brief.

The board of directors establishes an annual budget that allows for comparison of actual and estimated income and expenses. A detailed plan for how to spend these resources, in the form of an annual work plan, can be an important companion to the budget and a critical tool for implementing the strategic plan. A work plan compiles descriptions of existing and proposed individual projects and programs, including goals, measurable objectives, and individual budget requirements; and assembles these for across-the-board priority-setting. In this way, despite the organization's diverse day-to-day activities, the board and staff can maintain a broader perspective in implementing this plan.

Actions listed in this chapter and the preceding chapters are summarized in Appendix 5 in order to provide a working document that will guide shorter-term planning.

6.9.2. Evaluation and Adaptation

Evaluation is a critical, continuing activity for any organization. There are two basic kinds of evaluation. First is the annual programmatic feedback and review that should be built into any organization's administrative practices. If a program is properly designed, it will have performance measures that will help



administrators understand what was expected to be achieved and whether the program hit its mark. It should be a simple process to adjust the next round of programmatic planning based on targets achieved, exceeded, or missed.

Heritage areas routinely report on programmatic measures that have been developed over time by the National Park Service in partnership with heritage areas. Each heritage area can match these general measures to its own goals and emphasis to explain achievements and outcomes and adjust as needed. Some heritage areas may choose to focus on visitor experience, for example, and others on preservation projects or on interpretation.

The second type of evaluation is an independent process based on methodologies maintained by social-science experts, used when in-depth understanding of a program is needed. It involves carefully considered data collection and thorough analysis according to a framework designed as part of the process.

In response to requirements by Congress, the National Park Service has undertaken independent evaluation meeting rigorous standards set by the federal Office of Management and Budget of nineteen heritage areas. This kind of evaluation is required of the Susquehanna National Heritage Area three years prior to the funding authority expiring and is used to inform decisions on reauthorization. (See sidebar, p. 234; and excerpt from a sample, p. 232.) The process is described in a 2016 report by the National Park Service, *National Heritage Area Evaluation Guide*. The evaluation process used by the National Park Service “recognizes the roles that NHAs play in resource preservation, community and economic development, education and historical interpretation, and recreation, and ensures that the evaluation design captures these roles.” The case study design addresses three main evaluation questions:

1. Based on its authorizing legislation and general management plan, has the Heritage Area achieved its proposed accomplishments?
2. What have been the impacts of investments made by Federal, State, Tribal, and local government and private entities?
3. How do the Heritage Area’s management structure, partnership relationships, and current funding contribute to its sustainability?⁹⁷

SNHA’s annual reporting to the National Park Service, annual reports to the public and other grant sources, a solid in-house annual evaluation, and diligent record-keeping should provide independent investigators with sufficient material to reach sound conclusions as to the worth and achievements of the Susquehanna National Heritage Area.

⁹⁷ <https://www.nps.gov/subjects/heritageareas/evaluations.htm>, p. 1 (questions cited exactly).

ACTION 6.9.A: Conduct periodic review and evaluation of progress made on management plan goals and strategies and the development of funding in support of the goals and strategies of the Management Plan. Include a review of how SNHA will be able to answer the three questions set by the National Park Service for its long-range evaluation due by 2031.

Timeframe and Responsibility: Periodic action of staff and Board of Directors. [Best Practice]

6.10. Conclusion

Careful attention to resources and best practices for both administration and program development are the foundations for encouraging excellence in heritage interpretation and education; historic preservation and land conservation; and cultural heritage tourism.

If SNHA and its partners do this work well, the Susquehanna National Heritage Area will truly achieve the vision set in this Management Plan – the entire nation will know this region for its unique identity and see this as a place where people and communities cultivate their connections with each other, the landscape, and their history.



Aerial view of the Susquehanna River and York County's shoreline (looking west). The Zimmerman Center for Heritage is at lower center; high above it, the open field along the ridgeline is York County's Native Lands Park. The location is perfectly placed for SNHA's water trail activities and leadership as well as boating access of all kinds. (Photo by SNHA)



**APPENDIX 1. DESIGNATING LEGISLATION - THE JOHN D. DINGELL, JR.
CONSERVATION, MANAGEMENT, AND RECREATION ACT**

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Public Law 116–9
116th Congress

An Act

Mar. 12, 2019
[S. 47]

To provide for the management of the natural resources of the United States,
and for other purposes.

*Be it enacted by the Senate and House of Representatives of
the United States of America in Congress assembled,*

John D.
Dingell, Jr.
Conservation,
Management,
and Recreation
Act.
16 USC 1 note.

SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

(a) **SHORT TITLE.**—This Act may be cited as the “John D. Dingell, Jr. Conservation, Management, and Recreation Act”.

(b) **TABLE OF CONTENTS.**—The table of contents for this Act is as follows:

- Sec. 1. Short title; table of contents.
- Sec. 2. Definition of Secretary.

TITLE I—PUBLIC LAND AND FORESTS

Subtitle A—Land Exchanges and Conveyances

- Sec. 1001. Crags land exchange, Colorado.
- Sec. 1002. Arapaho National Forest boundary adjustment.
- Sec. 1003. Santa Ana River Wash Plan land exchange.
- Sec. 1004. Udall Park land exchange.
- Sec. 1005. Confirmation of State land grants.
- Sec. 1006. Custer County Airport conveyance.
- Sec. 1007. Pascua Yaqui Tribe land conveyance.
- Sec. 1008. La Paz County land conveyance.
- Sec. 1009. Lake Bistineau land title stability.
- Sec. 1010. Lake Fannin land conveyance.
- Sec. 1011. Land conveyance and utility right-of-way, Henry’s Lake Wilderness Study Area, Idaho.
- Sec. 1012. Conveyance to Ukpeagvik Inupiat Corporation.
- Sec. 1013. Public purpose conveyance to City of Hyde Park, Utah.
- Sec. 1014. Juab County conveyance.
- Sec. 1015. Black Mountain Range and Bullhead City land exchange.
- Sec. 1016. Cottonwood land exchange.
- Sec. 1017. Embry-Riddle Tri-City land exchange.

Subtitle B—Public Land and National Forest System Management

- Sec. 1101. Bolts Ditch access.
- Sec. 1102. Clarification relating to a certain land description under the Northern Arizona Land Exchange and Verde River Basin Partnership Act of 2005.
- Sec. 1103. Frank and Jeanne Moore Wild Steelhead Special Management Area.
- Sec. 1104. Maintenance or replacement of facilities and structures at Smith Gulch.
- Sec. 1105. Repeal of provision limiting the export of timber harvested from certain Kake Tribal Corporation land.
- Sec. 1106. Designation of Fowler and Boskoff Peaks.
- Sec. 1107. Coronado National Forest land conveyance.
- Sec. 1108. Deschutes Canyon-Steelhead Falls Wilderness Study Area boundary adjustment, Oregon.
- Sec. 1109. Maintenance of Federal mineral leases based on extraction of helium.
- Sec. 1110. Small miner waivers to claim maintenance fees.
- Sec. 1111. Saint Francis Dam Disaster National Memorial and National Monument.

(4) ANNUAL REPORT.—Annually, the Secretary shall submit to Congress a report that describes the activities carried out under this section.

(c) FUNDING.—

(1) AUTHORIZATION OF APPROPRIATIONS.—There is authorized to be appropriated to carry out this section \$55,000,000 for the period of fiscal years 2019 through 2023.

(2) EFFECT ON OTHER SOURCES OF FEDERAL FUNDING.—Amounts made available under this subsection shall supplement, and not supplant, Federal funds made available for other United States Geological Survey hazards activities and programs.

SEC. 5002. REAUTHORIZATION OF NATIONAL GEOLOGIC MAPPING ACT OF 1992.

(a) REAUTHORIZATION.—

(1) IN GENERAL.—Section 9(a) of the National Geologic Mapping Act of 1992 (43 U.S.C. 31h(a)) is amended by striking “2018” and inserting “2023”.

(2) CONFORMING AMENDMENT.—Section 4(b)(1) of the National Geologic Mapping Act of 1992 (43 U.S.C. 31c(b)(1)) is amended by striking “Omnibus Public Land Management Act of 2009” each place it appears in subparagraphs (A) and (B) and inserting “John D. Dingell, Jr. Conservation, Management, and Recreation Act”.

(b) GEOLOGIC MAPPING ADVISORY COMMITTEE.—Section 5(a)(3) of the National Geologic Mapping Act of 1992 (43 U.S.C. 31d(a)(3)) is amended by striking “Associate Director for Geology” and inserting “Associate Director for Core Science Systems”.

(c) CLERICAL AMENDMENTS.—Section 3 of the National Geologic Mapping Act of 1992 (43 U.S.C. 31b) is amended—

(1) in paragraph (4), by striking “section 6(d)(3)” and inserting “section 4(d)(3)”; and

(2) in paragraph (5), by striking “section 6(d)(1)” and inserting “section 4(d)(1)”; and

(3) in paragraph (9), by striking “section 6(d)(2)” and inserting “section 4(d)(2)”.

TITLE VI—NATIONAL HERITAGE AREAS

SEC. 6001. NATIONAL HERITAGE AREA DESIGNATIONS.

(a) IN GENERAL.—The following areas are designated as National Heritage Areas, to be administered in accordance with this section:

(1) APPALACHIAN FOREST NATIONAL HERITAGE AREA, WEST VIRGINIA AND MARYLAND.—

(A) IN GENERAL.—There is established the Appalachian Forest National Heritage Area in the States of West Virginia and Maryland, as depicted on the map entitled “Appalachian Forest National Heritage Area”, numbered T07/80,000, and dated October 2007, including—

(i) Barbour, Braxton, Grant, Greenbrier, Hampshire, Hardy, Mineral, Morgan, Nicholas, Pendleton, Pocahontas, Preston, Randolph, Tucker, Upshur, and Webster Counties in West Virginia; and

(ii) Allegany and Garrett Counties in Maryland.

(5) SANTA CRUZ VALLEY NATIONAL HERITAGE AREA, ARIZONA.— 54 USC 320101 note.

(A) IN GENERAL.—There is established the Santa Cruz Valley National Heritage Area in the State of Arizona, to consist of land in Pima and Santa Cruz Counties in the State, as generally depicted on the map entitled “Santa Cruz Valley National Heritage Area”, numbered T09/80,000, and dated November 13, 2007.

(B) LOCAL COORDINATING ENTITY.—Santa Cruz Valley Heritage Alliance, Inc., a nonprofit organization established under the laws of the State of Arizona, shall be the local coordinating entity for the National Heritage Area designated by subparagraph (A).

(6) SUSQUEHANNA NATIONAL HERITAGE AREA, PENNSYLVANIA.— 54 USC 320101 note.

(A) IN GENERAL.—There is established the Susquehanna National Heritage Area in the State of Pennsylvania, to consist of land in Lancaster and York Counties in the State.

(B) LOCAL COORDINATING ENTITY.—The Susquehanna Heritage Corporation, a nonprofit organization established under the laws of the State of Pennsylvania, shall be the local coordinating entity for the National Heritage Area designated by subparagraph (A).

(b) ADMINISTRATION.—

(1) AUTHORITIES.—For purposes of carrying out the management plan for each of the National Heritage Areas designated by subsection (a), the Secretary, acting through the local coordinating entity, may use amounts made available under subsection (g)—

54 USC 320101 note.

(A) to make grants to the State or a political subdivision of the State, Indian Tribes, nonprofit organizations, and other persons;

(B) to enter into cooperative agreements with, or provide technical assistance to, the State or a political subdivision of the State, Indian Tribes, nonprofit organizations, and other interested parties;

(C) to hire and compensate staff, which shall include individuals with expertise in natural, cultural, and historical resources protection, and heritage programming;

(D) to obtain money or services from any source including any money or services that are provided under any other Federal law or program;

(E) to contract for goods or services; and

(F) to undertake to be a catalyst for any other activity that furthers the National Heritage Area and is consistent with the approved management plan.

(2) DUTIES.—The local coordinating entity for each of the National Heritage Areas designated by subsection (a) shall—

(A) in accordance with subsection (c), prepare and submit a management plan for the National Heritage Area to the Secretary;

(B) assist Federal agencies, the State or a political subdivision of the State, Indian Tribes, regional planning organizations, nonprofit organizations and other interested parties in carrying out the approved management plan by—

(i) carrying out programs and projects that recognize, protect, and enhance important resource values in the National Heritage Area;

(ii) establishing and maintaining interpretive exhibits and programs in the National Heritage Area;

(iii) developing recreational and educational opportunities in the National Heritage Area;

(iv) increasing public awareness of, and appreciation for, natural, historical, scenic, and cultural resources of the National Heritage Area;

(v) protecting and restoring historic sites and buildings in the National Heritage Area that are consistent with National Heritage Area themes;

(vi) ensuring that clear, consistent, and appropriate signs identifying points of public access and sites of interest are posted throughout the National Heritage Area; and

(vii) promoting a wide range of partnerships among the Federal Government, State, Tribal, and local governments, organizations, and individuals to further the National Heritage Area;

(C) consider the interests of diverse units of government, businesses, organizations, and individuals in the National Heritage Area in the preparation and implementation of the management plan;

(D) conduct meetings open to the public at least semi-annually regarding the development and implementation of the management plan;

(E) for any year that Federal funds have been received under this subsection—

(i) submit to the Secretary an annual report that describes the activities, expenses, and income of the local coordinating entity (including grants to any other entities during the year that the report is made);

(ii) make available to the Secretary for audit all records relating to the expenditure of the funds and any matching funds; and

(iii) require, with respect to all agreements authorizing expenditure of Federal funds by other organizations, that the organizations receiving the funds make available to the Secretary for audit all records concerning the expenditure of the funds; and

(F) encourage by appropriate means economic viability that is consistent with the National Heritage Area.

(3) PROHIBITION ON THE ACQUISITION OF REAL PROPERTY.—The local coordinating entity shall not use Federal funds made available under subsection (g) to acquire real property or any interest in real property.

(c) MANAGEMENT PLAN.—

(1) IN GENERAL.—Not later than 3 years after the date of enactment of this Act, the local coordinating entity for each of the National Heritage Areas designated by subsection (a) shall submit to the Secretary for approval a proposed management plan for the National Heritage Area.

(2) REQUIREMENTS.—The management plan shall—

(A) incorporate an integrated and cooperative approach for the protection, enhancement, and interpretation of the

natural, cultural, historic, scenic, and recreational resources of the National Heritage Area;

(B) take into consideration Federal, State, local, and Tribal plans and treaty rights;

(C) include—

(i) an inventory of—

(I) the resources located in the National Heritage Area; and

(II) any other property in the National Heritage Area that—

(aa) is related to the themes of the National Heritage Area; and

(bb) should be preserved, restored, managed, or maintained because of the significance of the property;

(ii) comprehensive policies, strategies and recommendations for conservation, funding, management, and development of the National Heritage Area;

(iii) a description of actions that the Federal Government, State, Tribal, and local governments, private organizations, and individuals have agreed to take to protect the natural, historical, cultural, scenic, and recreational resources of the National Heritage Area;

(iv) a program of implementation for the management plan by the local coordinating entity that includes a description of—

(I) actions to facilitate ongoing collaboration among partners to promote plans for resource protection, restoration, and construction; and

(II) specific commitments for implementation that have been made by the local coordinating entity or any government, organization, or individual for the first 5 years of operation;

(v) the identification of sources of funding for carrying out the management plan;

(vi) analysis and recommendations for means by which Federal, State, local, and Tribal programs, including the role of the National Park Service in the National Heritage Area, may best be coordinated to carry out this subsection; and

(vii) an interpretive plan for the National Heritage Area; and

(D) recommend policies and strategies for resource management that consider and detail the application of appropriate land and water management techniques, including the development of intergovernmental and interagency cooperative agreements to protect the natural, historical, cultural, educational, scenic, and recreational resources of the National Heritage Area.

(3) DEADLINE.—If a proposed management plan is not submitted to the Secretary by the date that is 3 years after the date of enactment of this Act, the local coordinating entity shall be ineligible to receive additional funding under this section until the date on which the Secretary receives and approves the management plan.

(4) APPROVAL OR DISAPPROVAL OF MANAGEMENT PLAN.—

(A) IN GENERAL.—Not later than 180 days after the date of receipt of the management plan under paragraph (1), the Secretary, in consultation with State and Tribal governments, shall approve or disapprove the management plan.

(B) CRITERIA FOR APPROVAL.—In determining whether to approve the management plan, the Secretary shall consider whether—

(i) the local coordinating entity is representative of the diverse interests of the National Heritage Area, including Federal, State, Tribal, and local governments, natural and historic resource protection organizations, educational institutions, businesses, and recreational organizations;

(ii) the local coordinating entity has afforded adequate opportunity, including public hearings, for public and governmental involvement in the preparation of the management plan; and

(iii) the resource protection and interpretation strategies contained in the management plan, if implemented, would adequately protect the natural, historical, and cultural resources of the National Heritage Area.

(C) ACTION FOLLOWING DISAPPROVAL.—If the Secretary disapproves the management plan under subparagraph (A), the Secretary shall—

(i) advise the local coordinating entity in writing of the reasons for the disapproval;

(ii) make recommendations for revisions to the management plan; and

(iii) not later than 180 days after the receipt of any proposed revision of the management plan from the local coordinating entity, approve or disapprove the proposed revision.

(D) AMENDMENTS.—

(i) IN GENERAL.—The Secretary shall approve or disapprove each amendment to the management plan that the Secretary determines make a substantial change to the management plan.

(ii) USE OF FUNDS.—The local coordinating entity shall not use Federal funds authorized by this subsection to carry out any amendments to the management plan until the Secretary has approved the amendments.

(d) RELATIONSHIP TO OTHER FEDERAL AGENCIES.—

(1) IN GENERAL.—Nothing in this section affects the authority of a Federal agency to provide technical or financial assistance under any other law.

(2) CONSULTATION AND COORDINATION.—The head of any Federal agency planning to conduct activities that may have an impact on a National Heritage Area designated by subsection (a) is encouraged to consult and coordinate the activities with the Secretary and the local coordinating entity to the maximum extent practicable.

(3) OTHER FEDERAL AGENCIES.—Nothing in this section—

(A) modifies, alters, or amends any law or regulation authorizing a Federal agency to manage Federal land under the jurisdiction of the Federal agency;

(B) limits the discretion of a Federal land manager to implement an approved land use plan within the boundaries of a National Heritage Area designated by subsection (a); or

(C) modifies, alters, or amends any authorized use of Federal land under the jurisdiction of a Federal agency.

(e) PRIVATE PROPERTY AND REGULATORY PROTECTIONS.—
Nothing in this section—

54 USC 320101
note.

(1) abridges the rights of any property owner (whether public or private), including the right to refrain from participating in any plan, project, program, or activity conducted within a National Heritage Area designated by subsection (a);

(2) requires any property owner—

(A) to permit public access (including access by Federal, State, or local agencies) to the property of the property owner; or

(B) to modify public access or use of property of the property owner under any other Federal, State, or local law;

(3) alters any duly adopted land use regulation, approved land use plan, or other regulatory authority of any Federal, State, Tribal, or local agency;

(4) conveys any land use or other regulatory authority to the local coordinating entity;

(5) authorizes or implies the reservation or appropriation of water or water rights;

(6) enlarges or diminishes the treaty rights of any Indian Tribe within the National Heritage Area;

(7) diminishes—

(A) the authority of the State to manage fish and wildlife, including the regulation of fishing and hunting within a National Heritage Area designated by subsection (a); or

(B) the authority of Indian Tribes to regulate members of Indian Tribes with respect to fishing, hunting, and gathering in the exercise of treaty rights; or

(8) creates any liability, or affects any liability under any other law, of any private property owner with respect to any person injured on the private property.

(f) EVALUATION AND REPORT.—

54 USC 320101
note.

(1) IN GENERAL.—For each of the National Heritage Areas designated by subsection (a), not later than 3 years before the date on which authority for Federal funding terminates for each National Heritage Area, the Secretary shall—

(A) conduct an evaluation of the accomplishments of the National Heritage Area; and

(B) prepare a report in accordance with paragraph

(3).

(2) EVALUATION.—An evaluation conducted under paragraph (1)(A) shall—

(A) assess the progress of the local management entity with respect to—

(i) accomplishing the purposes of the authorizing legislation for the National Heritage Area; and

(ii) achieving the goals and objectives of the approved management plan for the National Heritage Area;

(B) analyze the investments of the Federal Government, State, Tribal, and local governments, and private entities in each National Heritage Area to determine the impact of the investments; and

(C) review the management structure, partnership relationships, and funding of the National Heritage Area for purposes of identifying the critical components for sustainability of the National Heritage Area.

(3) REPORT.—Based on the evaluation conducted under paragraph (1)(A), the Secretary shall submit to the Committee on Energy and Natural Resources of the Senate and the Committee on Natural Resources of the House of Representatives a report that includes recommendations for the future role of the National Park Service, if any, with respect to the National Heritage Area.

(g) AUTHORIZATION OF APPROPRIATIONS.—

(1) IN GENERAL.—There is authorized to be appropriated for each National Heritage Area designated by subsection (a) to carry out the purposes of this section \$10,000,000, of which not more than \$1,000,000 may be made available in any fiscal year.

(2) AVAILABILITY.—Amounts made available under paragraph (1) shall remain available until expended.

(3) COST-SHARING REQUIREMENT.—

(A) IN GENERAL.—The Federal share of the total cost of any activity under this section shall be not more than 50 percent.

(B) FORM.—The non-Federal contribution of the total cost of any activity under this section may be in the form of in-kind contributions of goods or services fairly valued.

(4) TERMINATION OF AUTHORITY.—The authority of the Secretary to provide assistance under this section terminates on the date that is 15 years after the date of enactment of this Act.

SEC. 6002. ADJUSTMENT OF BOUNDARIES OF LINCOLN NATIONAL HERITAGE AREA.

(a) BOUNDARY ADJUSTMENT.—Section 443(b)(1) of the Consolidated Natural Resources Act of 2008 (Public Law 110-229; 122 Stat. 819) is amended—

(1) by inserting “, Livingston,” after “LaSalle”; and

(2) by inserting “, the city of Jonesboro in Union County, and the city of Freeport in Stephenson County” after “Woodford counties”.

