



Journey Through Hallowed Ground National Heritage Area

Evaluation Findings

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Executive Summary

Purpose of Report

The purpose of this report is to evaluate the accomplishments, investments, and sustainability of the Journey Through Hallowed Ground National Heritage Area (JTHGNHA). National Heritage Areas (NHAs) are places designated by Congress where natural, cultural, and historic resources combine to form a cohesive, nationally important landscape. The Journey Through Hallowed Ground National Heritage Area was designated in 2008 by Public Law 110-229. Its mission is to promote and support civic engagement through history education, economic development through heritage tourism, and the preservation of cultural landscapes in one of the nation's most important historic regions (a 180-mile corridor from Gettysburg, Pennsylvania to Monticello in Charlottesville, Virginia).

The JTHGNHA's authorizing legislation established the Journey Through Hallowed Ground Partnership (the Journey) as the local coordinating entity for the heritage area. The Journey is a 501(c)(3) nonprofit organization that formed in 2005 and was instrumental in securing NHA designation for the region. It is responsible for meeting the purposes, goals, and objectives of the heritage area's authorizing legislation and management plan.

This evaluation, as dictated by the JTHGNHA's legislation and the National Heritage Area Evaluation Guide, is meant to address three fundamental questions:

1. Based on its authorizing legislation and general management plan, has the Journey Through Hallowed Ground National 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 in the Journey Through Hallowed Ground National Heritage Area?
3. How do the Journey Through Hallowed Ground National Heritage Area's coordinating entity's management structure, partnership relationships, and current funding contribute to its sustainability?

The report is divided into five sections: Section 1 introduces the evaluation process, Section 2 provides an overview of the Journey Through Hallowed Ground National Heritage Area, and Sections 3-5 each answer one of the evaluation questions listed above. This report was prepared on behalf of the National Park Service by PennPraxis' Urban Heritage Project at the University of Pennsylvania's Stuart Weitzman School of Design.

Key Findings

The Journey Through Hallowed Ground Partnership has proven itself to be an innovative, ambitious, and adaptable organization. As such, it is well positioned to continue to preserve, protect, and promote the region's heritage through education, tourism, and advocacy efforts. Building upon the strong foundation established by founding leadership, current President and CEO William Sellers has passionately expanded the Journey's educational offerings and restructured the organization with sustainability in mind. In its nearly 15 years serving as the coordinating entity for the JTHGNHA, the Journey has deepened and broadened educational opportunities; preserved and promoted the heritage area's diverse cultural resources; strengthened heritage-related infrastructure; and contributed to a more cohesive regional identity.

Fundamental to the Journey's success has been the formation of productive partnerships. Through the National Heritage Areas Program the National Park Service has provided guidance, organizational support, and critical funding to the Journey, which,



Greg Mertz, Vice President the Brandy Station Foundation, gives a tour of the Graffiti House in Brandy Station, Virginia.
 (Photo source: Kaitlyn Levesque)

in turn, has allowed the organization to create a substantial partnership network among its heritage area communities. This network enables regional collaboration across four states and more than a dozen counties. Partners view the Journey as a kind of connective tissue, capable of facilitating larger conversations around regional heritage, and, as a result, encouraging more collaborations and connections between individual sites, organizations, and actives. While tourism, conservation, and education have always been the Journey's primary activity areas, in recent years the organization has pivoted to focus more acutely on education. In 2018 the Journey launched the National History Academy, a multi-week residential summer program

for high school students that uses the JTHGNHA as an outdoor classroom. The program has brought young, enthusiastic learners from across the country to the region, enabled the Journey to connect with partners in meaningful ways through site visits and educational collaborations, and provided new sources of funding.

The Journey has adeptly met the expectations of its authorizing legislation, having created a strong organization, leveraged more than \$13 million dollars in non-federal funding, and achieved sustainable levels of support and activity in furtherance of its mission.

Section 1:

Introduction

1.1 *National Heritage Areas*

National Heritage Areas (NHAs) are places designated by Congress where natural, cultural, and historic resources combine to form a cohesive, nationally important landscape. As of 2021, Congress has designated 55 heritage areas in 34 states across the country; each is governed by separate authorizing legislation and operates under provisions unique to its resources and stated goals. While the National Park Service (NPS) provides technical, planning, and some financial assistance, NHAs are not national park units and the NPS does not assume ownership of land inside heritage areas or impose land use controls. Rather, an NHA is a community-driven approach to heritage conservation and economic development that focuses on local interests and needs. Through public-private partnerships, NHA coordinating entities support historic preservation, natural resource conservation, recreation, heritage tourism, and educational projects for these lived-in landscapes.