(b) MAP.—The Secretary shall update the map referred to in section 443(b)(2) of the Consolidated Natural Resources Act of 2008 to reflect the boundary adjustment made by the amendments in subsection (a).

SEC. 6003. FINGER LAKES NATIONAL HERITAGE AREA STUDY.

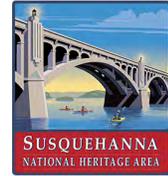
(a) DEFINITIONS.—In this section:

(1) HERITAGE AREA.—The term “Heritage Area” means the Finger Lakes National Heritage Area.

(2) STATE.—The term “State” means the State of New York.

54 USC 320101
note.

54 USC 320101
note.



APPENDIX 2. PUBLIC PROCESS

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The Planning Process and Public Engagement

Public engagement for management planning for the Susquehanna National Heritage Area has been organized around three activities:

- Meetings of the Project Advisory Committee;
- Information presentations (made virtually during the COVID-19 pandemic)]
- Interviews with individuals and groups who can contribute information and insights to help shape the final product; and
- A survey of interpretive sites and programs.

Project Advisory Committee and Project Review

The Project Advisory Committee has consisted of individuals representing key institutions in the region:

- SNHA Board — Eric Kirkland
- SNHA Board — Wendy Tippetts
- NPS Captain John Smith Chesapeake National Historic Trail — Jackie Kramer
- NPS Region 1 — Peter Samuel
- PHMC — Kurt Carr (ret.) and Janet Johnson
- PHMC, Landis Valley Museum — David Blackburn
- PA DCNR — Lori Yeich
- York County Planning Commission — Felicia Dell
- Lancaster County Planning Commission — Scott Standish
- LancasterHistory — Dr. Tom Ryan
- York County History Center — Joan Mummert
- Lancaster Conservancy — Phil Wenger

The committee met three times to hear from the management planning team on the following dates and topics:

- February 19, 2021, Visioning
- June 3, 2021, Goals and Management Plan Outline
- September 29, 2021, Overview of Findings (review of public presentation and draft of Chapter 1, intro/overview)

Committee members then participated in the internal review for the first draft of the Management Plan, providing comments through May of 2022.

In addition, the management planning team conducted three meetings for board and/or staff, on March 2, 2021, December 1, 2021, February 24, 2022, and March 23, 2022. The President and

Vice President met at least biweekly with the consulting team throughout the entire planning process.

Information Presentations

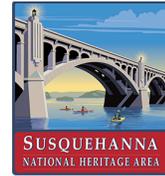
Presentations in this category have been designed to both provide information and stimulate conversation with stakeholders. Representatives of interpretive sites and programs in York and Lancaster counties were invited to attend county-based sessions (both held virtually due to the pandemic) to discuss existing programs and expectations for National Heritage Area programming and support. The York meeting was held on June 3, 2021, and Lancaster on September 2; approximately 15 individuals attended each session. Two “listening session” webinars were offered to the same audience plus the public in general on November 9 and November 15, 2021; approximately 20 individuals attended each session. The webinars were recorded and are offered on the SNHA website, along with a written description of the management planning process, at <https://susqnha.org/nha-plan/>.

Interviews

The management team has undertaken interviews with a number of individuals representing programs that will be critical to plan implementation. The following individuals were interviewed by phone:

- Tom Ryan, President, LancasterHistory.com
- Christopher Delfs, Lancaster City Department of Community Planning and Economic Development
- Scott Standish, Director, Lancaster County Planning Department
- Ed Harris, President and CEO, Discover Lancaster
- Elizabeth Rairigh, Division Chief, Preservation Services, Pennsylvania Historical and Museum Commission (Pennsylvania State Historic Preservation Office)
- Silas Chamberlain, PhD, Vice President, Economic & Community Development, York County Economic Alliance
- Blanda Nace, Chief, Opportunity Development Office, York City Department of Economic and Community Development
- Laura Gurreri, President, Explore York
- Joan Mummert, President, York County History Center
- Felicia Dell, AICP, Director, York County Planning Commission
- Jose R Lopez, MAI, AI-GRS, ASA, President, SACA & SACA Development (and member of the board of the Susquehanna National Heritage Area)

The planning team undertook three field trips to the region to meet with individuals and groups in person. Judy Walden (heritage tourism specialist) and Elizabeth Watson (the consulting team director) toured the region June 20-26, 2021, and met with the following:



- David Haneman, President, and Zach Flaharty, member of the Board of Directors, Rivertownes PA USA (tour of the Musselman-Vesta Iron Furnace Center), Marietta(Lancaster Co)
- Paul Nevin, site director, Zimmerman Center for Heritage and Native Lands Park, Long Level (York Co)
- Meg Schaefer, Curator, Wright's Ferry Mansion, Columbia (Lancaster Co)
- Samantha Dorm, Lebanon Cemetery, City of York
- Kelly Summerford, tour guide, and Edquina Washington (site supervisor and Crispus Attucks Community Development Program), Goodridge Freedom Center, City of York
- A volunteer (name not recorded) at the Indian Steps Museum, southern York County
- Ashley Zimmerman, who provided us with seats on a running of the historic Northern Central Railway, southern York County
- David Blackburn, museum director Landis Valley Village & Farm Museum
- Jim McClure, local historian/blogger and former editor, York Daily Record
- Elizabeth Bertheaud, museum director, Ephrata Cloister
- Jean Kilheffer Hess, Executive Director, Mennonite Life (visited both their museum at the Visitors Center and the 1719 Museum)

Elizabeth Watson again toured the region July 21-23, 2021, and met with the following:

- Megan Plumley, Development Director, Crispus Attucks York, for a tour of this community development corporation's multiple buildings
- Marshall W. Snively, President, Lancaster City Alliance
- Leroy Hopkins, Celeste Leslie, and Nelson Polite of the African American Historical Society of South-Central Pennsylvania,
- Elaine Bonneau of Downtown Inc. (York City organization under the umbrella of the York County Economic Alliance)
- Jeff Kirkland, York African American Historical Preservation Society

On September 11, 2021, Elizabeth Watson attended two local events:

- A small dinner party organized for her at the Blue Rock Heritage Center, Washington Boro (Manor Township, Lancaster County), which included Circle Legacy Center, Inc., officers and members: MaryAnn Robins, President; Joann McLaughlin, Vice President (and President, Conservation Society of York County); Jess McPherson; and Sandi Cianciulli (also President, The Carlisle Indian School Project); and Charlie Douts, President, Blue Rock Heritage Center and Washington Boro Society for Susquehanna River Heritage; and
- A bus tour on the anniversary of the Christiana Resistance, following the Valley Road route to the site of the original event, a deadly attempt by a Maryland enslaver to recover

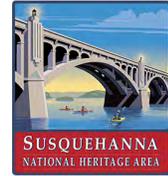
a fugitive sheltering at the home of William Parker, who ran a self-defense group to protect the local free Black community from slave catchers, and then on to the exhibit at Zercher’s Hotel in Christiana (see the basic story at <https://explorepahistory.com/hmarker.php?markerId=1-A-109>), in the process meeting Darlene Colon, President, Christiana Historical Society; and Randy Harris, tour organizer and local history expert on the Underground Railroad.

Finally, Hellam Township, York County, which is initiating an update to the Regional Comprehensive Plan done with adjoining municipalities, requested a briefing on the possibilities for Township programs related to the National Heritage Area, which the management planning team (including SNHA President and Vice President) provided on December 15, 2021 to Corinna Mann, Township Manager, and Nedette Otterbein, Supervisor, Hellam Township Board of Supervisors.

Interpretive Resources Survey

Early in the process of developing the Interpretive Resources Inventory presented in the Management Plan (Appendix 4), the consulting team issued a survey to approximately 120 recipients using the Survey Monkey platform. Respondents were: 29 through the email invitation and 5 through the web link provided by SNHA on its website; the survey took approximately half an hour and the completion rate was 79%. The information these respondents gave provided insights into the workings of their sites, ranging from the stories they present to their audiences to the facilities they maintain to the wayfinding and directional signage they do (or do not) enjoy. This process allowed the further shaping of the final inventory, conducted largely by a survey of sites’ websites, and contributed to the interpretive planning presented in the Management Plan’s Chapter 3.

[A FINAL NOTE FOR THIS DRAFT: Public comment during the 30-day public review of this Public Draft of the Management Plan will be further incorporated into the final Management Plan. A description of further public engagement, Tribal and SHPO consultation, and NPS review of plan drafts will be added as this Management Plan is completed for submission to the National Park Service for final review.]



APPENDIX 3. INTERPRETIVE STORYLINES

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Introduction: The Structure of the Four Interpretive Themes

The four interpretive themes developed for this Management Plan are described in Chapter 3, Building Appreciation for this Place – Interpretation and Education. They are devices to group the many stories of the Susquehanna National Heritage Area more or less chronologically. They begin with the overarching theme of the river as a geological/geographical/cultural influence within the region (“How the Susquehanna Shapes this Place and its People”), then feature a theme relating to the earliest inhabitants (“Native Landscapes”). The third theme, “Creating an American Identity,” reflects the profound influence of this region on American communities that grew beyond this “first western frontier.” Its unique values and cultural and material wealth were compounded in the colonial era and up to the Civil War, constrained to this unique region in a time before railroads stimulated the nation’s march to prosperity and a more or less national culture. By the time of the Civil War and the explosion of rail access that immediately followed the war’s conclusion, this region’s character marked a substantial portion of American communities founded by pioneers who left or passed through Lancaster and York Counties. Theme 4, “Turning Points,” reflects on major historical events and leaders that arose here across the sweep of time, each of which left its mark on not only this region, but the nation’s history as a whole.

Storylines here reflect scholarship and thought over the years about interpretation in and for this region. They are meant only as suggestions to inspire further research, deeper perceptions, more focus, and stronger storytelling.

Theme 1: How the Susquehanna Shapes this Place and its People

THEME STATEMENT: The Susquehanna River lies at the heart of a storied natural landscape, a rich watershed that has shaped the lives of modern humans – and vice versa.

Recommended Storylines for Theme 1

Geology of the Ancient Susquehanna

In Lancaster and York Counties, the Lower Susquehanna River traverses a geologically fascinating region, the Appalachian Piedmont. It was shaped by a succession of geologic forces, from the mountain-building Alleghanian orogeny⁹⁸ to flooding that led the Susquehanna



SNHA offers a variety of educational opportunities for schoolchildren in the region to experience the diverse natural resources and wildlife of the Susquehanna National Heritage Area. (Photo by SNHA)

⁹⁸ https://en.wikipedia.org/wiki/Alleghanian_orogeny



Visible Geology

When the Susquehanna is low, the rocks seem to come alive as sculpture-like shaped rocks emerge from the water and stretch across the river below the Conewago Falls in Falmouth (accessible via the Northwest Lancaster County River Trail). Discovered during extremely low water, this otherworldly landscape is one of the most expansive pothole fields uncovered in the United States. The potholes were formed as a result of the fast-moving water with the combination of sandy sediment creating underwater vortexes to swirl and carve out the round features in the rock.

The Conewago potholes and the sculpted rocks found here are composed of diabase, a hard igneous rock, the result of hardened magma emerging during continental drift 200 million years ago. The igneous rock can withstand the weathering from the water, slowly creating the large smooth boulders – but the hard quartz-sand blasting away with tornado like force did a lot of the carving work, creating a truly unique example of erosion and weathering. (Photo and text by SNHA)

River to incise more than ten meters into bedrock during the last glacial cycle.⁹⁹ The river's gorges, "deeps," potholes, and petroglyph-marked boulders present opportunities to explore a "visible geology."

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, constructing iron forges, machine shops, distilleries, and tanneries. With its rich soil and productive farmland, the Limestone Valley is the central geological band that has been the most prosperous area in the region. 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.

The variety of rocks and minerals of the region contribute to its agricultural, industrial, and biological heritage. Mineral deposits and mining offer another opportunity to view the story of human interaction with the natural environment. During the first half of the 19th 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 quarries in the area around Delta in York County, 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 provided hundreds of jobs.

The Susquehanna's Rich Natural Heritage

The age and relative stability of the Susquehanna River combined with the river's flow regime, diversity of minerals, and micro habitats in the watershed yield a rich biological and ecosystem

⁹⁹ "An Episode of Rapid Bedrock Channel Incision During the Last Glacial Cycle, Measured with ¹⁰Be," by Luke Reusser, Paul Bierman, Milan Pavich, Jennifer Larsen, and Robert Finkel. American Journal of Science, Vol. 306, February 2006, p. 69. Available at https://www.researchgate.net/figure/Map-of-the-Atlantic-passive-margin-and-the-Susquehanna-and-Potomac-River-Basins-Both_fig1_228695050



heritage, both aquatic and terrestrial.¹⁰⁰ Conservation biology alone is of interest, along with interpretation of the many individual species of animals and plants and their contributions to the ecosystems of the watershed. In particular, the relatively inaccessible main stem of the Lower Susquehanna with its tributary streams plunging through narrow, steep valleys has preserved a remarkable diversity of species.

Biodiversity across two counties is also of interest; as would be exploration of the contribution of “ecosystem services” to the success of farmers across the Susquehanna National Heritage Area. Such services are generally defined as “any positive benefit that wildlife or ecosystems provide to people” – including “many of the basic services that make life possible for people. Plants clean air and filter water, bacteria decompose wastes, bees pollinate flowers [and crops], and tree roots hold soil in place to prevent erosion. All these processes work together to make ecosystems clean,



The Lancaster Conservancy is in the process of planning for stewardship and future use of the Hellam Hills Conservation Area. The site includes approximately 1,041 acres of permanently protected forested natural lands and meadows containing steep slopes and diverse habitats that host an array of rare, threatened, and endangered native plant and animal species. It also contains several headwaters and first-order streams that flow directly into the Susquehanna River. The master plan, made possible with Chesapeake Gateways funding from the National Park Service (NPS) and support through DCNR’s Conservation Landscape program, will guide the future development of the site for public use to include interpretive, educational, and recreational opportunities. (Photos courtesy Lancaster Conservancy)

¹⁰⁰ Many scientific resources exist to support this storyline, especially the natural heritage inventories completed for both counties. Access them via the Story Map web pages provided through the Pennsylvania Natural Heritage Program; Lancaster: <http://www.naturalheritage.state.pa.us/Lancaster.aspx>; and York: <http://www.naturalheritage.state.pa.us/York.aspx>. Other resources consulted during the development of this background statement include “Ecosystem Flow Recommendations for the Susquehanna River Basin,” by Michele dePhilip and Tara Moberg, published for the Susquehanna River Basin Commission and the Army Corps of Engineers by The Nature Conservancy, November 2010, available at <https://www.nature.org/media/pa/tnc-final-susquehanna-river-ecosystem-flows-study-report.pdf>; “Envision the Susquehanna: A Vision for the Susquehanna Watershed,” published in March 2017 by the Chesapeake Conservancy in collaboration with the National Park Service, Pennsylvania Department of Conservation and Natural Resources, Susquehanna Greenway Partnership, Susquehanna River Heartland Coalition for Environmental Studies, and the Wildlife Management Institute, available at https://chesapeakeconservancy.org/wp-content/uploads/2016/11/ETS-Vision_3.22.17_online_optv2.pdf; and “The Lower Susquehanna River Gorge and Floodplain (U.S.A.) as a Riparian Refugium for Vernal, Forest-Floor Herbs,” by Susan P. Bratton, Jeffrey R. Hapeman, and Austin R. Mast. *Conservation Biology*, Vol. 8, No. 4 (December 1994), pp. 1069-1077, available at <https://www.jstor.org/stable/2386577>

sustainable, functional, and resilient to change.... [They] include pollination, decomposition, water purification, erosion and flood control, and carbon storage and climate regulation.”¹⁰¹

The interaction of humans with nature is also revealed in the story of the Susquehanna River during the 20th century. With hydroelectric dams at York Haven, Safe Harbor, Holtwood and Conowingo, Maryland, the Susquehanna has often been referred to as the “River of Power.” Over the course of the last 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. The dams also block eel migration, resulting not only in the loss of eels themselves within the ecosystem, but also of the various freshwater mussels whose life cycle depends on symbiosis with eels.

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; eel migration is now also a focus for conservation.

Nature has long played an influential role in the life of the region and many opportunities exist for visitors and residents to view closeup or actively sample the natural beauty of the region. However, most visitors are unfamiliar with the gorges, ravines, creeks, wildlife habitats, flyways, hiking trails, parks, preserves, sanctuaries, and archeological sites in the two counties.

The Susquehanna as a Corridor of Culture and Commerce

The Susquehanna River served the colonists from the beginning as an important commercial highway to the Chesapeake Bay. In addition, Indian paths here were transformed into roads, one of the most important being the Great Wagon Road from Philadelphia westward to the frontier. In the first half of the 19th century, canals and then railroads enabled farmers and entrepreneurs in



Pennsylvania Railroad Museum (Pennsylvania Historical and Museum Commission); interpretive sign at Safe Harbor. The Susquehanna National Heritage Area’s landscape is profoundly influenced by the Susquehanna River. It is possible to tell hundreds of specific stories related to the river’s historical influences. (Photos courtesy Heritage Strategies, LLC)

¹⁰¹ “Ecosystem services” defined: <https://www.nwf.org/Educational-Resources/Wildlife-Guide/Understanding-Conservation/Ecosystem-Services>



the area to ship agricultural and industrial products east and west to remote markets. Throughout the 19th century and into the twentieth century, rafts and canal boats floated down the Susquehanna River to the Chesapeake Bay, transporting lumber, iron, coal, and other products to vessels bound for Baltimore, Norfolk, and the wider world. In the towns and hamlets along the river, craftsmen and industrialists established workshops and factories that made many of these products. During the twentieth century, as both industry and the use of the river for commercial shipping declined, several hydroelectric dams were constructed to provide power to regional communities. The dams have helped create recreational areas and make the Susquehanna a popular destination for outdoor activities, including boating, fishing, hunting, birding, and hiking. From a wilderness area to a rural landscape to an industrial environment to a recreational haven, the river has undergone significant changes over the centuries that are representative of similar trends on other rivers across the nation.

The Geography of Markets and the Technology of Movement

In the 18th century, the communities of the Susquehanna National Heritage Area comprised the first inland colonial frontier, far from easy water access, since the Susquehanna's rocky character made it inhospitable to shipping and transport.

Transportation stories of national interest and significance in the Susquehanna National Heritage Area begin with the development of the Conestoga wagon. No less than four excursion companies still ply their "rail roads" with historic rolling stock.

The dramatic expansion of the nation's railroad network following the Civil War enabled the explosive growth of industry throughout the North, including in York and Lancaster Cities. No longer did industry have to be located near sources of raw materials and water power, or limited based on seasons. Railroads could go anywhere and function throughout the winter.

The Technology of Movement

- Developments and inventions helped to revolutionize the region's access to the rich markets of the Atlantic seaboard and beyond, an important story for Theme 1, How the Susquehanna Shapes this Place and its People:
- The King's Road from Philadelphia to Lancaster (first laid out in 1733, the consequence of the powerful Philadelphia Wagon Road following American Indian routes to the Great Valley) and the Lancaster Turnpike (1795), credited as the country's first engineered road).
- Robert Fulton, credited with developing the first commercially successful steamboat, was born in Lancaster in 1765 (the Robert Fulton House in southern Lancaster County is a National Historic Landmark).
- John Elgar, of York County, constructed the first iron steamboat in America, named it Codorus, and launched it on the Susquehanna River near present-day Accomac on November 22, 1825.
- In 1831, York County watchmaker Phineas Davis designed and built the first practical coal-burning steam locomotive, revolutionizing railroad transportation.
- A York iron foundry constructed both Elgar's steamboat and Davis's locomotive.
- Northern Central Railway in York County (NCR) was chartered in 1834; it was first known as the York and Maryland Line Railroad, to connect to the Baltimore and Susquehanna Railroad (B&SRR, chartered 1828); NCR's line includes the world's oldest rail tunnel with active rails, Howard Tunnel.
- The Philadelphia and Columbia Railroad (P&CR; 1834) in Lancaster County was also among the nation's earliest commercial railroads.
- The Susquehanna and Tidewater Canal in York County was constructed between 1836 and 1840 (rendering obsolete an earlier canal on the east bank of the river in Maryland).
- The region's fascinating railroading stories extend to the 1903-06 development of the Enola Low Grade railroad line.

Railroads enabled the development of urban centers, where raw materials, coal for power, and human labor could be concentrated in one place. The development of large, efficient industrial and manufacturing enterprises became possible. Related and interdependent manufacturing sites could be located close to each other, increasing efficiency. Finished goods could be transported anywhere in the country.

A substantial influx of immigrant populations provided the labor for manufacturing and industrial expansion. The two cities and several boroughs grew in dense urban patterns. Mostly communities used rectangular street grids that varied by and responded to the configurations of landforms and waterways. The locations of railroad corridors and industrial and manufacturing sites, often built in the relatively level floodplains, also had a strong influence on urban development patterns. The urban areas retained historic downtown business and commercial centers and were surrounded by new expanding residential neighborhoods of closely spaced homes and row houses, small neighborhood commercial sites, and a variety of institutions including churches, schools, social clubs, and the region's several colleges.

The region's urban centers continued to grow in size and influence until the Great Depression and resurged briefly during and immediately following World War II. Despite the impact of urban renewal in the 1950s and 1960s, during which many communities lost their older neighborhoods, York and Lancaster and other smaller communities retain their historic mid-to-late 19th and early 20th century character.

The Watershed's Water Power: The Invisible Hand Behind Regional Prosperity

In the era before steam power, human communities were limited by the power produced by humans, animals, wind, and water. Water power in the Susquehanna National Heritage Area was



The watershed-wide Chesapeake Bay Program – affecting all land-based activities in the Susquehanna National Heritage Area – and the many associated efforts to help the Bay's health recover comprise a significant story important to residents and visitors alike. The Susquehanna River's contribution of fresh water is a critical feature of the Chesapeake Bay estuarine system. (Photo by John Beatty, courtesy SNHA)

a critical factor in the success of its early communities, enabling water mills to grind grains and process lumber and supporting such other manufacturing processes as tanning and fulling. The ironmaking of the region is of particular interest – even before the American Industrial Revolution that began at the end of the 18th century, ironmakers were contributing heavily to American manufacturing, thanks not only to iron deposits in the Furnace Hills and elsewhere, but also to the well-watered landscape that powered the bellows and other mechanical means supporting furnaces and forges.