Each NHA is managed by its own coordinating entity; as dictated by their legislation these management groups may be state or municipal authorities, local non-profit organizations, institutions, universities, or federal commissions. The NPS provides the coordinating entities with advisory-type services and some level of annual financial support with Heritage Partnership Program Funds (between \$150,000 and \$710,000 per NHA). It is the coordinating entity's responsibility to develop and implement a management plan that will achieve the purposes specified in the heritage area's authorizing legislation. To assist with this, the coordinating entity usually creates an advisory or governing Board of Directors, made up of representatives from diverse segments of the local community. Members of the Boards may include, but are not limited to, elected officials, nonprofit practitioners, business representatives, librarians,

historians, naturalists, landscape architects, educators, and civic organization leaders. Additionally, the coordinating entity is responsible for managing the NHA's federally allocated funds and obtaining the necessary non-federal matching funds to execute the NHA program within its designated area.

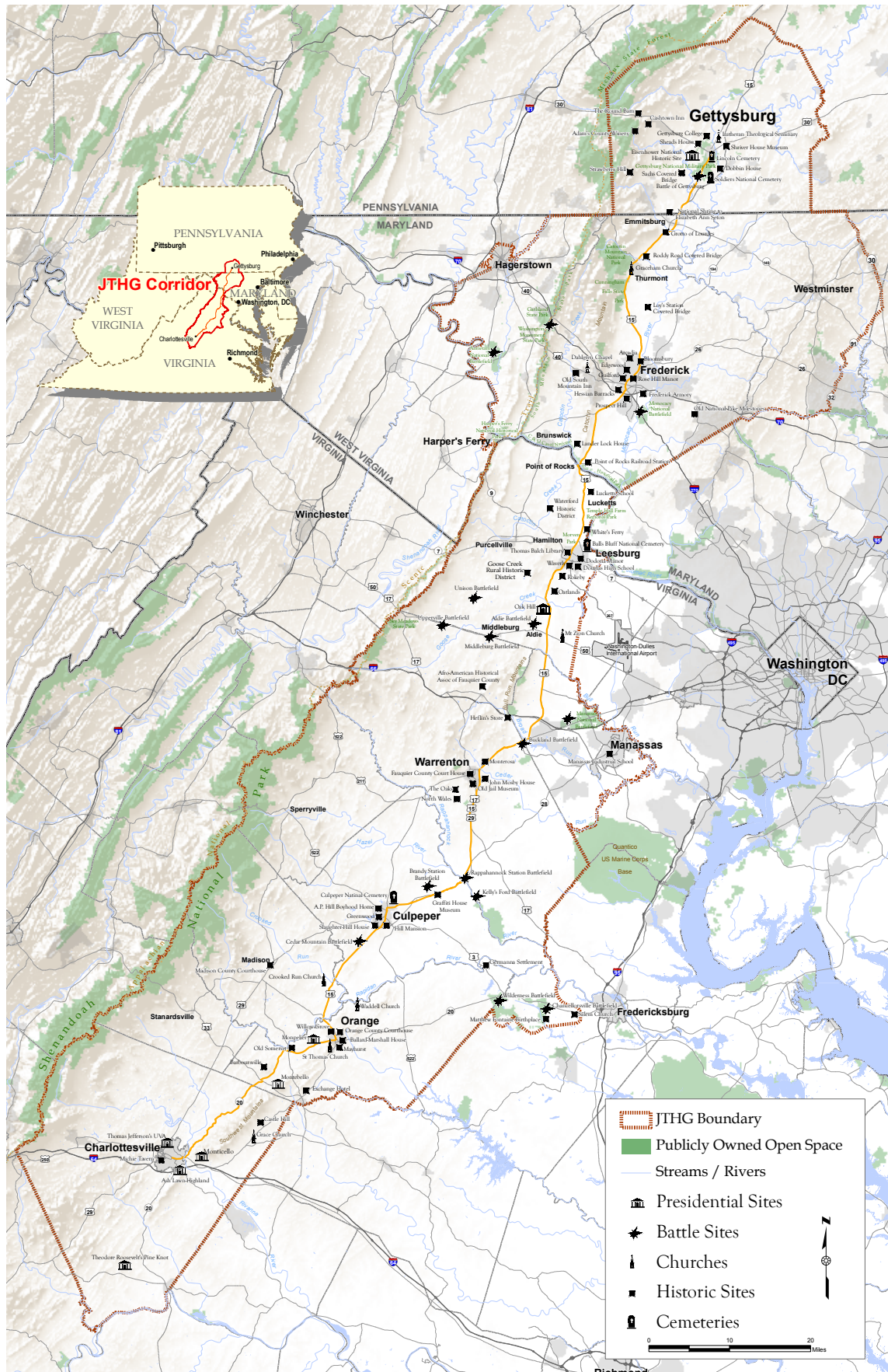
1.2 *Purpose of Report*

By law, NHA coordinating entities must undergo an evaluation of their accomplishments to establish whether they have succeeded in meeting the purposes and goals specified by their authorizing legislation and management plans. These evaluations occur three years prior to the sunset of federal funding, typically 10-15 years after designation, and are presented to Congress by the National Park Service. The Journey Through Hallowed Ground National Heritage Area (JTHGNHA) was designated as an NHA in 2008 and faces its funding authority sunset in 2023. This report was prepared by Kaitlyn Levesque, Research Associate, Randall Mason, Senior Fellow and Professor, and Heather Hendrickson, Research Assistant, of PennPraxis' Urban Heritage Project at the University of Pennsylvania's Stuart Weitzman School of Design (PennPraxis) on behalf of the NPS via cooperative agreement. The purpose of this report is to document the evaluation of findings and assess the accomplishments of the JTHGNHA; the report process follows the National Heritage Area Evaluation Guide established by the National Park Service.

The evaluation is meant to address three fundamental questions:

1. [Based on its authorizing legislation and general management plan, has Journey Through Hallowed Ground National Heritage Area achieved its proposed accomplishments?](#)

Figure 1.1: Map of the JTHGNHA



Source: JTHGNHA Management Plan.

2. What have been the impacts of investments made by Federal, State, Tribal and local government, and private entities in the Journey Through Hallowed Ground National Heritage Area?