Mechanical processes required mechanical skills, leading to many ingenious contributions by inventors and entrepreneurs; watchmaking and glassmaking, for example, were



specialties of the region for many years. The development of the region's farming and manufacturing went hand in hand over the centuries – farms, after all, need nails and other manufactured goods to stay in business. Today farming and manufacturing are of equal import to the region's prosperity.

Saving the River, Saving the Bay

The nation's largest estuary – and third largest worldwide – the Chesapeake Bay is intimately connected to the Susquehanna River. Its land-to-water ratio is 14:1, the largest of any coastal water body in the world."¹⁰² The watershed-wide Chesapeake Bay Program – affecting all land-based activities in the Susquehanna National Heritage Area – and the many associated efforts to help the Bay's health recover comprise a significant story important to residents and visitors alike. The contribution of the river's fresh water to the Bay – and more critically, the constituents carried by that water – is a key feature of the estuarine system, a dynamic mixing of tidal seawater and fresh water.

Impacts of human activities on the Bay began with the first colonists, whose removal of forests, plowing of soils, and draining of wetlands altered the ecosystem, sometimes dramatically as streams silted in and early colonial towns lost their ports. It was not until the late 20th century, however, around 1970, that governments and organizations in the watershed began to recognize that after about 1950, the Bay's fisheries and water quality had begun a precipitous decline from overfishing and pollution, much of it wrought by the pressures of a growing population and sprawling development. The Chesapeake Bay was the first estuary in the nation to be targeted for restoration as an integrated watershed and ecosystem.

Theme 2: Native Landscapes

THEME STATEMENT: The Susquehanna River corridor has been a remarkable habitat for humans from Paleoindian times onward.

Recommended Storylines for Theme 2

[NOTE: the following provides notes for consultation with Tribal leaders and Native American residents]

The Archeological Record and Petroglyphs

The Pennsylvania Historical and Museum Commission has recorded almost 2,900 archeological sites throughout the Lower Susquehanna River Subbasin, about half of which lie within the heritage area. Several of the sites are listed on the National Register of Historic Places. What can the archeological record, including unique rock art sites known as petroglyphs, tell us about human interaction with the environment of the Susquehanna National Heritage Area and sequential occupations by different groups?

The Susquehannocks

The Susquehannocks inhabited the lower Susquehanna Valley from about 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, an alliance that resulted in the demise of Native American society and their departure from eastern Pennsylvania by 1675. Once the

¹⁰² <https://www.chesapeakebay.net/discover/facts>



A major trading path following the Susquehanna River, known as the Great Minquas Path and perhaps thousands of years old, nestles today in the scenic farmland and hills of Manor Township. It crosses this historic stone-arch bridge over Witmer’s Run beside the Blue Rock Heritage Center, part of the cultural landscape of the center. (Photo courtesy Heritage Strategies, LLC)

Susquehannocks left eastern Pennsylvania, the rather liberal Indian policies of William Penn resulted in other disrupted groups moving into the area, although these settlements were quickly made untenable by increased European population, as well as the policies of some of Penn’s administrators. The Native populations were gone from eastern Pennsylvania largely by 1750.

The encounters of Europeans with indigenous North American tribes mark a significant change in human interactions with the environment and among different groups – both in the “contact” between tribes and explorers, and the colonists that followed, and among tribal groups. Native Americans and Europeans had different ways of perceiving their relationships to land and property, for example. The Susquehannocks’ story of their occupation of the lower Susquehanna is especially intriguing – where did they come from, how did they relate to other tribes in the larger mid-Atlantic, and where did they go?

Contemporary Native American Culture in the Susquehanna National Heritage Area

When Mennonite Life dedicated its Susquehannock longhouse exhibit at its 1719 Museum on October 9, 2010, “A Service of Honor and Healing” marked the occasion. This was a major advance in the recognition and acknowledgment that native peoples are (and have always been) present in American society and that their long history with the land deserves acknowledgment, recognition, and dialogue. As residents of the Susquehanna National Heritage Area explore their own understandings of this long history, how are they incorporating this awareness ceremonially and through concrete action to redress past wrongs and seek a future of greater collaboration to study the past and incorporate it into the larger narrative of the cultural history of the Susquehanna Valley? How are they protecting archeological resources, developing new avenues of research, and



engaging in new ways to meet the cultural needs of all who live here and have cultural memories of the region?

Native Americans from many tribes have made their homes here; some descend from original inhabitants, others are from groups who migrated from other places, others are individuals who sought homes and jobs in the area. Who are they and how do they practice and share their modern culture?

Theme 3: Creating an American Identity

THEME STATEMENT: Cultural influences from this region were carried across the nation as it expanded westward, setting patterns for community, family, farms, and place.

Recommended Storylines for Theme 3

An Iconic American Landscape

The predominant characteristic of the Pennsylvania Cultural Health was its settlement by “yeoman farmers,” creating an agricultural landscape of small independent farms. Each family farm was a variation on a theme, composed of similar elements in a wide variety of patterns – farmsteads, fields, woodlots, lanes, and other landscape elements that were needed to make the farm work. The settlement pattern of each farm was shaped by the particular characteristics offered by its natural landscape.

Within this agricultural landscape, market towns and crossroad villages were established and provided places where farmers obtained services, purchased goods, and sold produce. A large number of mills to process agricultural produce were built at locations where water power could be harnessed, sometimes a focus for town or village development. Wagon roads provided the connecting threads, often following ridgelines to minimize stream crossings. Towns and villages became centers of craftsmanship and small business as well as centers of social, religious, legal, and government life. Industries such as iron forges and lime kilns were located as part of the agricultural landscape, close to natural resources and water power.

Character defining features of the Pennsylvania Cultural Hearth included the town plan on a grid with a central public square, the linear crossroads village, the Pennsylvania farmhouse, the Pennsylvania barn, the springhouse, other outbuilding and vernacular dwelling types as well as grammar, foodways, and social customs. The Pennsylvania barn is a particularly visible and widely recognized feature of the region. The Pennsylvania town form, with central square, grid of streets, tight lots, lack of front yards, shade trees, and rear alleys, provided a model that was used throughout the Midwest.

Today the National Heritage Area’s landscape retains the overall character of its peak period of agrarian development by the 1850s while absorbing layers of later change.

Gateway to the Frontier

From southeastern Pennsylvania, settlers migrated south down the Shenandoah Valley into North Carolina and, later, west into Kentucky and Tennessee. The Great Wagon Road, on which many immigrants journeyed west from Philadelphia, passed through Lancaster, York, and Gettysburg, then turned south at the Appalachian Mountains toward the backcountry of Virginia and the Carolinas. It was a major migratory route in the settlement of English North America.



York County (top) and Lancaster County courthouses. (Photos, top, by Smallbones, CC0, via Wikimedia Commons; bottom, by Doug Kerr from Albany, NY, United States - 041209 222Uploaded by GrapedApe, CC BY-SA 2.0, <https://commons.wikimedia.org/w/index.php?curid=25165841>

By the middle of the 18th century, the route had become one of the busiest highways in the colonies as immigrants, primarily Scots Irish immigrants and the extended families of Pennsylvania Germans from the Susquehanna region, trekked south and west. They and their descendants populated the center of the country and carried with them the cultural forms and traditions of the Pennsylvania Cultural Hearth.

York and Lancaster as Early County Centers

From their founding into the mid-19th century, York and Lancaster developed as regional centers of legal affairs, politics, commerce, and social life. As county seats, they enjoyed a special status as the largest and most consequential communities of the region. Still tied to the surrounding countryside, they closely reflected regional cultural traditions. They sit at their respective hubs in a classic “wheel and spoke” rough organization of roads and towns in each county. They were both major towns on the Philadelphia Wagon Road leading to western development. They remain linked by that historical connection, marked today by both the historic Lincoln Highway and the parallel, modern U.S. Route 30. As the original county seats, they have long enjoyed great advantages in terms of commerce and government business. Despite their proximity to one another, about 25 miles, a unique feature of the geography of the region in terms of distant markets is that Lancaster relates most to Philadelphia to the east and York relates most to Baltimore to the south.

Towns and Countryside: Forging Communities

Lancaster and York Counties offer a textbook case in “reading the landscape” to identify layers of change and modernization in the evolution of a splendid example of a northeastern North American landscape.



Like its vaunted farming areas, the Susquehanna National Heritage Area's towns are uniquely appealing.

Beyond Lancaster and York as the region's two preeminent cities, the landscape of the Susquehanna National Heritage Area includes a centuries-old pattern of highly diverse and innovative industries and the particular towns where they arose. Some industries were tied to the land more than others; ironmaking and milling, for example, sometimes arose in otherwise inconvenient places, to take advantage of the ready availability of minerals and water power. Towns evolved local economies based on local services and served other kinds of industries as entrepreneurs sought labor, skilled workers, materials, and transport to support their manufacturing businesses. These organic processes are still reflected in the ways that the landscape is organized today and deserve greater study and interpretation.

This storyline also permits smaller communities to explain their evolution to the present. Some were market towns, serving their immediate surroundings; others were stimulated by their locations on rivers, canals, or roads that permitted transshipment of goods or importation of materials for manufacturing. Some developed specialties. Hanover, at the far southwestern edge of York County, is a large market and manufacturing town that arose to serve not only the immediate region, but the large adjacent farming areas in Maryland and Adams County, Pennsylvania. As is also the case with York, food processing is a specialty in Hanover. As another example, Ephrata is a rare instance of a town inspired solely by religious principles. It grew up beside Ephrata Cloister, founded by families attracted by the vision of the celibate community with its communal forms of living and one of the nation's earliest examples of a utopian community.



The York Central Market is one of four traditional farmers' market houses in the Susquehanna National Heritage Area, where local foods are a popular feature of most itineraries; others are York's Penn Market, the Lancaster Central Market, and Columbia Market House.



Wallace-Cross Mill in southern York County, owned and managed by the York County Department of Parks and Recreation. Mills were at the center of early communities. (Photo courtesy Heritage Strategies, LLC)



Hanover, at the far southwestern edge of York County, is a large market and manufacturing town that arose to serve not only the immediate region, but the large adjacent farming areas in Maryland and Adams County, Pennsylvania. As is also the case with York, food processing is a specialty in Hanover. (Photo courtesy Heritage Strategies, LLC)

This storyline offers opportunities to explore community life, public celebrations and festivals, patterns of social interaction, the cultural landscape, and attitudes toward the land itself. The region's distinctive towns with ethnic and religious underpinnings, the prevalence of churches, and the livable scale of the region are indicative of long-held values.

Each small town has the opportunity to tell its own story as a featured actor in the region's network of rural landscapes and settled areas. 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 18th and 19th centuries. To the casual visitor, the area seems to present a tightly knit, tension-free appearance. 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 troubling discrimination. English Quakers, Scots-Irish Presbyterians, German and Swiss Mennonites, French Huguenots, and German Dunkers formed communities in the region during the 18th and 19th centuries. Generally, the English, Scots Irish, and Welsh lived in perimeter areas, while the Germans inhabited the agriculturally rich interior.

Since the late 19th century, when trolleys first appeared on the streets of York and Lancaster and automobiles began to appear on local roads, suburbanization has become a widespread phenomenon across the region. These new modes of transportation, together with electric streetlights and telephones, made it possible for urban residents to move from the towns into areas that had formerly been outlying farmland and begin the process of sprawl and homogenization. Today, even though decades of suburbanization appear to threaten the uniqueness of many area communities, the prevalence of small towns with surrounding, well-tended rural areas continues to mark the region.

This storyline can reveal underlying patterns and trends and challenge audiences to reflect on enduring stories of family, home, community, business, and industry as experienced in modern times. Where did this place come from? How did it change over time, and who made those changes in response to what local, national, and even international trends? What are the secrets of the



successes that are so visible everywhere? How will these communities sustain themselves in the future? What are the changes that will require renewed effort to build resilience and prosperity?

Bounty: From Farm to Table

With its rich soils, the Susquehanna National Heritage Area has come to be defined by the character of its farms and its farming. Generations of residents have worked the land and produced a wide array of crops for both home and market. Over the past three centuries, agriculture has evolved as competition from regions has altered markets, as farming technology and practices have matured, and as new opportunities have arisen. The region's agricultural heritage can be explored through historical, contemporary, and anthropological perspectives, including an exploration of the relationship of residents to the food they grow, process, market, prepare, serve, and consume.

Telling stories of food preparation and consumption provides a lens for examining not only agriculture, marketing, and cuisine but also the diverse groups who have lived in the area and their folkways and culture, especially ethnic traditions and values. German cuisine, African-American foods, and Hispanic, Asian, and Jewish cooking have a place in this story, as do attitudes toward food, rituals relating to food consumption and harvest, and beliefs concerning health and nutrition, family customs, celebrations, and life passages.

The Amish Identity in America – and Other Stories of Ethnicity and Religion

Among the early European settlers in the region were German Baptist sects that included the ancestors of what are today called Old Order Amish, Mennonites, and others known collectively as the Plain People. Pacifist and spurning modern technology and most worldly things, the Plain People are generally lumped together as “The Amish” in the popular American imagination. Their religious values, simple way of life, and well-tended farms speak to Americans’ deep beliefs about our national experience: that virtuous, hardworking, humble people can carve from the wilderness a way of life that is respectful of the natural world and of their fellow human beings.

The Amish seem to many Americans to personify the virtues of faith, honesty, community, and stewardship. These perceptions may be based more on myth than on reality, but they constitute the heart of our national myth, and how we believe we see ourselves when we are at our best.

Ingenuity: Invention, Innovation, Tradition

The robust and energetic inventiveness of the region in terms of agriculture, commerce, transportation, and manufacturing contrasts with an equally strong and persistent tendency toward community, tradition, heritage, and



The Hans Herr House, now styled as the 1719 Museum by Mennonite Life (also newly rebranded from its original name of Lancaster Mennonite Historical Society) interprets early colonization and interaction among European settlers and the Susquehannock people. (Photo courtesy Heritage Strategies, LLC)



The birthplace of inventor Robert Fulton near Quarryville is one of five National Historic Landmarks (NHLs) recognized within the Susquehanna National Heritage Area. Also listed in the National Register of Historic Places – which accepts sites of local, state, or national significance - NHLs meet the test of national significance and require extensive documentation. The site is maintained by the Southern Lancaster County Historical Society. (Photo by user dougtone at Flickr, CC BY-SA 2.0 <<https://creativecommons.org/licenses/by-sa/2.0>>, via Wikimedia Commons)



The Evolving World of Science and Letters

The 18th century brought the Enlightenment and new scientific discoveries as individuals began to explore the unknown. A number of people in the region contributed to scientific understanding of the New World, with excellent sites to visit to understand their lives and times – among them the English Quaker Susanna Wright (1697-1784), who corresponded with other scientists of her day and was the first person to successfully cultivate silk worms in Pennsylvania¹⁰³; the famed naturalist Henry Muhlenberg (Gotthilf Heinrich Ernst Muhlenberg, 1753-1815, also the pastor of Lancaster's Trinity Lutheran Church from 1780 until his death)¹⁰⁴; and Samuel Stehman Haldeman (1812-1880), considered in the 19th century to be one of the nation's most prominent men of science and letters.¹⁰⁵ Muhlenberg was also first president of Franklin College (Franklin & Marshall) in 1787, whose founding emphasizes the growing importance of

conservatism. In this way it makes social attitudes and cultural values a part of a story that is often interpreted only in economic and technological terms. In part because of the region's prime inland location and in part because of the entrepreneurial spirit of the people who settled there, residents of Lancaster and York counties have a long history of creativity and ingenuity in developing new enterprises.

Inventiveness can be seen in many of the character-defining features and products of the Pennsylvania Cultural Hearth. In addition to town planning and forms of architecture, local craftsmen produced a wide variety of products that became mainstays of American experience, such as the Pennsylvania rifle or the Conestoga wagon, a boat-shaped wagon, sixteen feet or longer, that could successfully travel rough tracks without the cargo shifting. The Conestoga wagon became the vehicle of preference for opening the western frontier.

¹⁰³ <https://wams.nyhistory.org/settler-colonialism-and-revolution/settler-colonialism/susanna-wright/>

¹⁰⁴ Portrait of Muhlenberg from life (1810), by Charles Willson Peale – credit Independence National Historical Park via <https://explorepahistory.com/displayimage.php?imgId=1-2-9A2>

¹⁰⁵ <https://explorepahistory.com/hmarker.php?markerId=1-A-389>



education in the new American world after the Revolution. Robert Fulton (1765-1815) and the locally active innovators and engineers who followed him over the decades had wide influence on the American Industrial Revolution and its later iterations through the 19th and into the 20th centuries. This storyline links well to others here that suggest the importance of multiple industries and crafts in the region.

This storyline can dig into the conditions for science and discovery on the American frontier, the influences on the individuals who pursued science, engineering, and education, the actual studies they undertook, and the impacts of their studies on the American identity as it relates to science and learning.

The Imprint of Historical Patterns on Modern Culture

The material culture and way of life transported from the Susquehanna region shaped the Midwest and became an important dimension of the American character. It included not only material objects and forms, but also cultural attitudes toward freedom and self-governance that lived on in American communities founded decades after the colonial era.

These people led a hard-working way of life. They lived well in terms of economics and meeting basic needs, but there was little ease or luxury. Practical self-interest was a motivating force, and people were closely tied to their communities through family, religion, and economic relationships. Politically and socially, men competed freely for office and formed competing political alliances and social relationships in accordance with their interests, in contrast to the more hierarchical and less fluid political systems of other regions. In the egalitarian but still white-dominated society of southeastern Pennsylvania, any white male could believe that he controlled his own future.

This storyline has the potential to lead audiences to seek new ways of understanding old ways – the legacy of conquest lives on in the memories and lifeways of tribal members, women’s roles



Ephrata Cloister, a National Historic Landmark operated by the Pennsylvania Historical and Museum Commission, is among the earliest of religious, communal utopian communities founded across North America and illustrates the “Quest for Freedom” interpretive theme. (Photo courtesy Heritage Strategies, LLC)

were once far more circumscribed, a tolerance of cultural diversity did not necessarily extend to all groups, especially people of color. What is our unfinished business in building a good life for all? How do we find ways to see others as they wish to be seen? How do we continue to make room for many voices? How do we understand the threads of communal life woven into traditions here and how can they be understood and appreciated in light of Americans' strong beliefs in individual freedom and liberty?



The York County History Center operates a small complex of buildings that witnessed the consequential events of the Revolutionary War, among them the rare part log, part half-timbered Golden Plow Tavern (c. 1751), which is connected to a brick house (just visible beyond the tavern) where General Horatio Gates stayed during the Continental Congress's occupation of York for nine months, 1777-78. (Photo courtesy Heritage Strategies, LLC)

Scotland for Ireland in the 17th century and became known as the Scots-Irish, also came to the area in the 18th century to escape religious and economic struggles. The freedom storyline also includes African Americans' struggle for emancipation from slavery and the ensuing Civil War.

Lancaster and York Counties remain notably hospitable to immigration to this day, with many Hispanic and Asian families making their way in the region, part of an enduring storyline offering modern relevance.

The Mason-Dixon Line

The politics of colonial geographic control played out during the region's early history; to settle conflict between Maryland and Pennsylvania, from 1763 to 1767, Charles Mason and Jeremiah Dixon surveyed Pennsylvania's border with Delaware and Maryland. Opposition by Native Americans delayed a final resolution until 1784. The new boundary became known as the Mason-Dixon Line, which now runs east-west about 15 miles due south of SNHA's Zimmerman Center.

Theme 4: Turning Points

THEME STATEMENT: Through critical and unique events in history, the Susquehanna National Heritage Area illustrates the shaping of American culture over time through the choices people make and the lives they lead.

Recommended Storylines for Theme 4

Quest for Freedom in Penn's Woods

In 1681, when William Penn received a charter to launch his "Holy Experiment," he placed freedom of religion at the foundation of the new colony. 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 Anabaptists, English Quakers, and French Huguenots responded to Penn's vision of religious freedom by settling in the region. Scottish Presbyterians, who had left



This line grew to symbolize the border between North and South and Free and Slave states.¹⁰⁶ Today, the Mason-Dixon Trail through York County, part of a 193-mile, three-state hiking route, symbolizes this dividing line. Passing through a swath of the long-ago contested territory some 20 miles wide, the trail's 30 miles of footpath through the Susquehanna National Heritage Area traces the steep hillsides and ravines of the lower river; it was recognized in 2011 by the National Park Service as a National Recreation Trail.¹⁰⁷

Revolutionary Turning Points

During the American Revolution, the Second Continental Congress was forced out of Philadelphia by the British in 1777. It met in Lancaster for a single day in September and then crossed the Susquehanna River in hopes that it would serve as a protective barrier from the British, reconvening in York. The revolutionary government remained in York for nine months, from September 1777 to June 1778. This period included a number of important moments in the long fight for freedom from the British (April 19, 1775 – September 3, 1783): The Continental Army defeated the British in the Saratoga campaign (the culminating Battles of Saratoga took place on September 19 and October 7, 1777); Washington and his troops survived the winter at Valley Forge; and the United States and France signed the Treaty of Alliance, creating a military alliance against Great Britain (February 6, 1778). During this same period, the Gates House in the city of York, now operated as a museum by the York County History Center, was the site of the Conway Cabal, where General Horatio Gates and his political associates unsuccessfully sought to remove Washington from command of the army.

Most significantly, during its time in York, the Continental Congress debated and adopted the Articles of Confederation before sending them to the 13 colonies for ratification. A replica of the government house in which the Continental Congress deliberated, across the street from the Gates House, is a key exhibit building operated by the York County History Center.

The Underground Railroad

During the 18th century, many people of African descent found their way to the region by way of the West Indies, but rather than coming as free people, they arrived enslaved. Scots-Irish, English, Welsh, and German settlers were all slaveholders, but in 1780 Pennsylvania enacted a law, the first among the original states, that eventually abolished slavery in the Commonwealth. The African-American quest for freedom took on new meaning in the 19th century, when the region served as a major route in the Underground Railroad for those escaping enslavement in Maryland and Virginia.

The passage by Congress of fugitive slave laws, in 1793 and especially as part of the Compromise of 1850, enraged Northerners who opposed slavery. They saw the act (ironically in light of later Southern assertions) as a violation of states' rights as well as of the fundamental principles of liberty. When legislative appeals and litigation failed, some antislavery advocates resorted to direct action, hiding fugitives, breaking into jails to free them, and even resisting with violence. The Christiana Resistance event in eastern Lancaster County, as it is known today, was a nationally significant example of the latter.

¹⁰⁶ <http://www.susquehannaheritage.org/wp-content/uploads/2016/08/ZCHBrochure-RiverlandsVersion5-14.pdf>

¹⁰⁷ <https://www.americantrails.org/resources/mason-dixon-trail-pennsylvania>



The Susquehanna National Heritage Area includes many sites where it is possible to tell the stories of freedom sought by African Americans enslaved prior to the Civil War. Left, Underground Railroad and Christiana Resistance exhibit, Zercher's Hotel, operated by the Christiana Historical Society; right, William Goodridge House, York, the Goodridge Freedom Center and Underground Railroad Museum operated by Crispus Attucks York. (Photos courtesy Heritage Strategies, LLC)

Local free black residents, such as William Goodridge of York, working hand in hand with residents of both counties, developed an informal network called the Underground Railroad that offered food, shelter, transport, and information for those risking their lives to escape to freedom in the



Bridge abutments for the wooden covered bridge burned by Union militia to foil Confederate troops' attempt to reach Philadelphia still remain in the Susquehanna River between (left) the early 20th-century Veterans Memorial Bridge linking Columbia and Wrightsville (on the shoreline looking west) and the modern U.S. Route 30 bridge upstream (right). This crossing was also important during the years of the Underground Railroad. (Photo by SNHA)

North, including the path onward to Canada. Pennsylvanians participating in the network, including Quakers and Plain People of the Susquehanna region, were not alone, since "conductors" and safe houses were active in many parts of the Upper South and in the bordering free states. The Underground Railroad storyline therefore is not unique to this particular geographic region, but it is nonetheless vitally important to a fuller understanding of the area's history; the landscape abounds with important sites and stories.

Turning Back the Confederate Tide

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 York and fought Union forces under the command of General George Armstrong Custer in the town of Hanover. On June 28, 1863, Union soldiers burned the covered bridge in Wrightsville when the Confederates sought to cross the Susquehanna and enter Lancaster County. In the skirmish that preceded the burning, Confederate cannons were positioned on the front lawn of the Mifflin Farm to fire on Union defenders in Wrightsville. Historians say only one fighter was killed in the battle – an African-American home guardsman fighting for the Union. This engagement set the stage for the historic Battle of Gettysburg three days later.¹⁰⁸

Contrasts in Abolition and Emancipation Leadership

Two national leaders of the 1850s and 1860s were Lancaster residents: James Buchanan (1791-1868) and Thaddeus Stevens (1792-1868). Each man attained national significance largely while serving as president and congressman, respectively, in Washington, D.C. Sites associated with both men are listed in the National Park Service's National Underground Railroad Network to Freedom.

Buchanan, who was president between 1857 and 1861, was regarded as a Northern man with Southern sympathies who supported slaveholders' rights and despised abolitionists. He also thought secession was illegal, but that so was using military power to stop it. Although most historians have concluded that his presidency was a failure for not having stopped the slide toward secession, it is also unclear what he could have done to prevent it. After Buchanan left office, he returned to Lancaster and Wheatland, his home since 1848, where he became the first former president to write his memoirs. Wheatland, designated a National Historic Landmark on July 4, 1961, is open to the public, operated by LancasterHistory.



Wheatland, home of President James Buchanan in Lancaster, maintained and interpreted by LancasterHistory and a National Historic Landmark. (Photo by Larry Lefever for LancasterHistory)

¹⁰⁸ <https://www.historicwrightsvillepa.org/burning-bridge-diorama>

Thaddeus Stevens, who was born in Vermont, settled in Lancaster in 1815 to practice law. He served in Congress from 1849 to 1853 and from 1859 until his death in 1868. Ardently antislavery in his convictions, Stevens was actively involved in the Underground Railroad. In Congress, he became a leader of the so-called “Radical Republicans” during the Civil War, advocated total war against the South, was an architect of Reconstruction, and played key roles in the passage of the 13th and 14th Amendments to the U.S. Constitution. He also laid the groundwork for the 15th Amendment, enacted after his death.

The Stevens and Smith Historic Site in Lancaster, which includes his house and law office, the home of his black housekeeper, Lydia Hamilton Smith, and a nearby tavern, is a part of the Lancaster City Historic District, which is listed in the National Register of Historic Places. LancasterHistory is developing a signature interpretive experience at the Stevens-Smith site.

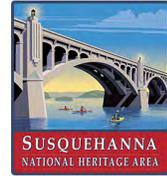
Industrial Development and the York Plan

York’s World War II industrial mobilization effort was known as the “The York Plan.” It was an initiative designed by local industrial leaders who 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. The plan became a national model for manufacturing communities across nation.¹⁰⁹



Historic buildings from the era of the York Plan can be recruited to help tell this nationally important story of the development of a model for manufacturing communities across nation in supporting World War II. This splendid pre-war car dealership building witnessed that era and is owned by Crispus Attucks York, a major community development organization committed to interpretation of York stories. (Photo courtesy Heritage Strategies, LLC)

¹⁰⁹ For more information: <https://www.ydr.com/story/news/history/blogs/york-town-square/2018/02/07/world-war-ii-york-pa-plan-dummies/994052001/>



APPENDIX 4. Interpretive Resource Inventory

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Appendix 4. Interpretive Resource Inventory: Sites and Programs Listed by Type and Theme		SUSQUEHANNA NATIONAL HERITAGE AREA THEMES				
Key to Map*	Interpretive Sites and Programs	County Served**	1: How the Susquehanna People Shape this Place and its Landscapes	2: Native Landscapes	3: Creating an American Identity	4: Turning Points
			1	2	3	4
HISTORY						
1	1719 Museum (Mennonite Life)	L	*	*	*	*
0	African American Historical Society of South-Central Pennsylvania (not a site)	L	*		*	*
2	Amos Herr House Foundation & Historical Society	L	*	*	*	*
3	Blue Rock Heritage Center (Washington Boro Society for Susquehanna River Heritage)	L	*	*	*	*
4	Boehm's Chapel	L	*	*	*	*
5	Bowmansville Roller Mill	L	*	*	*	*
6	Burning Of The Bridge Diorama (Historic Wrightsville, Inc.)	Y	*	*	*	*
7	Caernarvon Historical Society	L	*	*	*	*
0	Camp Security-Friends of Camp Security (archeological site, limited access)	Y	*	*	*	*
8	Christiana Historical Society	L	*	*	*	*
8	Codorus Furnace (Conservation Society of York County)	Y	*	*	*	*
0	Codorus Valley Area Historical Society (not a site)	Y	*	*	*	*
10	Columbia Historic Preservation Society and Museum	L	*	*	*	*
11	Columbia-Wrightsville Bridge Remains & Pennsylvania Canal Ruins, Columbia	L (UCRR)	*		*	*
12	Conestoga Area Historical Society	L	*	*	*	*
13	Conewago Recreation Trail - Elizabethtown (western) trailhead (Lancaster Co Dept Parks and Recreation)	L	*	*	*	*
14	Dallastown Area Historical Society	Y	*	*	*	*
15	Dill's Tavern (Northern York County Historical & Preservation Society, NYCHAPS)	Y	*	*	*	*
16	Donegal Society	L	*	*	*	*
17	Dover Blacksmith Shop (Greater Dover Historical Society)	Y	*	*	*	*
18	East Petersburg Historical Society	L	*	*	*	*
19	Elizabeth Furnace 1757	L (NHL)	*	*	*	*
20	Elizabethtown Historical Society	L	*	*	*	*
0	Emigsville Heritage Project (not a site)	Y	*	*	*	*
21	Enola Low Grade Rail Trail-Creswell Station western trailhead	L	*	*	*	*
22	Enola Low Grade Rail Trail-Quarryville East trailhead	L	*	*	*	*
23	Ephrata Cloister (PHMC)	L (NHL)	*	*	*	*
24	Evangelical & Reformed Historical Society	L	*	*	*	*
25	First National Bank Museum	L (UCRR)	*	*	*	*
26	Franklin & Marshall College Archives	L	*	*	*	*
27	Freedom Green Park and Heritage Museum (New Freedom Heritage, Inc.)	Y	*	*	*	*
28	Friends of Lebanon Cemetery	Y	*	*	*	*
0	Friends of the Stewartstown Railroad (not a site)	Y	*	*	*	*
29	Glen Rock Historic Preservation Society	Y (UCRR)	*	*	*	*
30	Goodridge Freedom Center and Underground Railroad Museum (Crispus Attucks	Y	*	*	*	*
31	Haines Shoe House	Y	*	*	*	*
32	Haldeaman Mansion (Haldeaman Mansion Preservation Society, Inc.)	L	*	*	*	*
33	Hanover Fire Museum	Y	*	*	*	*
34	Hanover Junction Train Station Museum	Y	*	*	*	*
35	Harley Davidson Vaughn L. Beals Tour Center	Y	*	*	*	*

Key to Map*	Appendix 4. Interpretive Resource Inventory: Sites and Programs Listed by Type and Theme	County Served**	SUSQUEHANNA NATIONAL HERITAGE AREA THEMES				4: Turning Points	3: Identity	2: Native Landscapes	1: How the Susquehanna People Shapes this Place and its	Website
			1	2	3	4					
	HISTORY, cont'd Interpretive Sites and Programs										
36	Heritage Rail Trail County Park-Brillheart Station trailhead (York Co Dept Parks & Recreation)	Y	*	*	*	*	*	*	*	https://yorkcountypa.gov/1004/York-County-Heritage-Rail-Trail-Park	
37	Heritage Rail Trail County Park-Gladfelter Station trailhead (York Co Dept Parks & Recreation)	Y	*	*	*	*	*	*	*	https://yorkcountypa.gov/1004/York-County-Heritage-Rail-Trail-Park	
38	Heritage Rail Trail County Park-Seven Valleys trailhead (York Co Dept Parks & Recreation)	Y	*	*	*	*	*	*	*	https://yorkcountypa.gov/1004/York-County-Heritage-Rail-Trail-Park	
39	Heritage Rail Trail County Park-Hanover Junction Train Station trailhead (York Co Dept Parks & Recreation)	Y	*	*	*	*	*	*	*	https://yorkcountypa.gov/1004/York-County-Heritage-Rail-Trail-Park	
40	Heritage Rail Trail County Park-Centerville trailhead (York Co Dept Parks & Recreation)	Y	*	*	*	*	*	*	*	https://yorkcountypa.gov/1004/York-County-Heritage-Rail-Trail-Park	
41	Heritage Rail Trail County Park-Railroad, PA trailhead (York Co Dept Parks & Recreation)	Y	*	*	*	*	*	*	*	https://yorkcountypa.gov/1004/York-County-Heritage-Rail-Trail-Park	
42	Heritage Rail Trail County Park-New Freedom trailhead (Front & W Franklin Sts; York Co Dept Parks & Recreation)	Y	*	*	*	*	*	*	*	https://yorkcountypa.gov/1004/York-County-Heritage-Rail-Trail-Park	
0	Historic Lancaster Walking Tour, Corp. (not a site)	L	*	*	*	*	*	*	*	https://historic.lancasterwalkingtour.org/	
43	Historic Poole Forge	L	*	*	*	*	*	*	*	http://historicpooleforge.org/	
0	Historic Preservation Trust of Lancaster County	L	*	*	*	*	*	*	*	https://hptrust.org/	
44	Historic Rock Ford (Rock Ford Foundation)	L	*	*	*	*	*	*	*	https://historicrockford.org/	
45	Historic Zercher Hotel Underground Railroad Center (Christiana Historical Society)	L (UCRR)	*	*	*	*	*	*	*	http://www.zercherhotel.com/	
46	Historical Society of Salisbury Township	L (UCRR)	*	*	*	*	*	*	*	http://www.salisburyhistory.org/home	
47	Historical Society of the Cocalico Valley	L	*	*	*	*	*	*	*	https://www.cocalicovalleys.org/	
48	Indian Steps Museum (Conservation Society of York County, Inc.)	Y	*	*	*	*	*	*	*	https://www.in diansteps.org	
49	Kreutz Creek Valley Preservation Society Museum	Y	*	*	*	*	*	*	*	https://sites.google.com/site/kcvpsociety/	
50	Lancaster County Archives	L	*	*	*	*	*	*	*	https://co.lancaster.pa.us/127/Archives-Division	
51	Lancaster Junction Recreation Trail (Champ Boulevard Trailhead)	L	*	*	*	*	*	*	*	https://www.co.lancaster.pa.us/279/Lancaster-Junction-Recreation-Trail	
52	Lancaster Medical Heritage Museum	L	*	*	*	*	*	*	*	lancastermedicalheritagemuseum.org	
53	LancasterHistory Museum and Research Center (LancasterHistory)	L (UCRR)	*	*	*	*	*	*	*	https://www.lancasterhistory.org/	
54	Landis Valley Village & Farm Museum (PHMC)	L	*	*	*	*	*	*	*	https://www.landisvalleymuseum.org/	
0	Lincoln Highway Legacy LLC (not a site, although the Highway is)	Y	*	*	*	*	*	*	*	www.lincolnhighwaypa.com	
55	Lititz Historical Foundation	L	*	*	*	*	*	*	*	https://www.lititzhistoricalfoundation.com/	
56	Lititz Moravian Cemetery (Lititz Moravian Congregation)	L	*	*	*	*	*	*	*	https://www.lititzmoravian.org/museumarchives/cemetery/	
57	Lititz Moravian Museum and Archives (Lititz Moravian Congregation)	L	*	*	*	*	*	*	*	https://www.lititzmoravian.org/museumarchives/tours/	
58	Little Red Schoolhouse (Wellsville Area Historical Society)	Y	*	*	*	*	*	*	*	https://www.facebook.com/WellsvilleHistory/	
59	Living the Experience (Underground Railroad Tours/Reenactments; Belhel AME Lancaster)	L (UCRR)	*	*	*	*	*	*	*	https://bethelamelancaster.com/living-the-experience	
60	Lock 12 Historic Area	Y	*	*	*	*	*	*	*	https://susquehannamariverlands.com/history-culture/heritage-sites-museums/lock-12-historic-area/	
61	Lock 15 Historic Area	Y	*	*	*	*	*	*	*	https://susquehannamariverlands.com/history-culture/heritage-sites-museums/lock-15-historic-area/	
0	Lower Susquehanna Archaeological Society (Society for Pennsylvania Archaeology; not a site)	Both	*	*	*	*	*	*	*	https://www.spa28.org/	
62	Ma & Pa Railroad Heritage Village	Y	*	*	*	*	*	*	*	http://www.maandparailroad.com	
0	Manchester Township Historical Society (not a site)	Y	*	*	*	*	*	*	*	https://sites.google.com/site/manchestertownshipprofiles/about-mths	
63	Manheim Harry B. Shreiner Heritage Center	L	*	*	*	*	*	*	*	http://manheimhistoricalsociety.org	

Key to Map*	Appendix 4. Interpretive Resource Inventory: Sites and Programs Listed by Type and Theme	SUSQUEHANNA NATIONAL HERITAGE AREA THEMES					County Served**
		1: How the Susquehanna People Shaped this Place and its Landscapes	2: Native Landscapes	3: Creating an American Identity	4: Turning Points	Website	
	Interpretive Sites and Programs						
	HISTORY, cont'd						
64	Manheim Railroad Station (Manheim Historical Society)	L	*	*	*	L	https://manheimhistoricalsociety.org/properties/railroad-station/
65	Marietta Museum (Marietta Restoration Associates)	L	*	*	*	L	http://www.marietta restoration.org/
66	Martinsville One-Room School (Lower Windsor Area Historical Society)	Y	*	*	*	Y	https://www.facebook.com/LowerWindsorAreaHistoricalSociety/
67	Mascot Roller Mills & Ressler Family Home (Ressler Mill Foundation)	L	*	*	*	L	https://resslemill.com/
68	Maytown Historical Society	L	*	*	*	L	http://www.maytownhistory.org/2018/03/21/museum-house-history/
69	Mennonite Life Archives & Library	L	*	*	*	L	https://mennonitelife.org/research/
70	Mennonite Life Museum	L	*	*	*	L	https://mennonitelife.org/visit/mennonite-life-museum/
71	Millersville Area Historical Society (not a site)	L	*	*	*	L	Not available
72	Mount Bethel Cemetery	L	*	*	*	L	https://blogs.millersville.edu/specialcollections/
73	Mount Joy Area Historical Society	L	*	*	*	L	http://www.mibethelcemetery.com
74	Musselman-Vesta Furnace Visitor Center (Rivertownes PA USA)	L	*	*	*	L	www.mounjoynhistory.com
75	National Toy Train Museum (Train Collectors Association)	L	*	*	*	L	https://www.rivertownes.org/
76	National Watch & Clock Museum (National Association of Watch & Clock Collectors, Inc.)	L	*	*	*	L	https://www.nitmuseum.org/
77	Neas House (Hanoover Area Historical Society)	Y	*	*	*	Y	https://www.nawcc.org/visit/
78	New Holland Area Museum	L	*	*	*	L	http://hahs.us/
79	North Eastern York County History In Preservation (not a site)	Y	*	*	*	Y	https://nhhistorical.com/
80	Northern Central Railway of York	Y	*	*	*	Y	http://www.neychip.com/
81	Northwest Lancaster County River Trail (Columbia River Crossing Trail Center southern trailhead; Lancaster Co Dept Parks and Recreation)	L	*	*	*	L	https://www.northerncentralrailway.com/
82	Old Lancaster County Jail Site (now site of Fulton Theatre, at rear/Water St)	L (UCRR)	*	*	*	L (UCRR)	https://www.co.lancaster.pa.us/1119/Northwest-Lancaster-County-River-Trail
83	Old Line Museum	Y	*	*	*	Y	https://www.lancasterhistory.org/learn/learning-tools/aah-markers/
84	Police Heritage Museum (not a site)	Y	*	*	*	Y	http://www.oldlinemuseum.com/
85	President James Buchanan's Wheatland (LancasterHistory)	L (UCRR)	*	*	*	L (UCRR)	http://www.policeheritagemuseum.com/
86	Prospect Hill Cemetery	Y	*	*	*	Y	https://www.lancasterhistory.org/about-wheatland/
87	Quest for Freedom Tour (Discover Lancaster County)	L (UCRR)	*	*	*	L (UCRR)	https://www.prospechill.org/historic-tours/
88	Railroad Museum of Pennsylvania (PHMC)	L	*	*	*	L	https://creativefolk.com/travel/pdf/quest.pa.pdf
89	Red Lion Train Station Museum (Red Lion Area Historical Society)	Y	*	*	*	Y	https://rmuseumpa.org/
90	Robert Fulton Birthplace (Southern Lancaster County Historical Society)	L (NHL)	*	*	*	L (NHL)	http://redlionareahistoricalicalsociety.org/
91	Schreiner-Concord Cemetery & Thaddeus Stevens Burial Site (Schreiner-Concord Cemetery Foundation)	L (UCRR)	*	*	*	L (UCRR)	http://www.southernlancasterhistory.org/robert-fulton-birthplace
92	Sickman's Mill (Sickman's Mill Outfitters)	L	*	*	*	L	http://www.shreinercemetery.org/
93	Solanco Historical Society	L	*	*	*	L	https://www.sickmansmill.com/
94	Spring Grove Area Historical Preservation Society	Y	*	*	*	Y	http://www.southernlancasterhistory.org
95	Stevens Greenland Cemetery	L	*	*	*	L	http://www.stewartstownrailroadco.com/
96	Stewartstown Area Historical Society	Y	*	*	*	Y	http://www.stewartstownrailroadco.com/
97	Stewartstown Railroad Company	Y	*	*	*	Y	https://sgahps.org
98	Stiegel Glassworks 1976	L	*	*	*	L	https://lanasteronline.com/news/fought-died-forgotten/article_d15557dd-9c19-5715-8d8e-82a79c0621d3.html
99	Strasburg Heritage Society	L	*	*	*	L	http://stewhist.org/
100	Strasburg Rail Road	L	*	*	*	L	https://www.stewartstownrailroadco.com/
101	Thaddeus Stevens & Lydia Hamilton Smith Center for History & Democracy (LancasterHistory)	L (UCRR)	*	*	*	L (UCRR)	https://stiegeglassworks.org/
102							https://strasburgheritagesociety.org/
103							https://www.strasburgrailroad.com/history/
104							https://www.lancasterhistory.org/places/stevens-smith/