3. How do the Journey Through Hallowed Ground's coordinating entity's management structure, partnership relationships, and current funding contribute to its sustainability?

1.3 Overview of the Journey Through Hallowed Ground National Heritage Area

The Journey Through Hallowed Ground National Heritage Area (JTHGNHA) was designated by Congress in 2008 through Public Law 110-229 (See Appendix B for full legislation). Its purpose is to preserve, support, conserve, and interpret the legacy of American history created along a 180-mile corridor that stretches from Gettysburg, Pennsylvania, to Charlottesville, Virginia. Roughly following US Route 15—designated a National Scenic Byway in 2009—the JTHGNHA encompasses all or part of 15 counties in Pennsylvania, Maryland, West Virginia, and Virginia and sits along the eastern base of the Blue Ridge Mountains known as the Piedmont (Figure 1.1). The Heritage Area includes nine presidential sites, two World Heritage Sites, 109 National Historic Districts, 10 National Rural Historic Districts, the largest concentration of Civil War battlefields in America, 30 historic Main Street Communities, over 100 sites related to the fight for Civil Rights, and thirteen National Park Units:

- Shenandoah National Park
- Manassas National Battlefield Park
- Harpers Ferry National Historical Park
- Gettysburg National Military Park (including Eisenhower National Historic Site)
- Catoctin Mountain Park
- Chesapeake & Ohio Canal Historical Park
- Antietam National Battlefield

- Monocacy National Battlefield
- Fredericksburg and Spotsylvania National Military Park
- Appomattox Court House National Historical Site
- National Underground Railroad Network to Freedom
- Appalachian National Scenic Trail
- Potomac Heritage National Scenic Trail

Under threat of widespread development, the region was placed on the National Trust for Historic Preservation's 2005 list of the 11 most endangered places in the United States. Its designation as a NHA was a direct result of multi-state advocacy efforts to protect the area's endangered cultural landscapes.

The coordinating entity for the JTHGNHA is the Journey Through Hallowed Ground Partnership (the Journey), a non-profit organization established in 2005 and overseen by Board of Trustees. Its mission is to promote and support civic engagement through history education, economic development through heritage tourism, and the preservation of cultural landscapes in this historic region. In its role as coordinating entity, the Journey engages a diverse network of more than 350 heritage area partners who seek to make educational, interpretive, environmental, economic, and social improvements to the region that benefit residents and visitors alike. See Table 1.1 for an overview of the JTHGNHA.