Appendix 4. Interpretive Resource Inventory: Sites and Programs Listed by Type and Theme		SUSQUEHANNA NATIONAL HERITAGE AREA THEMES				
Key to Map*	Interpretive Sites and Programs	County Served**	1: How the Susquehanna People Shaped this Place and its Landscapes	2: Native Landscapes	3: Creating an American Identity	4: Turning Points
			1	2	3	4
HISTORY, cont'd						
99	The Rehoboth Welsh Church Preservation Partnership	Y	*	*	*	*
100	Tri-County Heritage Society	L	*	*	*	*
101	Wallace Cross Mill Historic Site (York Co Dept Parks & Recreation)	Y	*	*	*	*
102	Warehime Myers Mansion & Hanover History Museum (Hanover Area Historical Society)	Y	*	*	*	*
103	Warwick to Ephrata Rail-Trail (WERT), Ephrata Trailhead	L	*	*	*	*
104	Warwick to Ephrata Rail-Trail (WERT), Warwick Trailhead	L	*	*	*	*
105	Weightlifting Hall of Fame	Y	*	*	*	*
0	West Manchester Township Historical Society (not a site)	Y (UGRR)	*	*	*	*
106	Willis House (private)	Y	*	*	*	*
107	Willis School (Conservation Society of York County)	Y	*	*	*	*
108	Winters Heritage House Museum (Elizabethtown Preservation Associates)	L	*	*	*	*
109	Woodward Hill Cemetery	L	*	*	*	*
110	Wright's Ferry Mansion	L	*	*	*	*
111	Wrightsville Historical Museum (Historic Wrightsville, Inc.)	Y	*	*	*	*
112	Wrightsville Lime Kilns	Y	*	*	*	*
0	York African American Historical Preservation Society (not a site)	Y	*	*	*	*
0	York College, Keystones Oral Histories Series (not a site)	Y	*	*	*	*
113	York County Archives	Y	*	*	*	*
114	York County History Center	Y	*	*	*	*
115	York County History Center - Colonial Complex	Y	*	*	*	*
116	Young Center for Anabaptist and Pietist Studies, Bowers Interpretive Gallery (Elizabethtown College)	L	*	*	*	*
117	Zimmerman Center for Heritage (Susquehanna National Heritage Area)	Y	*	*	*	*
118	Zion Hill Cemetery	L	*	*	*	*
CULTURE						
119	Alpha & Omega Community Center	L	*	*	*	*
120	Appell Center for the Performing Arts	Y	*	*	*	*
121	Art Of Recycle	L	*	*	*	*
122	Barshinger Center (Franklin & Marshall College)	L	*	*	*	*
123	CASA Lancaster Welcome Center	L	*	*	*	*
124	CASA York Welcome Center	Y	*	*	*	*
125	Creative York	Y	*	*	*	*
126	Crispus Attucks Community Center	L	*	*	*	*
127	Crispus Attucks York	Y	*	*	*	*
128	Cultural Alliance of York County	Y	*	*	*	*
129	Demuth Museum (Demuth Foundation)	L	*	*	*	*
130	Dillsburg Arts	Y	*	*	*	*
131	Dreamwrights Center for Community Arts	Y	*	*	*	*
132	Ephrata Performing Arts Center	L	*	*	*	*
133	Foundry Park and Gear Garden (York Community Foundation)	Y	*	*	*	*

Key to Map*	Appendix 4. Interpretive Resource Inventory: Sites and Programs Listed by Type and Theme	County Served**	SUSQUEHANNA NATIONAL HERITAGE AREA THEMES				Website
			1: How the Susquehanna People Shaped this Place and its Landscapes	2: Native Landscapes	3: Creating an American Identity	4: Turning Points	
CULTURE cont'd							
134	Fulton Theatre	L (NHL)*	*		*	https://thefulton.org/	
0	Give Local York (resource to interpreting institutions)	Y				https://www.givelocalyork.org/	
135	Green Room Theatre (Franklin & Marshall College)	L	*		*	https://www.fandm.edu/news/latest-news/2022/03/04/behind-the-scenes-at-the-green-room-theatre	
136	Hands-on House Children's Museum	L	*	*	*	https://www.hansonhouse.org/	
137	Hanover Area Arts Guild	Y	*		*	https://hanoverarearts.com/	
138	HIVE artspace	Y	*		*	https://www.hiveartspace.com/	
139	Islamic Community Center of Lancaster	L	*		*	https://iccl.alminaret.com/about-masjid	
140	Keystone Kidspac	Y	*	*	*	https://www.keystonkidspace.org/	
141	King's Courtyard Artists' Collective	Y	*		*	https://kingscourtyardgallery.com/	
0	Lancaster County Community Foundation (resource to interpreting institutions)	L				https://www.lancfound.org/	
0	Lancaster County Museum Council (resource to interpreting institutions)	L	*		*	https://lancastercountymuseums.org/	
0	Lancaster Designer Craftsmen (Pennsylvania Guild of Craftsmen; not a site)	L	*	*	*	https://pacrafts.org/about-us/local-chapters/lancaster/	
142	Lancaster Museum of Art (Demuth Foundation)	L	*	*	*	https://www.demuth.org/	
143	Lancaster Science Factory	L	*	*	*	www.lancastersciencefactory.org	
0	Latin American Alliance (not a site)	L	*	*	*	https://www.latinamera.org/	
144	Little Art Bank of Hanover (Art of Recycle, Ephrata)	Y	*		*	https://littleartbank.org/	
145	Long's Park Amphitheater (Long's Park Amphitheater Foundation)	L	*	*	*	https://www.longspark.org/	
146	Marketview Arts	Y	*		*	https://www.ycp.edu/about-us/offices-and-departments/center-for-community-engagement/downtown-locations/marketview-arts/	
147	New Holland Band Museum	L	*		*	https://www.newhollandband.org/about-the-band/new-holland-band-museum/	
0	Nonprofit Resource Network (Millersville University; resource to interpreting institutions)	L				https://www.nonprofitresource.org/	
148	North Museum of Nature and Science	L	*	*	*	https://northmuseum.org	
149	Parliament Arts Organization	Y	*		*	https://www.parliamentyork.org/	
150	Phillips Museum of Art (Franklin & Marshall College)	L	*	*	*	https://www.fandm.edu/phillips-museum	
151	Pullo Family Performing Arts Center	Y	*		*	https://pullocenter.york.psu.edu/	
152	Roschel Performing Arts Center (Franklin & Marshall College)	L	*		*	https://www.fandm.edu/map/roschel-performing-arts-center	
153	Ryan Center for the Arts	Y	*		*	https://www.ryancenter.york.com/	
0	South Asian Association of Lancaster (not a site)	L	*	*	*	https://saal.us/about-us/	
0	South Central PaARTners (Millersville University; not a site)	L	*	*	*	https://southcentralpaartists.org/	
154	Spanish American Civic Association	L	*		*	https://sacapa.org/	
155	Trust Performing Arts Center (Lancaster Bible College)	L	*		*	https://www.lancastertrust.com/about/	
156	Ware Center (Millersville University)	L	*		*	https://artsmu.com/ware-center/	
157	Winter Visual and Performing Arts Center (Millersville University)	L	*		*	https://artsmu.com/winter-center/	
158	York Art Association	Y	*		*	https://www.yorkartassociation.org/	
0	York Community Foundation (resource to interpreting institutions)	Y				https://yccf.org/	
159	York Jewish Community Center	Y	*		*	https://yorkjcc.org	
160	York Learning Center Planetarium (York County Astronomical Society)	Y	*	*	*	http://www.astro.york.com/	
161	York XL	Y	*		*	https://www.yorkxl.com/	

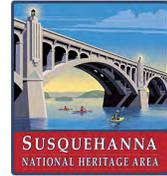
Appendix 4. Interpretive Resource Inventory: Sites and Programs Listed by Type and Theme		SUSQUEHANNA NATIONAL HERITAGE AREA THEMES				
Key to Map*	Interpretive Sites and Programs	County Served**	1: How the Susquehanna Shapes this Place and its People	2: Native Landscapes	3: Creating an American Identity	4: Turning Points
			1	2	3	4
	NATURE					
162	Alexander King Nature Preserve (Lancaster Conservancy)	L	*	*		
163	Apollo County Park (York Co Dept Parks & Recreation)	Y	*	*		
164	Appel Nature Preserve (Lancaster Conservancy)	L	*	*		
165	Bellaire Woods Nature Preserve (Lancaster Conservancy)	L	*	*		
166	Bells Run Nature Preserve (Lancaster Conservancy)	L	*	*		
167	Bonham Wake Robin Wildlife Sanctuary (Conservation Society of York County, Inc.)	Y	*	*		
168	Boyer Nature Preserve (Lancaster Conservancy)	L	*	*		
169	Chickies Rock County Park (Lancaster Co Dept Parks and Recreation)	L	*	*	*	
170	Clark Nature Preserve (Lancaster Conservancy)	L	*	*		
171	Climbers Run Nature Center (Lancaster Conservancy)	L	*	*		
172	Codorus State Park (DCNR)	Y	*	*		
173	Conowago Creek Nature Preserve (Lancaster Conservancy)	L	*	*	*	
174	Conowago Pond Nature Preserve (Lancaster Conservancy)	Y	*	*		
175	Conoy Wetlands Nature Preserve (Lancaster Conservancy)	L	*	*		
176	de Perrot Woods Nature Preserve (Lancaster Conservancy)	L	*	*		
177	Donegal Highlands Nature Preserve (Lancaster Conservancy)	L***	*	*		
0	Farm & Natural Lands Trust of York County (not a site)	Y				
178	Femcliff Wildflower and Wildlife Preserve (Lancaster Conservancy)	L	*	*		
179	Fishing Creek North Nature Preserve (Lancaster Conservancy)	L	*	*		
180	Fishing Creek South Nature Preserve (Lancaster Conservancy)	L	*	*		
181	Fox Hollow Nature Preserve (Lancaster Conservancy)	L	*	*		
182	Gifford Pinchot State Park (DCNR)	Y	*	*	*	*
183	Greiders Run Nature Preserve (Lancaster Conservancy)	L	*	*		
184	Hellam Hills Conservation Area (Lancaster Conservancy)	Y	*	*		
185	Highpoint Scenic Vista and Recreation Area (York Co Dept Parks & Recreation)	Y	*	*		
186	Historic Poole Forge Grounds	L	*	*	*	
187	Holly Pointe Nature Preserve (Lancaster Conservancy)	L	*	*		
188	Hollowood Nature Preserve (Lancaster Conservancy)	L	*	*		
189	Homewood Nature Preserve (Lancaster Conservancy)	L	*	*		
190	Indian Steps Nature Preserve (Lancaster Conservancy)	Y	*	*	*	*
191	John C. Rudy County Park (John Bixler farmstead, 1737; York Co Dept Parks & Recreation)	Y	*	*	*	*
192	Kellys Run Nature Preserve (Lancaster Conservancy)	L	*	*		
193	Lancaster County Central Park (Lancaster Co Dept Parks and Recreation)	L	*	*	*	
194	Lancaster County Environmental Center (Lancaster Co Dept Parks and Recreation)	L	*	*		
195	Litz Springs Park (Litz Moravian Congregation)	L	*	*	*	

Appendix 4. Interpretive Resource Inventory: Sites and Programs Listed by Type and Theme		SUSQUEHANNA NATIONAL HERITAGE AREA THEMES				
Key to Map*	Interpretive Sites and Programs	County Served**	1: How the Susquehanna Shapes this Place and its People	2: Native Landscapes	3: Creating an American Identity	4: Turning Points
			1	2	3	4
NATURE, cont'd						
196	Long's Park (City of Lancaster)	L	*	*	*	
197	McCalls Ferry Nature Preserve (Lancaster Conservancy)	Y	*	*		
198	Mill Creek Falls Nature Preserve (Lancaster Conservancy)	Y	*	*		
199	Money Rocks County Park (Lancaster Co Dept Parks and Recreation)	L	*	*		
200	Native Lands County Park, North Trailhead (York Co Dept Parks & Recreation)	Y	*	*		
201	Octoraro Creek Nature Preserve	L***	*	*		
202	Otter Creek Nature Preserve (Lancaster Conservancy)	Y	*	*		
203	Pequea Nature Preserve	L	*	*		
204	Pole Island Nature Preserve	L	*	*		
205	Rannels Kettle Run Nature Preserve (Lancaster Conservancy)	L	*	*		
206	Rays Woods Nature Preserve	L	*	*		
207	Reist Nature Preserve (Lancaster Conservancy)	Y	*	*		
208	Richard Nixon County Park Nature Center (York Co Dept Parks & Recreation)	Y	*	*		
209	Riverfront Park (Levy Park; Borough of Wrightsville, manager/lessee)	Y	*	*	*	*
210	Rock Springs Serpentine Barrens Nature Preserve	L	*	*		
211	Rocky Ridge County Park (York Co Dept Parks & Recreation)	Y	*	*		
212	Sale Harbor Nature Preserve	L	*	*	*	
213	Samuel S. Lewis State Park (DCNR)	Y	*	*	*	
214	Shank's Mare Outfitters	Y	*	*		
215	Shenks Ferry Wildflower Preserve (Lancaster Conservancy)	L	*	*		
216	Shiprock Woods Nature Preserve (Lancaster Conservancy)	L	*	*		
217	Speedwell Forge County Park (Lancaster Co Dept Parks and Recreation)	L	*	*	*	
218	Spring Valley County Park (York Co Dept Parks & Recreation)	Y	*	*		
219	Steinman Run Nature Preserve (Lancaster Conservancy)	L	*	*		
220	Susquehannock State Park (DCNR)	L	*	*	*	*
221	Texer Mountain Nature Preserve (Lancaster Conservancy)	L	*	*		
222	Theodore A. Parker III County Natural Area (Lancaster Co Dept Parks and Recreation)	L	*	*		
223	Trout Run Nature Preserve (Lancaster Conservancy)	L	*	*		
224	Tucquan Glen & Pyleer Nature Preserve (Lancaster Conservancy)	L	*	*		
225	Turkey Hill Nature Preserve (Lancaster Conservancy)	L	*	*		
226	Upper Hopewell Forge Wildlife Sanctuary	L	*	*	*	
227	Welsh Mountain Nature Preserve (Lancaster Conservancy)	L	*	*	*	
228	William Kain County Park (York Co Dept Parks & Recreation)	Y	*	*	*	

Appendix 4. Interpretive Resource Inventory: Sites and Programs Listed by Type and Theme		SUSQUEHANNA NATIONAL HERITAGE AREA THEMES				
Key to Map*	Interpretive Sites and Programs	County Served**	1: How the Susquehanna People Shaped this Place and its Landscapes	2: Native Landscapes	3: Creating an American Identity	4: Turning Points
			1	2	3	4
	NATURE, cont'd					
	229 Wilton Meadows Nature Preserve (Lancaster Conservancy)	Y	*	*		
	230 Windolph Landing Nature Preserve (Lancaster Conservancy)	L	*	*		
	231 Wissler Run Nature Preserve (Lancaster Conservancy)	L	*	*		
	232 Wizard Ranch Nature Preserve (Lancaster Conservancy)	Y	*	*		
	FARMING/LOCAL FOODS					
	233 Horn Farm Center for Agricultural Education	Y	*		*	
	234 Penn Market	Y	*		*	
	235 Perrydell Farm and Dairy	Y	*		*	
	236 York Central Market House	Y	*		*	
	237 York State Fair	Y	*		*	
	238 Central Market Trust	L	*		*	
	239 Columbia Market House	L	*		*	
	240 Julius Sturgis Pretzel Bakery	L	*		*	
	241 Kreider Farms Farm Tour	L	*		*	
	0 Lancaster Farmland Trust	L				
	242 Mount Hope Estate	L	*	*		*
	243 Old Windmill Farm	L	*		*	
	244 Turkey Hill Experience	L	*		*	
	VISITOR CENTERS					
	245 Columbia Crossing River Trails Center (Susquehanna National Heritage Area)	L	*	*	*	*
	246 Discover Lancaster Visitor Center	L	*	*	*	*
	247 Explore York Central Market Visitor Information Center	Y	*	*	*	*
	248 Explore York Hanover Visitor Information Center	Y	*	*	*	*
	249 I-83 Pennsylvania State Welcome Center	Y	*	*	*	*
	250 Lancaster City Visitor Center	L	*	*	*	*
	251 Litzitz Train Station Welcome Center (Litzitz Moravian Congregation)	L	*	*	*	*
	252 Mennonite Life Visitors Center	L	*	*	*	*
	117 Zimmerman Center for Heritage (Susquehanna National Heritage Area)	Y	*	*	*	*
	WEBSITE/BLOG/FEATURE WRITING (not physical sites)					
	Retro York	Y	*	*	*	*
	"The Scribbler" column for Lancaster Newspapers	L	*	*	*	*
	Cannonball! (Scott Mingus Enterprises, SME)	Y	*	*	*	*
	History of Lancaster Rediscovered	L	*	*	*	*
	Lancaster County Heritage Program (Lancaster County Planning Commission)	L	*	*	*	*
	Only in York County	Y	*	*	*	*
	Preserving York	Y	*	*	*	*
	RealLancasterCounty	L	*	*	*	*
	Susquehanna Riverlands website	L	*	*	*	*
	Uncharted Lancaster	L	*	*	*	*
	Underground Railroad Origins in Pennsylvania	L	*	*	*	*
	Universal York	Y	*	*	*	*
	Wandering in York County	Y	*	*	*	*
	York Town Square	Y	*	*	*	*
	York's Past	Y	*	*	*	*

Key to Map*	Appendix 4. Interpretive Resource Inventory: Sites and Programs Listed by Type and Theme	SUSQUEHANNA NATIONAL HERITAGE AREA THEMES					Website
		1: How the Susquehanna People Shapes this Place and its Landscapes	2: Native Landscapes	3: Creating an American Identity	4: Turning Points		
County Served**		1	2	3	4		
Interpretive Sites and Programs							
ORGANIZATIONS WITH SERVICE AREAS AND INTERESTS THAT INCLUDE THE NATIONAL HERITAGE AREA AND BEYOND							
<i>State/Regional Organizations and Agencies</i>							
	Berks Arts Council	L	*	*	*	https://berksarts.org/	
	Circle Legacy Center, Inc.	Both	*	*	*	http://circlelegacycenter.com/	
	Mid Atlantic Arts Foundation	Both	*	*	*	https://www.midatlanticarts.org/	
	Pennsylvania Council on the Arts (PCA; Arts in Education)	Both	*	*	*	https://www.arts.pa.gov/WHAT%20WE%20DO/FUNDING/apply-for-a-grant/AIE-Residencies/Pages/default.aspx	
	Pennsylvania Council on the Arts (PCA; Folk and Traditional Arts)	Both	*	*	*	https://www.arts.pa.gov/WHAT%20WE%20DO/FUNDING/apply-for-a-grant/Folk-Art-Apprenticeships/Pages/default.aspx	
	Pennsylvania Friends of Agriculture Foundation	Both	*	*	*	https://pfbfriends.com/	
	Pennsylvania Guild of Craftsmen	Y	*	*	*	https://pacrafts.org/	
	PA Museums	Both	*	*	*	https://pamuseums.org/	
	Pennsylvania Historical and Museum Commission	Both	*	*	*	https://www.phmc.pa.gov	
	South Central PaARTners (Millersville University)	L	*	*	*	https://southcentralpaartners.org/	
	Susquehanna Folk Music Society	Both	*	*	*	https://simfolk.org/info/home.html	
	Folk Arts Alliance of Schuylkill, Berks, and Lancaster (Walk In Art Center; PCA Partner)	L	*	*	*	https://www.folkartwalkinartcenter.org/home	
	Woori Center (National Korean American Service and Education Consortium, NAKASEC)	NA	*	*	*	https://wooricenterpa.org/about-us/	
Federally Recognized Tribes							
	Delaware Nation of Oklahoma	Both	*	*	*	https://www.delawarenation-nsn.gov/	
	Delaware Tribe of Indians	Both	*	*	*	https://delawaretribe.org/	
	Eastern Shawnee Tribe of Oklahoma	Both	*	*	*	https://www.spthb.org/about-us/who-we-serve/eastern-shawnee-tribe-of-oklahoma/	
	Seneca-Cayuga Nation	Both	*	*	*	http://sctrIBE.com/	
	Tuscarora Nation (Tuscarora Nation of New York)	Both	*	*	*	http://www.heif.org/	
* Key to Map: See Draft Map [XX]; numbers correspond to physical sites only (0 = not mapped). [Note to Public Draft reviewers: you are welcome to offer corrections to both this table and the map.]							
** County Served: Some organizations noted as "both" may not be located in the Susquehanna National Heritage Area and may serve more than the two counties that comprise the NHA							
L = Lancaster County; the service area of many entries may be a limited part of the county							
Y = York County; the service area of many entries may be a limited part of the county							
NHL = National Historic Landmark; see							
UGRR = recognized by the National Underground Railroad Network to Freedom; see https://www.nps.gov/orgs/1205/index.htm							
*** Site extends into Dauphin County							
**** Site extends into Chester County							

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APPENDIX 5. SUMMARY OF ACTIONS

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APPENDIX 5 – SUMMARY OF ACTIONS

This Implementation Summary is a consolidated list of actions from Chapters 3-6 of the Management Plan for the Susquehanna National Heritage Area. Chapter subheadings have been retained to provide context for each action. This summary is a living document that will provide the basis for the planning and approval of the Susquehanna National Heritage Area's (SNHA's) annual work plan and three-year strategic plans. Priority actions are highlighted and indicated in a column to the right of the action statement. Context for potential projects implementing specific actions is provided in the chapter text.

As outlined in Chapter 6, SNHA works to an annual work plan and three-year strategic plan that are revised and updated periodically as circumstances and opportunities develop. Many of the Management Plan's actions are listed as "ongoing," recognizing consistent needs and responsibilities; those that are not indicated as short term, mid-term, or long term are already part of SNHA's work, and those on-going actions that are top priority and new as a result of this Management Plan are indicated with the approximate starting term identified. Actions listed as "Best Practice" in the priority column are primarily administrative in nature; they are generally regarded as a matter of course for SNHA but important to state and track.

Page #	Ref. #	CHAPTER 3 Actions for Interpretation and Education	Top Priority ?	On-going	Short Term (1-4 years)	Mid-term (5-9 years)	Long Term (10-14 years)	Lead/Participating Parties; Notes
105		3.4. APPROACH TO STORYTELLING: ORGANIZING HERITAGE AREA-WIDE INTERPRETATION						
85	3.4.A	Create a regional presence throughout the Susquehanna National Heritage Area that is visible and recognizable to residents and visitors, using heritage area programs to build the regional presence over time.	Best Practice	✓	✓			Susquehanna National Heritage Area Local Coordinating Entity (SNHA)
		3.5. INTERPRETIVE THEMES						
95	3.5.A	Use the Susquehanna National Heritage Area's four primary themes as the foundation for the Susquehanna National Heritage Area-wide presentation.	Best Practice	✓	✓			SNHA, Interpretation Advisory Group, and partners
		3.6. OVERSIGHT AND ORGANIZATION TO SUPPORT INTERPRETIVE DEVELOPMENT						
105	3.6.A	Establish a Board-level ad hoc subcommittee to provide liaison and oversight as SNHA staff guides and supports partnering sites and communities in interpreting	✓	✓	✓			SNHA Board

CHAPTER 3 Actions for Interpretation and Education			Top Priority ?	On- going	Short Term (1-4 years)	Mid- term (5-9 years)	Long Term (10- 14 years)	Lead/Participating Parties; Notes
Page #	Ref. #							
		the resources and stories of the Susquehanna National Heritage Area.						
105	3.6.B	Establish a Grants Subcommittee to review partners' applications for matching grants for interpretive development.	✓	✓	✓			SNHA Board
105	3.6.C (same as 6.6.A)	Establish a full-time staff position to support implementation of a Susquehanna National Heritage Area-wide interpretive presentation.	✓	✓	✓			SNHA President with oversight as appropriate by the SNHA Board
106	3.6.D	Create an Interpretation Advisory Group in coordination with LancasterHistory and the York County History Center that will, over time, grow a high-quality, highly collaborative interpretive presentation across the Susquehanna National Heritage Area. The group will develop work plans, design programs and policies, undertake specific projects, and coordinate with interpretive sites and communities.	✓	✓	✓			SNHA (This group will comprise a subset of the SNHA Advisory Council.)
		3.7. INTERPRETIVE PROGRAM						
108	3.7.A	Continue to provide and further develop direct interpretive and educational services, including operating the River Discovery Tours with the historic Chief Uncas vessel, the Zimmerman Center for Heritage, the Columbia Crossing River Trails Center, and other educational and water-access programs for schoolchildren and the general public.	✓	✓				SNHA Board and staff

CHAPTER 3								Long
Page #	Ref. #	Actions for Interpretation and Education	Top Priority ?	On-going	Short Term (1-4 years)	Mid-term (5-9 years)	Term (10-14 years)	Lead/Participating Parties; Notes
108	3.7.B	Develop the Susquehanna Discovery Center at the Mifflin Farm as a gateway visitor destination for the Susquehanna National Heritage Area.	✓	✓	✓	✓	✓	SNHA Board and staff (timing is dependent on fundraising)
108	3.7.C	Develop an Underground Railroad Learning Center at the Mifflin Farm.	✓	✓	✓	✓	✓	SNHA Board and staff (timing is dependent on fundraising)
109	3.7.D	Continue to enhance the existing (and soon-to-be revamped) Susquehanna National Heritage Area website, combining it with the current Susquehanna Riverlands website.	✓	✓	✓			SNHA
109	3.7.E	Develop a family of Susquehanna National Heritage Area interpretive printed materials as part of a comprehensive interpretive presentation to be phased in over time.		✓	✓	✓		SNHA and the Interpretation Advisory Group
111	3.7.F	Establish a program to develop tours, itineraries, tour packages, and mobile applications that will encourage visitors to visit multiple locations for broad experiences of the Susquehanna National Heritage Area’s interpretive sites.	✓	✓	✓			SNHA staff with participation by Discover Lancaster and Explore York and in collaboration with interpretive sites, businesses, tourism leaders, and communities
113	3.7.G	Establish a vigorous interpretive program to guide and support partnering sites and communities in interpreting the resources and stories of the Susquehanna National Heritage Area.	✓	✓	✓			SNHA Board and staff
113	3.7.H	Encourage the development of locally led community-based interpretive presentations associated with the Susquehanna National	Best Practice			✓	✓	Local communities in coordination with the SNHA staff

CHAPTER 3 Actions for Interpretation and Education				Top Priority ?	On- going	Short Term (1-4 years)	Mid- term (5-9 years)	Long Term (10- 14 years)	Lead/Participating Parties; Notes
		Heritage Area's themes and storylines.							
113	3.7.I	Establish a matching grant program to support partners' interpretive development.	✓	✓	✓				SNHA Board and staff
114	3.7.J	Develop guidelines and procedures for use of the Susquehanna National Heritage Area graphic identity by partners.							SNHA
114	3.7.K	Require recognition of the Susquehanna National Heritage Area in media related to partnership programs supported by the Susquehanna National Heritage Area.	Best Practice	✓	✓				SNHA
115	3.7.L	Organize and coordinate visitor orientation across the Susquehanna National Heritage Area.	✓	✓	✓				SNHA, Discover Lancaster, Explore York, and other operators of existing visitor or welcome centers plus the Interpretation Advisory Group as appropriate
115	3.7.M	Develop the Susquehanna Discovery Center at the Mifflin Farm as a central, readily accessible orientation and interpretive center for the Susquehanna National Heritage Area.	✓			✓	✓		SNHA and other operators of existing visitor or welcome centers
118	3.7.N (same as 5.4.B)	Advocate for the installation of welcome signs along major highways at points of entry into the Susquehanna National Heritage Area.				✓			Staff in partnership with the Pennsylvania Department of Transportation, Lancaster and York Counties, municipalities as appropriate, and other state-level leaders

CHAPTER 3								
Page #	Ref. #	Actions for Interpretation and Education	Top Priority ?	On-going	Short Term (1-4 years)	Mid-term (5-9 years)	Long Term (10-14 years)	Lead/Participating Parties; Notes
118	3.7.O	Create a system design in order to guide incremental signage improvements to be undertaken to boost regional identity and to support interpretive sites. Include a family of orientation kiosks and outdoor exhibits appropriate to different locations for installation at public places throughout the Susquehanna National Heritage Area.	✓	✓	✓			SNHA and the Interpretation Advisory Group
118	3.7.P	Establish an outdoor exhibit program to recruit interpretive partners and communities in a program to increase the number of self-guided interpretive sites over time. Identify preferred locations, focusing on distribution in historic population centers, parks, trailheads, and other well-used public places. Develop guidance for cooperative funding and community involvement in content development.	✓			✓		SNHA and the Interpretation Advisory Group in collaboration with interpretive sites and communities
118	3.7.Q (same as 5.4.A)	Develop digital, internet-enabled wayfinding and interpretive applications as a part of SNHA's commitment to a robust communications program.	✓	✓	✓			Staff in consultation with the Advisory Council and regional and local partners as appropriate
119	3.7.R	Promote and support local and regional festivals and events. Work with partners to further develop and market festivals and events over time.				✓	✓	SNHA, the Interpretation Advisory Group, and partners
120	3.7.S	Create a signature, region-wide, ongoing annual event designed to attract local audiences to multiple interpretive sites across the Susquehanna National Heritage Area.				✓	✓	SNHA, the Interpretation Advisory Group, and partners

CHAPTER 3								
Page #	Ref. #	Actions for Interpretation and Education	Top Priority ?	On-going	Short Term (1-4 years)	Mid-term (5-9 years)	Long Term (10-14 years)	Lead/Participating Parties; Notes
		3.8. FRAMEWORK FOR EDUCATION						
122	3.8.A	Continue to provide and develop SNHA school programs focused on the Susquehanna River in collaboration with the Captain John Smith Chesapeake National Historic Trail (CAJO).	✓	✓				SNHA/Captain John Smith Chesapeake National Historic Trail (CAJO)
122	3.8.B	Implement a program of guidance and assistance to organizations and sites that wish to undertake educational programs that use the Pennsylvania Curriculum Framework to support and enhance school curricula aligned with the themes of the Susquehanna National Heritage Area. Encourage organizations and sites to implement programming that fills out educational opportunities heritage area-wide.				✓		SNHA, the Interpretation Advisory Group, and partners.
122	3.8.C	Support partners in their engagement with university and community college programs.				✓		Mid-term action of SNHA, the Interpretation Advisory Group, and partners

CHAPTER 4 Actions for Historic Preservation, Conservation, and Community Sustainability								
Page #	Ref. #		Top Priority ?	On-going	Short Term (1-4 years)	Mid-term (5-8 years)	Long Term (9-12 years)	Lead/ Participating Parties; Notes
4.2. GENERAL APPROACH TO RESOURCE PROTECTION								
128	4.2.A	Develop a robust communications program and messaging to ensure that the public, local community leaders, and other audiences understand the outstanding character and nationally important resources of the Susquehanna National Heritage Area and the extent of the work being done to protect natural, cultural, historic, scenic, and recreational resources.	Best Practice	✓	✓			Board of Directors and staff in consultation with the SNHA Advisory Council
131	4.2.B	Establish a program to award matching grants and other assistance to partners in order to support protection of natural, cultural, historic, scenic, and recreational resources consistent with the Susquehanna National Heritage Area’s designating legislation.	✓	✓	✓			Short-term and continuing action of the Board of Directors and staff in consultation with the SNHA Advisory Council
4.3. HISTORIC PRESERVATION								
139	4.3.A	Establish a program to support the development of surveys, updated inventories, and other research to provide information that will support interpretation of the Susquehanna National Heritage Area’s themes and historic preservation and archeological planning at the municipal, tribal, and state levels.		✓		✓		Staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, municipalities, the Pennsylvania Historical and Museum Commission, and Tribal Historic Preservation Officers
141	4.3.B	Encourage the nomination of rural historic districts to the National Register of Historic Places, to implement York and Lancaster county planning and protect the rural cultural landscapes of		✓		✓		Staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, municipalities, and the

CHAPTER 4 Actions for Historic Preservation, Conservation, and Community Sustainability								
Page #	Ref. #		Top Priority ?	On-going	Short Term (1-4 years)	Mid-term (5-8 years)	Long Term (9-12 years)	Lead/ Participating Parties; Notes
		the Susquehanna National Heritage Area.						Pennsylvania Historical and Museum Commission
141	4.3.C	Encourage the nomination of archeological sites to the National Register of Historic Places, to implement York and Lancaster county planning and protect nationally significant resources of the Susquehanna National Heritage Area.		✓		✓		Staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, municipalities, the Pennsylvania Historical and Museum Commission, and Tribal Historic Preservation Officers
142	4.3.D	Assess the potential for using existing National Register nominations and identify gaps to be filled with additional nominations and context studies that would support interpretation of the Susquehanna National Heritage Area’s themes and enable effective development of travel itineraries under the Discover Our Shared Heritage program and school programs through Teaching with Historic Places.				✓	✓	Staff in consultation with the SNHA Advisory Council, the Pennsylvania Historical and Museum Commission, the Captain John Smith Chesapeake National Historic Trail, and National Park Service historians
142	4.3.E	Encourage the development of context studies that are designed to support the identification of multiple historic properties across the landscape of the Susquehanna National Heritage Area that are significant to the interpretation of its themes.				✓	✓	Staff in consultation with the SNHA Advisory Council, the Pennsylvania Historical and Museum Commission, National Park Service historians, and, as appropriate, the Captain John Smith Chesapeake National Historic Trail

CHAPTER 4								
Actions for Historic Preservation, Conservation, and Community Sustainability								
Page #	Ref. #		Top Priority ?	On-going	Short Term (1-4 years)	Mid-term (5-8 years)	Long Term (9-12 years)	Lead/ Participating Parties; Notes
146	4.3.F	Encourage municipalities to identify their needs, establish historic preservation commissions, implement ^{Best Practices} in historic preservation at the local level, fully integrate the recognition and appropriate treatment of historic resources into municipal planning practices, encourage the use of historic tax credits for rehabilitation projects, and seek Certified Local Government status.		✓	✓			Staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, and the regional office of the Pennsylvania Historical and Museum Commission
147	4.3.G	Encourage property owners and developers to make use of historic tax credits for rehabilitation projects when possible. Publicize the effectiveness of the use of historic tax credits in community preservation.		✓		✓		Staff in consultation with the Lancaster County Planning Commission, the York County Planning Commission, the regional office of the Pennsylvania Historical and Museum Commission, Preservation Pennsylvania, the Historic Preservation Trust of Lancaster County, and Historic York, Inc.
147	4.3.H	Increase the historic preservation knowledge and skills of existing SNHA staff members to enable them to provide strategic planning, grant-writing assistance, and other technical assistance to local municipalities.		✓	✓			Staff in consultation with the Lancaster County Planning Commission, the York County Planning Commission, the regional office of the Pennsylvania Historical and Museum Commission, Preservation Pennsylvania, the Historic Preservation Trust of Lancaster County, and Historic York, Inc.
		4.4. NATURAL RESOURCE CONSERVATION						

CHAPTER 4 Actions for Historic Preservation, Conservation, and Community Sustainability								
Page #	Ref. #		Top Priority ?	On-going	Short Term (1-4 years)	Mid-term (5-8 years)	Long Term (9-12 years)	Lead/ Participating Parties; Notes
153	4.4.A	Inform the public about the conservation of natural lands, farmland, and water quality on the Lower Susquehanna River and throughout the Lower Susquehanna watershed.	Best Practice	✓	✓			Staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, and local, state, and national conservation partners
154	4.4.B	Continue to participate with local, state, and national conservation and environmental partners to monitor conditions and design programs as appropriate to the Susquehanna National Heritage Area to support the conservation of natural lands, farmland, and water quality on the Lower Susquehanna River and throughout the Lower Susquehanna watershed.		✓	✓			Staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, and conservation partners
		4.5. COMMUNITY SUSTAINABILITY						
157	4.5.A	Inform the public about community sustainability actions and needs throughout both counties.	Best Practice	✓	✓			Staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, and local, state, and national conservation partners
157	4.5.B	Continue to participate with local, state, and national conservation and environmental partners to monitor conditions and design programs as appropriate to the Susquehanna National Heritage Area to support community sustainability		✓	✓			Staff in consultation with the SNHA Advisory Council, the Lancaster County Planning Commission, the York County Planning Commission, and conservation partners

CHAPTER 4 Actions for Historic Preservation, Conservation, and Community Sustainability								
Page #	Ref. #		Top Priority ?	On-going	Short Term (1-4 years)	Mid-term (5-8 years)	Long Term (9-12 years)	Lead/ Participating Parties; Notes
		actions throughout the Lower Susquehanna watershed.						

CHAPTER 5 Actions for Tourism, Recreation, and Wayfinding								
Page #	Ref. #		Top Priority ?	On-going	Short Term (1-4 years)	Mid-term (5-8 years)	Long Term (9-12 years)	Lead/ Participating Parties; Notes
		5.1. HERITAGE TOURISM						
169	5.1.A	Organize the Susquehanna National Heritage Area website to support all forms of cultural heritage tourism, including recreation.	✓	✓	✓			Staff in consultation with the Advisory Council, Discover Lancaster, and Explore York
169	5.1.B	Continue to promote the interpretive sites and programs in the Susquehanna River corridor for which SNHA is directly responsible.	✓	✓	✓			Staff in consultation with the Advisory Council, Discover Lancaster, and Explore York
170	5.1.C	Partner with Discover Lancaster and Explore York to create a variety of bi-county visitor opportunities focused on new and diverse audiences.	✓	✓	✓			Staff in consultation with the Advisory Council
170	5.1.D	Work with partner institutions to promote wide public appreciation for and public access to the natural, cultural, historic, scenic, and recreational resources of the Susquehanna National Heritage Area.	✓	✓	✓			Staff in consultation with the Advisory Council
170	5.1.E	Work with the York County Economic Alliance to transfer the benefits of its experience with its Trail Towns initiative as the region’s trail system grows.			✓			Staff in consultation with the Advisory Council, the York County Economic Alliance, the York County Planning Commission, the Economic Development Company of Lancaster

CHAPTER 5 Actions for Tourism, Recreation, and Wayfinding								Short Term (1-4 years)	Mid- term (5-8 years)	Long Term (9-12 years)	Lead/ Participating Parties; Notes
Page #	Ref. #		Top Priority ?	On- going							
										County, and the Lancaster County Planning Commission	
170	5.1.F	Support ongoing basic research on the heritage visitor base for Lancaster and York Counties to identify types of travelers and their preferences.					✓			Staff in consultation with the Advisory Council and Discover Lancaster and Explore York	
		5.2. SCENIC BYWAYS									
175	5.2.A	Support byway identification, planning, and recognition as a way of improving the visitor experience, promoting resource protection, and positioning communities for outside funding to support byway needs.					✓			Staff in consultation with the SNHA Advisory Council, Lancaster County Planning Commission, York County Planning Commission, municipalities, and Discover Lancaster and Explore York	
		5.3. OUTDOOR RECREATION									
185	5.3.A	Continue to provide direct services to visitors to support recreation and provide educational and interpretive programs through recreation at SNHA facilities within the Susquehanna River corridor.	✓	✓						Board of Directors and staff in consultation with the Advisory Council, the Boroughs of Columbia and Wrightsville.	
185	5.3.B	Focus on Susquehanna water trail planning and support, assuming the role of coordinator among the many overlapping designations to identify a complete network of boating access points and interpretive installations to improve the public experience and set priorities.	✓	✓	✓					Board of Directors and staff in consultation with the Advisory Council and all partners working on Susquehanna River programs associated with official designations.	
185	5.3.C	Support county agencies in their efforts to plan for and provide regional land-based and water trails, further regional linkages, and additional trail access points.		✓	✓					Staff in consultation with the Advisory Council, county planning and recreation agencies, and individual municipalities where appropriate to support county-led initiatives.	

CHAPTER 5 Actions for Tourism, Recreation, and Wayfinding								Short Term (1-4 years)	Mid- term (5-8 years)	Long Term (9-12 years)	Lead/ Participating Parties; Notes
Page #	Ref. #		Top Priority ?	On- going							
185	5.3.D	Advocate for Chesapeake Bay and the Susquehanna River in terms of water quality improvements and habitat protection actions that support recreational opportunities.		✓						Continuing action of the Board of Directors and staff in consultation with the Advisory Council, the National Park Service, and other regional and national partners advocating for the Chesapeake Bay and Susquehanna River.	
		5.4. WAYFINDING AND IDENTIFICATION									
188	5.4.A (same as 3.7.Q)	Develop digital, internet-enabled wayfinding and interpretive applications as a part of SNHA’s commitment to a robust communications program.	✓	✓	✓					Staff in consultation with the Advisory Council and regional and local partners as appropriate	
188	5.4.B (same as 3.7.N)	Advocate for the installation of welcome signs along major highways at points of entry into the Susquehanna National Heritage Area.					✓			Staff in partnership with the Pennsylvania Department of Transportation, Lancaster and York Counties, municipalities as appropriate, and other state-level leaders	
188	5.4.C	Use grants and technical assistance to encourage and support municipalities and interpretive sites as they develop sign systems that accommodate the Susquehanna National Heritage Area’s objective to ensure that clear, consistent, and appropriate signs identifying points of public access and sites of interest are posted throughout region.		✓	✓					Staff in consultation with the Advisory Council.	

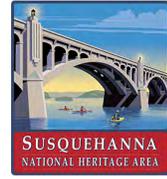
CHAPTER 6				Short	Mid-	Long	Lead/ Participating Parties; Notes
Page #	Ref. #	Actions for Organizing and Implementation	Top Priority ?	Term (1-4 years)	term (5-8 years)	Term (9-12 years)	
6.2. THE LOCAL COORDINATING ENTITY FOR THE SUSQUEHANNA NATIONAL HERITAGE AREA							
195	6.2.A	Organize a standing agenda for the Board of Directors that integrates management plan goals into its programmatic and operational oversight.	Best Practice	✓	✓		Chair of the Board of Directors with support from the President
197	6.2.B	Undertake periodic evaluation of representation on the Board of Directors and develop plans for maintaining diversity and skill sets to support management plan implementation and resource development.	Best Practice	✓	✓		Board of Directors and Nominating Committee
198	6.2.C	Maintain basic standards of excellence and let partners, funders, and the public know such standards are part of the Board of Directors' expectations for doing business.	Best Practice	✓			Board of Directors and President
198	6.2.D	Support effective participation by directors by undertaking such steps as surveying directors for individual insights on board effectiveness and culture, periodic board training, and maintaining a board handbook.	Best Practice	✓	✓		Board of Directors and all committees
6.3. STRUCTURING ADVISOR AND PARTNER INVOLVEMENT							
203	6.3.A	Establish and develop an Advisory Council to advise on the implementation of the Management Plan.	✓	✓	✓		Board of Directors
206	6.3.B	Establish a program to award matching grants that will support management plan implementation, build partners' capacity, and encourage collaborative initiatives among partners, using a portion of annual federal National Heritage Area funding and other funds as available.	✓	✓	✓		Board of Directors and staff in consultation with the Advisory Council

Page #	Ref. #	CHAPTER 6 Actions for Organizing and Implementation	Top Priority ?	On-going	Short Term (1-4 years)	Mid-term (5-8 years)	Long Term (9-12 years)	Lead/ Participating Parties; Notes
206	6.3.C	Establish a partner assistance program to support the growth and development of partners' capacity and programs.	✓	✓	✓			Board of Directors and staff in consultation with the Advisory Council
206	6.3.D	Hold a region-wide periodic meeting for all partners.				✓	✓	Staff in consultation with the Advisory Council
6.4. COLLABORATING WITH KEY ALLIES AND SOURCES OF SUPPORT								
207	6.4.A	Maintain a cooperative agreement with the National Park Service for assistance and support to the Susquehanna National Heritage Area as local coordinating entity.	✓	✓	✓			Board of Directors, President, and the National Park Service
208	6.4.B	Continue to build relationships with agencies at the federal level whose work affects the Susquehanna National Heritage Area, or which can provide services and funding.	Best Practice	✓				SNHA in concert with partners that can offer insights into opportunities and relationships
208	6.4.C	Continue to engage with and provide routine updates to members of the Pennsylvania Congressional delegation.	Best Practice	✓				Board of Directors, President, and partners
209	6.4.D	Engage and partner with tribal nations and American Indian residents in the planning and implementation of the National Heritage Area .	Best Practice	✓	✓			Board of Directors and President and partners
209	6.4.E	Work with the Secretary of the Interior and the National Park Service in relationships with federally recognized tribes. Inform tribal nations active within or with historic ties to the National Heritage Area about progress on implementation of the Management Plan and encourage their input and participation.	Best Practice	✓	✓			Board of Directors and President with the National Park Service
210	6.4F	Participate in programs of the Alliance of National Heritage Areas and provide the	Best Practice	✓				Board of Directors and President