1.4 Evaluation Methodology

The evaluation methodology employed in this project follows the National Heritage Area Evaluation Guide (the Guide) established by the National Park Service in 2012 and updated in 2016.

The Guide helps ensure a comparable process is used across various NHA evaluations. It is designed to assess the roles, processes, and structures that are common across National Heritage Areas, but also to be sensitive to each NHA's unique story and context. As such, the Guide outlines a three-phase

Table 1.1: JTHGNHA Overview

Designation	The Journey Through Hallowed Ground National Heritage Area was designated as a National Heritage Area in 2008 via Public Law 110-229.
Location	A 180-mile long, 75-mile wide region stretching from Gettysburg, Pennsylvania to Thomas Jefferson's Monticello in Charlottesville, Virginia along the Route 15/20 National Scenic Byway
Area of Encompassment	The Heritage Area shall consist of the 180-mile region generally following the Route 15 corridor and surrounding areas from Adams County, Pennsylvania, through Frederick County, Maryland, including the Heart of the Civil War Maryland State Heritage Area, looping through Brunswick, Maryland, to Harpers Ferry, West Virginia, back through Loudoun County, Virginia, to the Route 15 corridor and surrounding areas encompassing portions of Loudoun and Prince William Counties, Virginia, then Fauquier County, Virginia, portions of Spotsylvania and Madison Counties, Virginia, and Culpepper, Rappahannock, Orange, and Albemarle Counties, Virginia.
Heritage Area Themes	Land of conflict, reunification, and rebuilding Land of leadership Place of national beauty and rural character
Organizational Structure	Coordinating entity is a 501(c)(3) nonprofit organization, the Journey Through Hallowed Ground Partnership (the Journey) overseen by a Board of Trustees, an Advisory Council, and multiple standing committees. The Journey has five full time staff members, and a handful of seasonal staff that support summer educational programs.
National Park Partner	<ul style="list-style-type: none"> • Shenandoah National Park • Manassas National Battlefield Park • Harpers Ferry National Historical Park • Gettysburg National Military Park (including Eisenhower National Historic Site) • Fredericksburg and Spotsylvania National Military Park • Catoclin Mountain Park • Chesapeake & Ohio Canal Historical Park • Antietam National Battlefield • Monocacy National Battlefield • Fredericksburg and Spotsylvania National Military Park • Appomattox Court House National Historical Site • National Underground Railroad Network to Freedom • Appalachian National Scenic Trail • Potomac Heritage National Scenic Trail
Other Partners	300+ partners including but not limited to: state and local governments, school districts, historical sites, advocacy organizations, DMOs, businesses and Main Street Programs, private institutions, and other non-profit organizations.

evaluation process which includes tailoring the evaluation design to the specific NHA, collecting data and an internal review of results, and analyzing data and documenting results.

1.4.1 TAILORING THE EVALUATION TO THE JTHGNHA

To tailor the evaluation to the Journey Through Hallowed Ground National Heritage Area, PennPraxis worked with NPS and Journey staff to assemble and review foundational documents allowing PennPraxis to gain an understanding of the JTHGNHA, its background, organizational structure, and activities. These included but were not limited to:

- JTHGNHA authorizing legislation
- JTHGNHA management plans and past reports
- Annual reports from the coordinating entity (the Journey)
- Details regarding organizational structure for the JTHGNHA and its coordinating entity

Early in the evaluation process PennPraxis and NPS joined a virtual Journey board meeting to introduce the project and meet key stakeholders. After reviewing the above documents and conducting several calls with key NPS and Journey staff, PennPraxis developed a project-specific logic model, data collection plan, and interview protocols for the JTHGNHA.