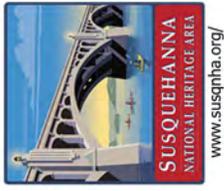
CHAPTER 6				Short	Mid-	Long	Lead/ Participating Parties; Notes
Page #	Ref. #	Actions for Organizing and Implementation	Top Priority ?	Term (1-4 years)	term (5-8 years)	Term (9-12 years)	
		resources for staff to participate in regular trainings.					
211	6.4.G	Continue to maintain relationships with agencies at the state level whose work affects the Susquehanna National Heritage Area, or which can provide services and funding.	Best Practice	✓			Board of Directors and President in concert with partners that can offer insights into opportunities and relationships
211	6.4.H	Provide routine updates to the Governor’s office and state elected officials representing the National Heritage Area, and when appropriate seek assistance with coordination of state agencies’ contributions to implementation of the Management Plan.	Best Practice	✓			Board of Directors and President in concert with partners that can offer insights into opportunities and relationships
212	6.4.I	Continue to build relationships with local and regional community leaders, agencies, and organizations, and to encourage, rely upon, and highlight their support.	Best Practice	✓			Board of Directors and President in concert with partners that can offer insights into opportunities and relationships
		6.5. PUBLIC INVOLVEMENT					
213	6.5.A	Establish a schedule for public involvement, specifically to fulfill the letter and spirit of the Susquehanna National Heritage Area’s federal legislative requirements for “meetings open to the public.”	Best Practice	✓	✓		Board of Directors and President
214	6.5.B	Create a long-range Communications Plan.	✓	✓	✓		President and staff
214	6.5.C	Create periodic work plans for communications in order to set and adjust priorities, coordinate multiple communications programs and activities, and define expected outcomes.	Best Practice	✓	✓		President and staff

CHAPTER 6				Short	Mid-	Long	Lead/ Participating Parties; Notes	
Page #	Ref. #	Actions for Organizing and Implementation	Top Priority ?	On- going	Term (1-4 years)	Term (5-8 years)		Term (9-12 years)
214	6.5.D	Continue to issue an annual financial report to the public as a critical component of SNHA's periodic work plans for communications.	✓	✓				Board of Directors and President
214	6.5.E	Undertake upgrades of the Susquehanna National Heritage Area's website to support added technological features and provide a broader platform to support partner outreach and cultural heritage tourism.	✓	✓	✓			Board of Directors and President
		6.6. STAFFING AND SUPPORT						
217	6.6.A (same as 3.6.C)	Establish a full-time staff position to support implementation of a Susquehanna National Heritage Area-wide interpretive presentation.	✓	✓	✓			President with oversight as appropriate by the Board of Directors
217	6.6.B	Create a position to manage the further development of all SNHA communications programs.	✓	✓	✓			President with oversight as appropriate by the Board of Directors
218	6.6.C	Support partners' stewardship of historic resources by providing technical and other assistance for historic preservation.		✓		✓		President with oversight as appropriate by the Board of Directors
		6.7. BUDGETING AND KEEPING RECORDS						
223	6.7.A	Maintain a computerized financial management system that generates sufficient financial data for planning, resource development, and reporting to funders and the public.	Best Practice	✓				President and staff (with consulting support as needed)
223	6.7.B	Establish regular financial procedures to support the Board of Directors' fiduciary responsibilities, including an annual budget and regular reviews of progress in meeting the budget.	Best Practice	✓				Board of Directors (Treasurer, Finance Committee, and President)

CHAPTER 6				Top	Short	Mid-	Long	Lead/ Participating Parties; Notes
Page #	Ref. #	Actions for Organizing and Implementation	Priority ?	On- going	Term (1-4 years)	term (5-8 years)	Term (9-12 years)	
223	6.7.C	Maintain corporate records documenting Board of Directors policies and procedures and compiling key organizational records.	Best Practice	✓				President
6.8. PLANNING FOR SUSTAINABILITY AND				RESOURCE DEVELOPMENT				
232	6.8.A	Build sustainability by creating and implementing a long-range development and fundraising plan to raise funds from multiple sources.	✓	✓	✓			Board of Directors
6.9. IMPLEMENTATION								
234	6.9.A	Conduct periodic review and evaluation of progress made on management plan goals and strategies and the development of funding in support of the goals and strategies of the Management Plan. Include a review of how SNHA will be able to answer the three questions set by the National Park Service for its long-range evaluation due by 2031.	Best Practice	✓			✓	Staff and Board of Directors



APPENDIX 6. DRAFT MAPS

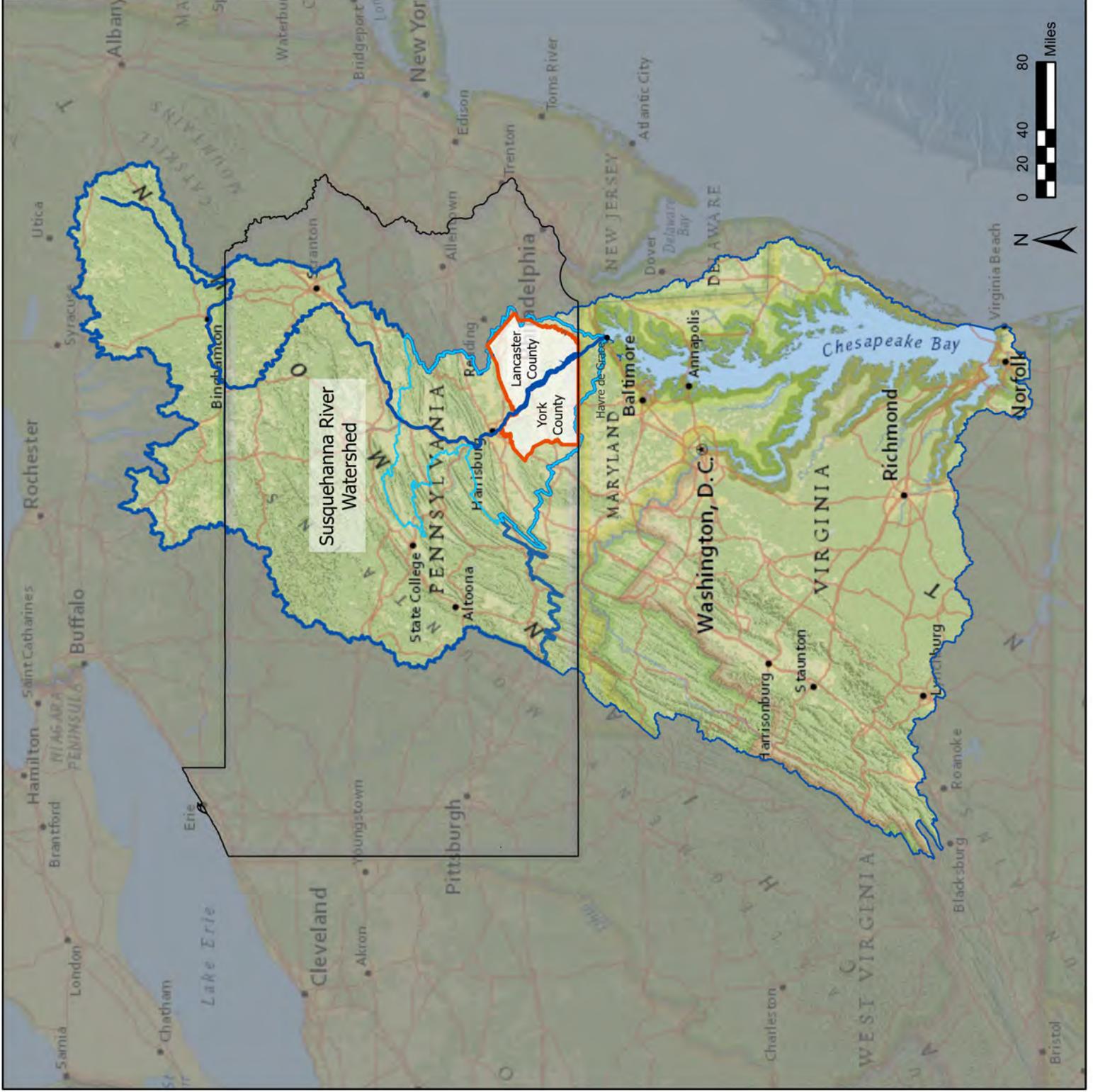


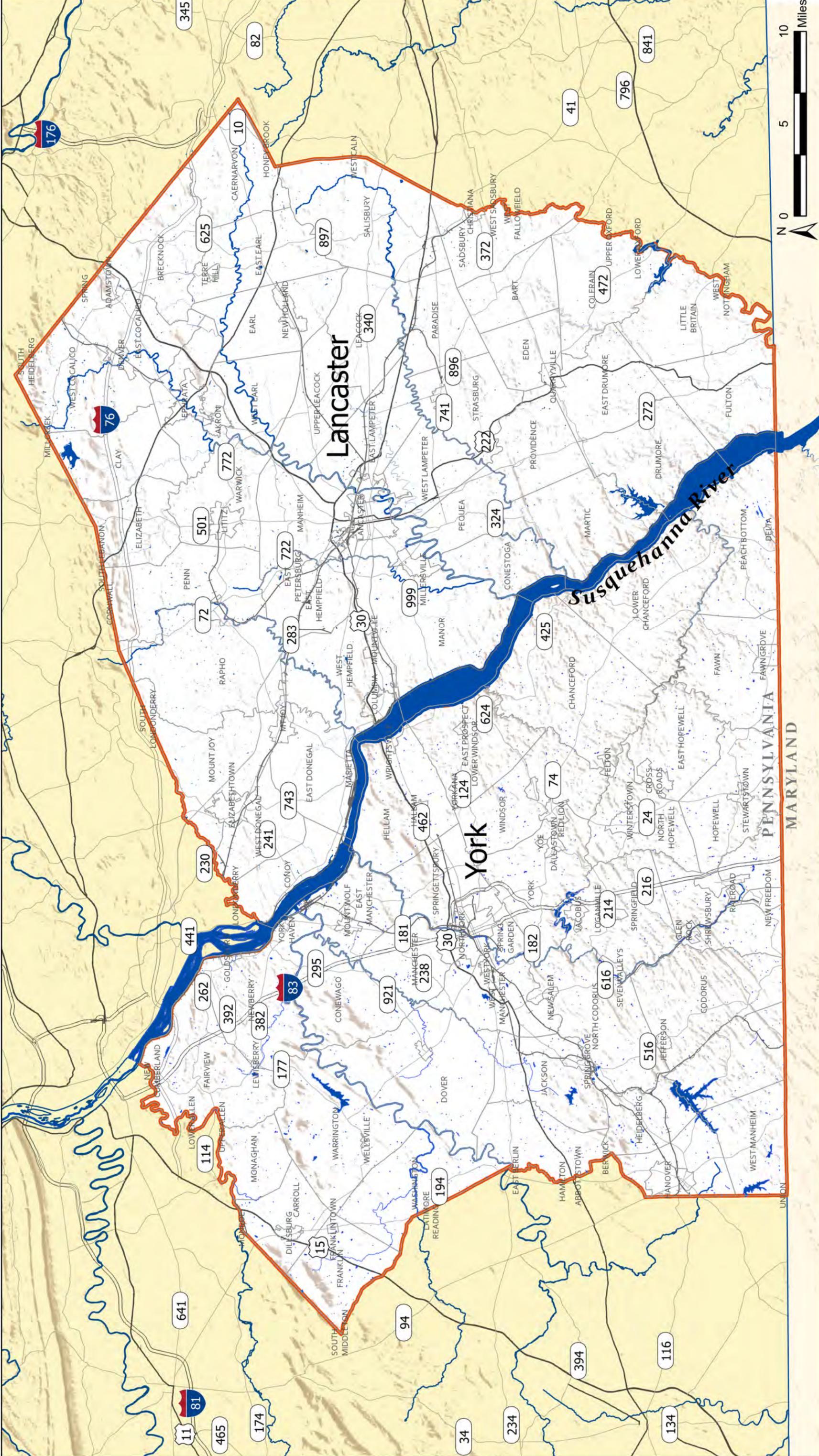
Susquehanna National Heritage Area Management Plan

Location Map

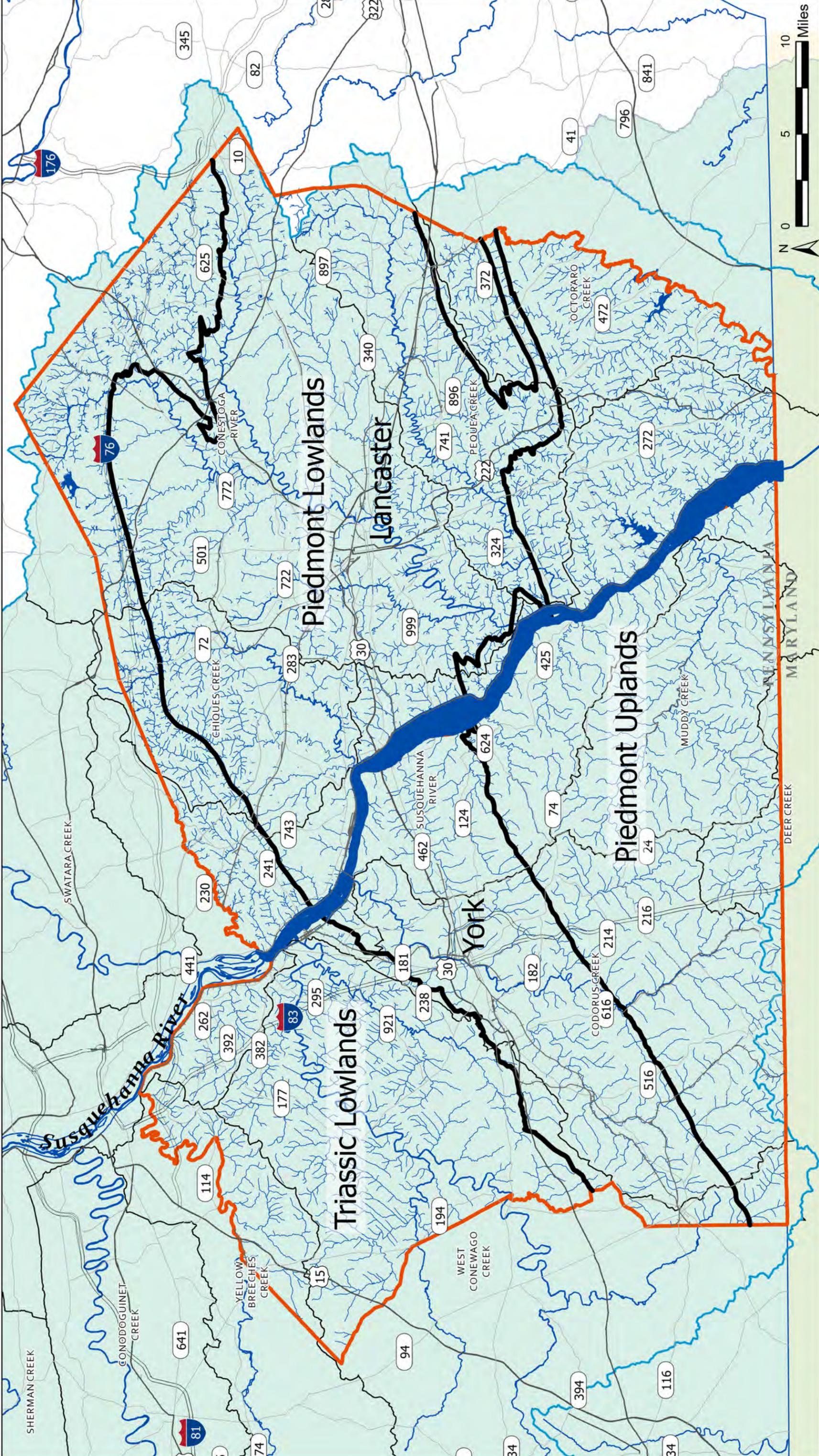
Layer Data Sources: NPS, PASDA, PennDOT, Chesapeake Bay Program, York County

- Susquehanna National Heritage Area
- Chesapeake Bay Watershed
- Susquehanna River Watershed
- Lower Susquehanna Subbasin
- Pennsylvania

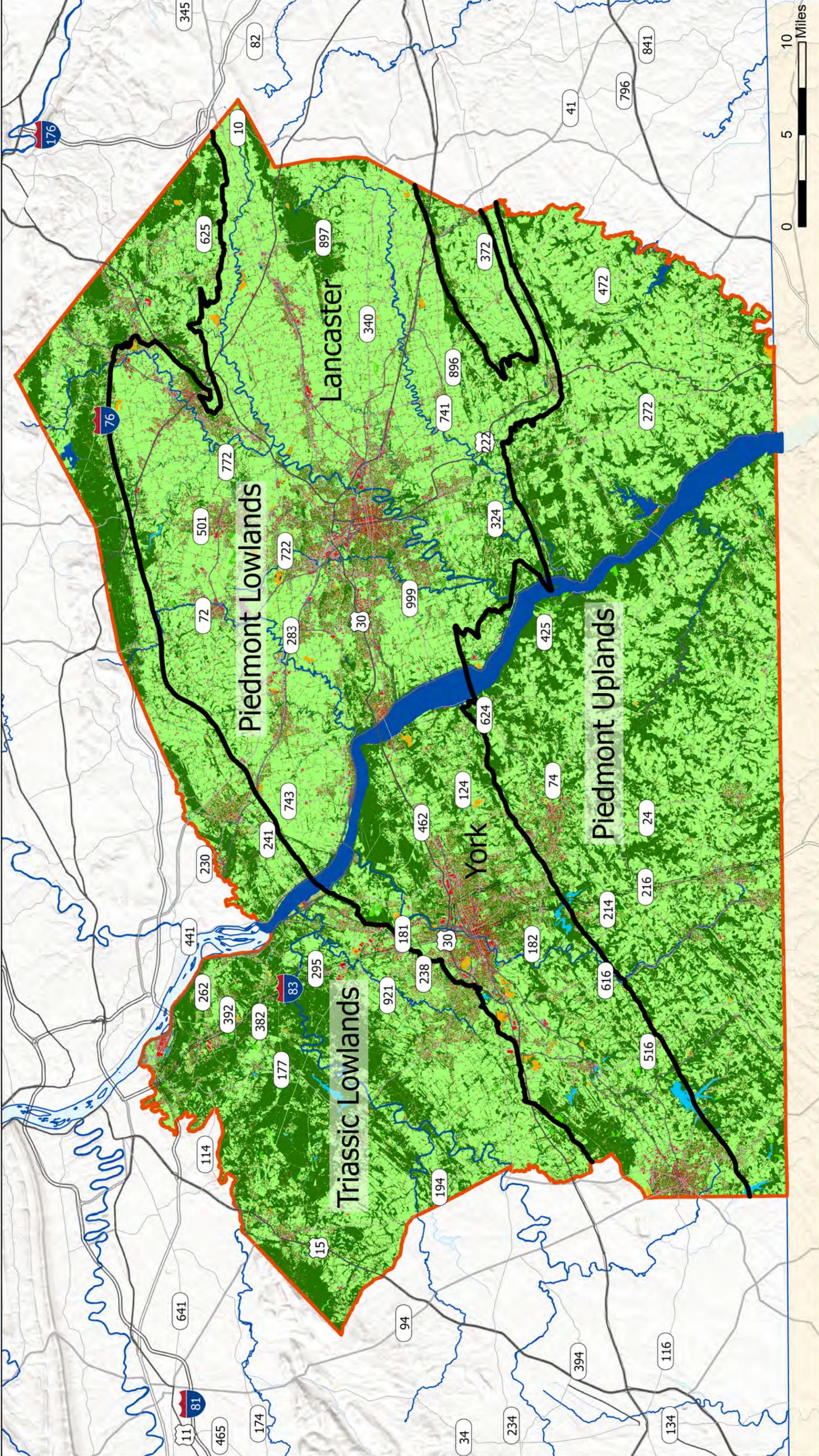




Susquehanna National Heritage Area
 Major Rivers and Streams
 Railroad
 Municipality



- ▭ Susquehanna National Heritage Area
- ▭ Rivers, Streams and Water Features
- ▭ Geological formation boundary
- ▭ Susquehanna River Watershed
- ▭ Major watershed
- ▭ Maryland Counties
- ▭ Chesapeake Bay
- ▭ Watershed Boundary
- ▭ Railroad



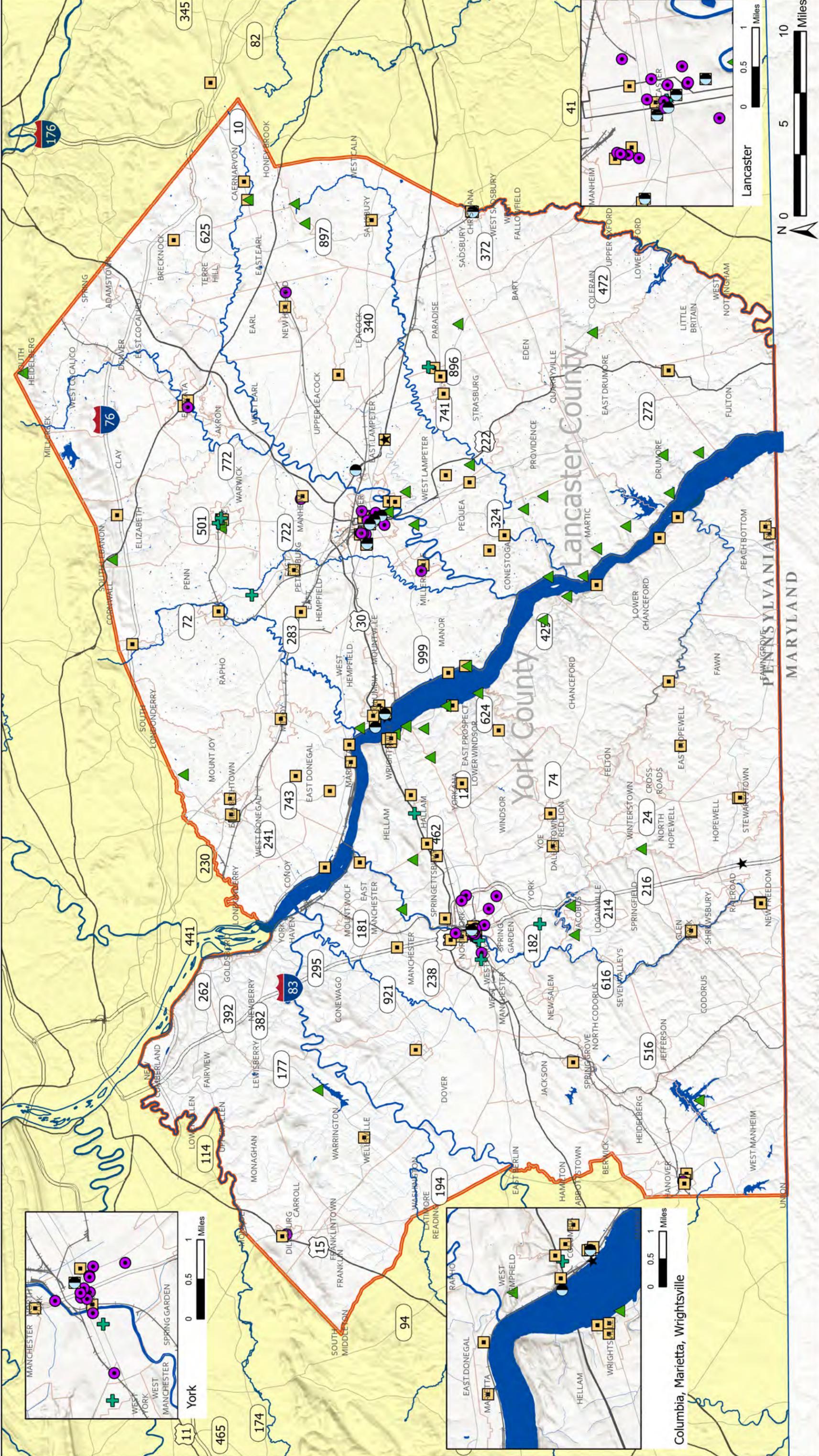
**Susquehanna National Heritage Area
Management Plan
Land Use / Land Cover**

Layer Data Sources: NPS, PASDA, York County, Chesapeake Bay Program
www.susqha.org/

- Susquehanna National Heritage Area
- Geological formation boundary
- Major Rivers and Streams
- Railroad
- Land Cover**
 - Water (other)
 - Wetlands
 - Tree Canopy

- Farmland/Pasture
- Herbaceous Vegetation
- Barren
- Structures
- Impervious Surfaces

- Impervious Roads
- Tree Canopy over Structures
- Tree Canopy over Impervious Surfaces

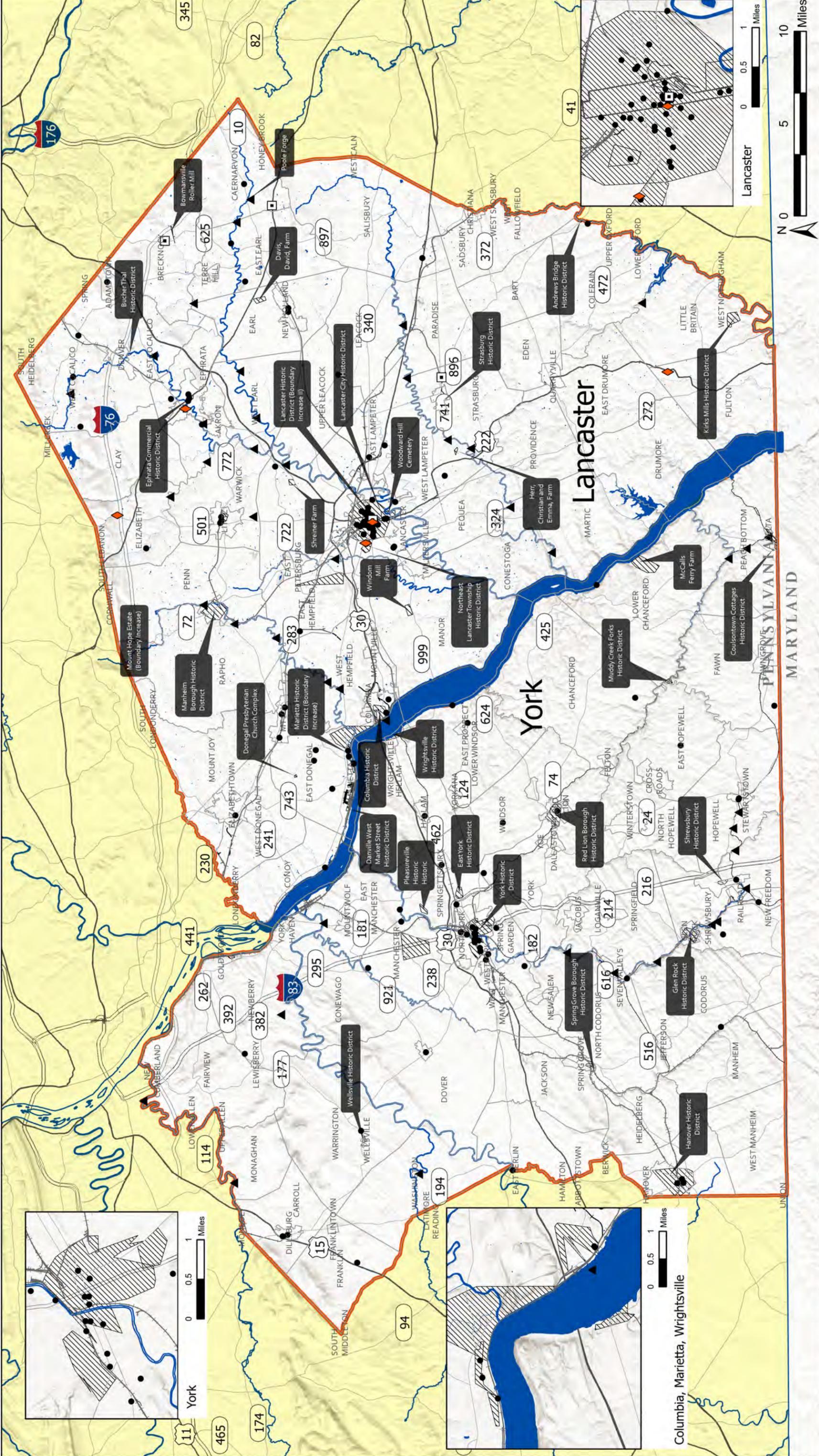


- Interpretive Sites**
- History
 - Culture
 - Nature
 - Farming/Local Foods
 - Visitor Center
- National Underground Network to Freedom sites**
- National Underground Network to Freedom sites
- Susquehanna National Heritage Area**
- Susquehanna National Heritage Area
- Major Rivers, Streams, and Water Features**
- Major Rivers, Streams, and Water Features
 - Railroad

Susquehanna National Heritage Area Management Plan Interpretive Sites

Layer Data Sources: NPS, PASDA, York County, Chesapeake Conservation Partnership, Esri, NASA, NGA, USGS, Esri, NASA, FEMA, City of York, State of Oregon GEO, WA State Parks GIS, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, Bureau of Land Management, EPA, NPS



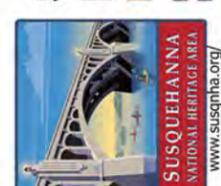


- Susquehanna National Heritage Area
 - Major Rivers and Streams
 - Railroad
 - Building
 - Structure
 - Site
- National Historic Landmark
 - Historic District
- National Historic Landmark Strategies

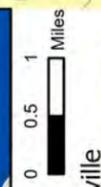
Susquehanna National Heritage Area Management Plan

Historic Resources Inventory

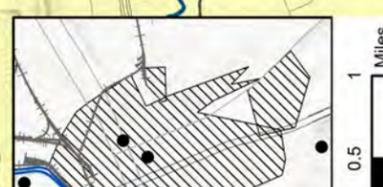
Layer Data Sources: NPS, PASDA, York County, Chesapeake Conservation Partnership, Esri, NASA, NGA, USGS, Esri, NASA, NGA, USGS, FEMA, City of York, State of Oregon GEO, WA State Parks GIS, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, Bureau of Land Management, EPA, NPS

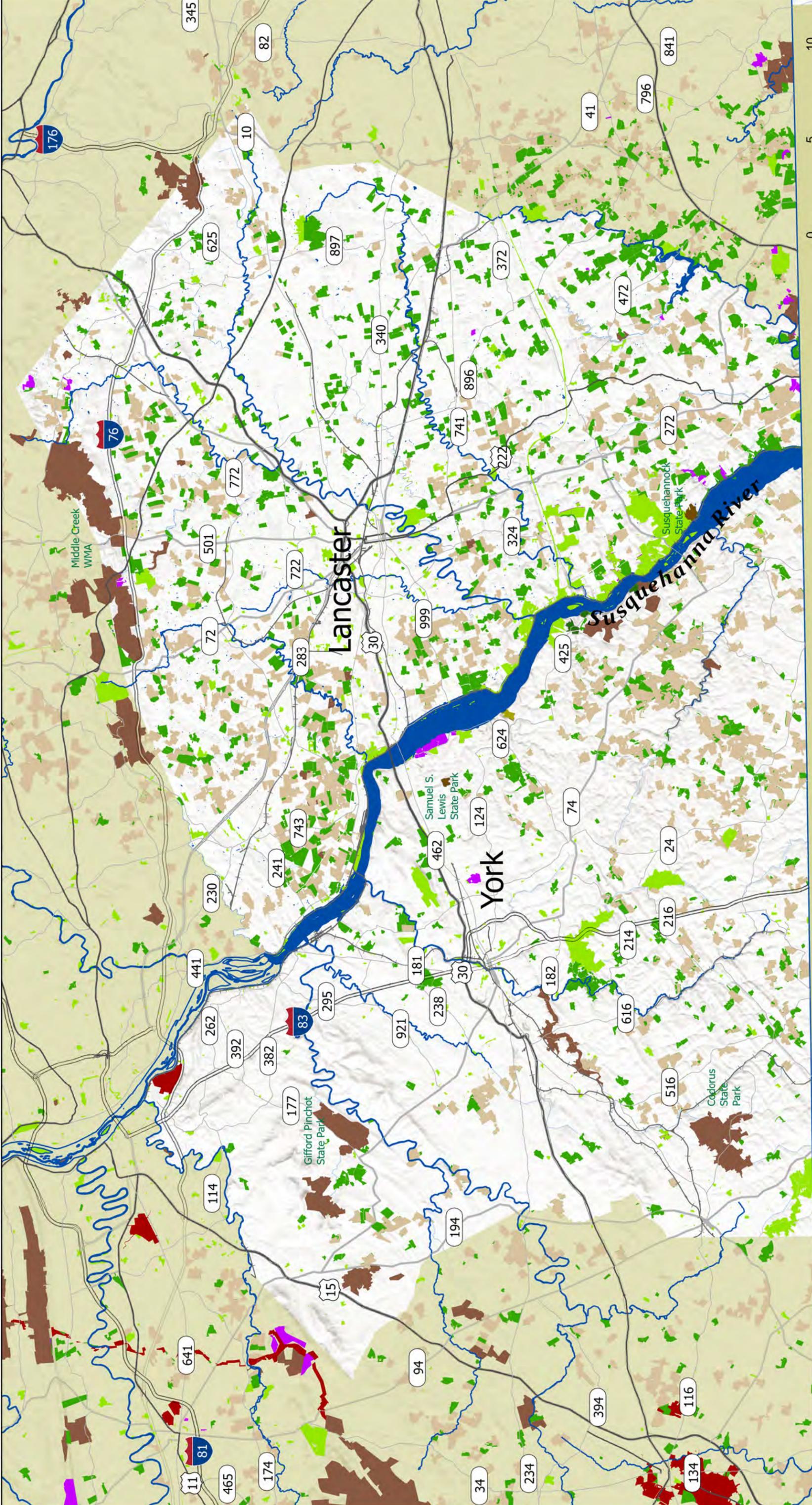


Columbia, Marietta, Wrightsville



York





Susquehanna National Heritage Area Management Plan

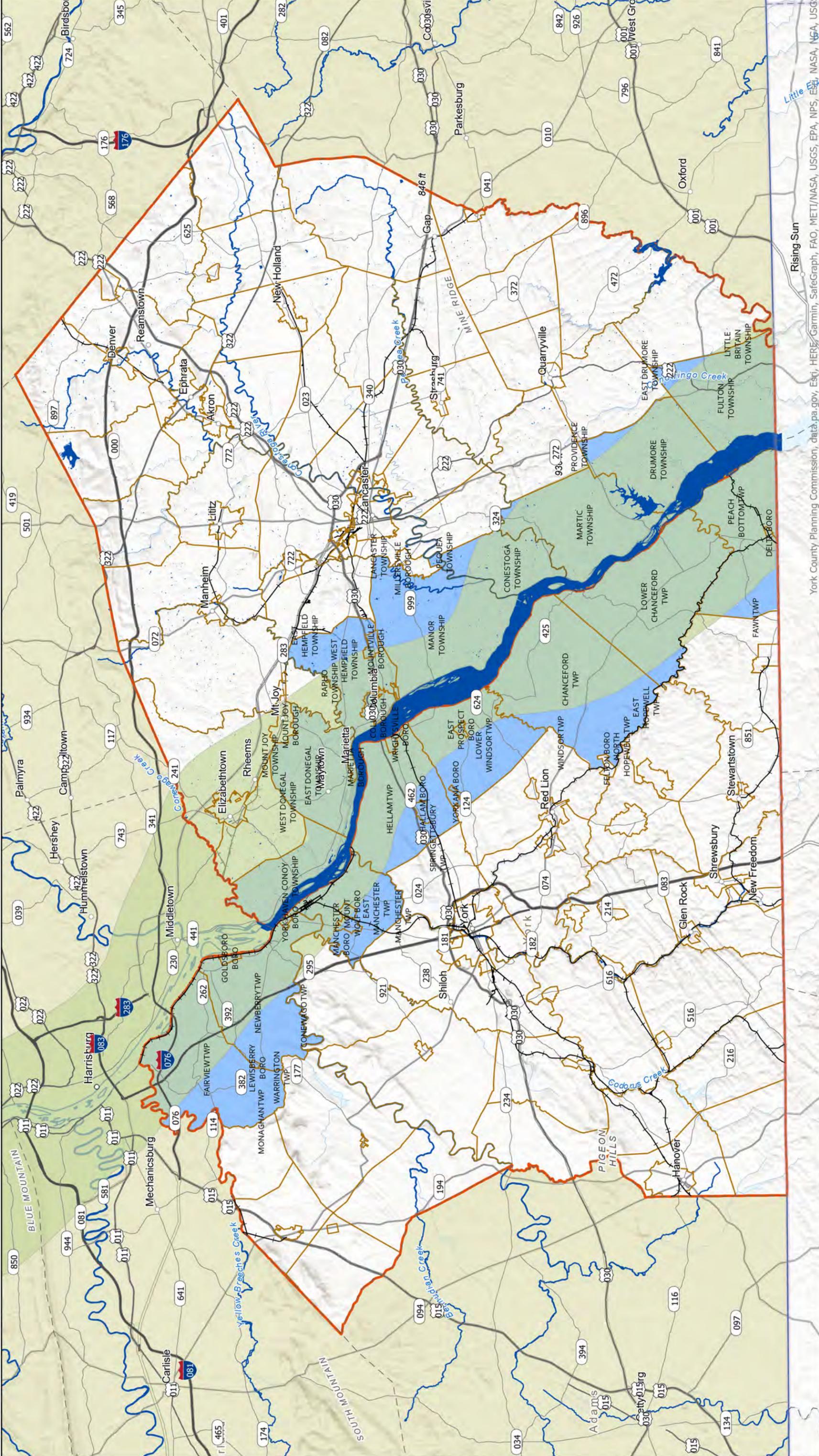
Preserved Lands
Layer Data Sources: NPS, PASDA, York County, DCNR
ESRI profile: mohler, PA Department of Agriculture Chesapeake Bay Program

- Preserved Farmland
- Federal
- Local
- Non-Governmental Organization

- Other or Unknown
- Private (under conservation easement)
- State Park/State Gamelands

- Major Rivers and Streams
- Railroad

Note: York and Lancaster County data shown, with Chesapeake Bay Program 2018 Protected Lands data added for protected lands not shown at County level.

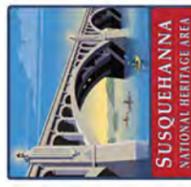


York County Planning Commission, data.pa.gov, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, EPA, NPS, Esri, NASA, NGA, USGS

- Susquehanna National Heritage Area
- Susquehanna Riverlands
- Municipal Boundary (City, BORO, TWP)
- Rivers and Streams
- SGP - Corridor
- Railroad

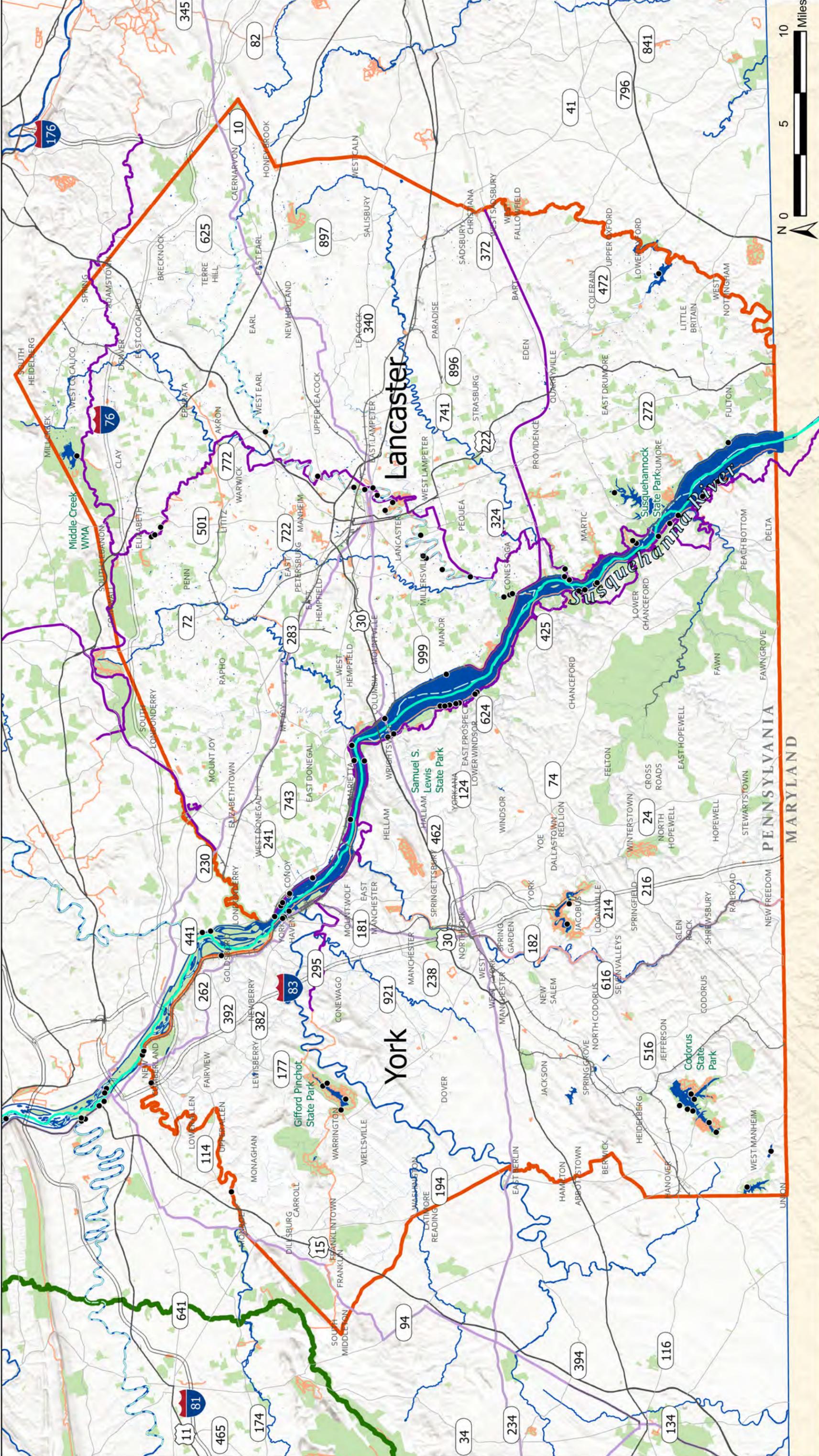
Susquehanna National Heritage Area Management Plan Base Map

Data Sources: NPS, PASDA, York County, Chesapeake Bay Program.



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Susquehanna National Heritage Area Management Plan

Natural, Recreational, and Trail Resources

Layer Data Sources: NPS, PASDA, York County, Chesapeake Bay Program, PA Dept. Conservation & Natural Resources, SGP, Explore PA Trails, Esri, NASA, NGA, USGS, City of York, WA State Parks GIS, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, Bureau of Land Management, EPA, NPS

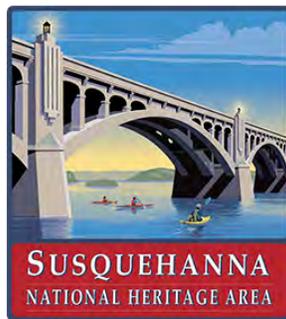


HERITAGE strategies

DRAFT
06/21/22



	Susquehanna National Heritage Area		Major Rivers, Streams, and Water Features		Railroad
	Natural Areas, Parks, Open Spaces		Trail (County or Municipal)		River Access (fishing and boating)
	Appalachian Trail		Captain John Smith Chesapeake National Historic Trail		PA Bicycle Routes
	Water Trails		Water Trails		
	Regional Trail		Regional Trail		



**Susquehanna Heritage Offices/
Zimmerman Center for Heritage**

1706 Long Level Road
Wrightsville, PA 17368
717-252-0229

info@susqaha.org

Columbia Crossing River Trails Center

41 Walnut Street
Columbia, PA 17512
717-449-5607