1.4.2 DATA COLLECTION

Data was collected from Heritage Area documents and financial statements, multiple JTHGNHA site visits, and virtual/in-person interviews with key staff and representatives from the Journey and partner organizations. In addition to the foundational documents reviewed during the first phase of the evaluation, PennPraxis worked with Journey staff to secure documentation supporting the following areas:

- Historical aspects and unique features of the JTHGNHA
- The JTHGNHA's mission and goals

- NPS funding and expenditures
- Sources and kinds of match funding
- Key program areas and activities
- Intended short- and long-term outcomes
- The JTHGNHA partner network
- Community response and relationship to the JTHGNHA

PennPraxis conducted Individual interviews with Journey staff and board members to better understand the NHA's background and path to designation, the organizational structure of the coordinating entity, the nature of the Journey Through Hallowed Ground region and its heritage area partners, and their perspectives on key accomplishments and challenges for the JTHGNHA. Additionally, PennPraxis spoke with the following partner organizations and individuals:

- American Battlefield Trust (Chuck Laudner, Strategic Consultant)
- Antietam National Battlefield (staff)
- The Brandy Station Foundation (Greg Mertz, Board Member)
- Gettysburg National Military Park (Christopher Gwinn, Chief of Interpretation and Education)
- Harpers Ferry National Historical Park (Dennis Frye, Historian)
- Heart of the Civil War Heritage Area (Elizabeth Shatto, Executive Director)
- James Madison's Montpelier (Kyle Stetz, Director of Education and Visitor Services)
- Main Street Gettysburg (Jill Sellers, President)
- National History Academy (teaching staff and students)
- The Piedmont Environmental Council (Adam Gillenwater, Senior Policy Manager & Field Representative)
- River & Trail Outfitters (staff)
- Beth Erickson (President and CEO of Visit Loudon, former Vice President of the Journey Through Hallowed Ground Partnership)

- Bud Hall (local historian/preservationist, a founding board member of the Chantilly Battlefield Association, the Association for the Preservation of Civil War Sites (now the American Battlefield Trust), and the Brandy Station Foundation)
- Susan Ralston (Citizens for Responsible Solar and founder of Culpeper Battlefield Tours)

Interviews with partner organizations provided perspective on the importance of the JTHGNHA, the impacts the heritage area has had within the region, the Journey's role in creating and sustaining partnerships, and additional ways the heritage area could better serve community needs. Interviewees were selected in collaboration with Journey staff and in some instances combined with site visits.

Over the course of the evaluation period PennPraxis made two in-person visits to the JTHGNHA to gather first-hand information about the Heritage Area. The first visit was held from May 9-10, 2022. During this visit PennPraxis:

- Met in person with Journey staff (William Seller, CEO and President and Michelle Burrelli, Chief Operating Officer)
- Dove a significant portion of the JTHG National Scenic Byway
- Visited several sites (James Madison's Montpelier, Graffiti House, Fleetwood Hill, Manassas National Battlefield Park) within the National Heritage Area
- Spoke with a network of stakeholders

The second visit was held from July 10-12, 2022 and focused on the Journey's National History Academy. During this visit PennPraxis:

- Observed classroom and fieldtrip session of the National History Academy
- Spoke with teaching staff and students attending the National History Academy
- Visited several sites (Gettysburg National Military Park, Harpers Ferry National Historical Park, and Antietam National Battlefield) within the National Heritage Area

1.4.3 DATA ANALYSIS

Data analysis focused on answering the evaluation methodology's three fundamental questions:

1. Based on its authorizing legislation and general management plan, has Journey Through Hallowed Ground National 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 in the Journey Through Hallowed Ground National Heritage Area?
3. How do the Journey Through Hallowed Ground's coordinating entity's management structure, partnership relationships, and current funding contribute to its sustainability?

This involved assembling detailed descriptions and timelines for the various programs and activities supported by the JTHGNHA, conducting an extensive financial review examining trends in revenue and spending, processing the perspectives of stakeholders with nuance and objectivity, and ultimately synthesizing these findings in a way that answered the above questions with reference to multiple sources, quantitative and qualitative.

Following an overview of the Journey Through Hallowed Ground National Heritage Area in Section 2, Sections 3, 4, and 5 of this report are each dedicated to the exploration and assessment of one of the fundamental evaluation questions. Section 3 describes the JTHGNHA's goals and objectives as required by the authorizing legislation and management plan and the relationship of these goals to program areas and activities. Section 4 provides an overview of the investments made in the JTHGNHA and an analysis of how the JTHGNHA has used the investments, and their impact. Section 5 presents an analysis of the interrelationship of the JTHGNHA's staffing and ability to obtain resources and achieve sustainability.

1.4.4 EVALUATION LIMITATIONS

PennPraxis has worked to ensure this evaluation methodology appropriately and thoroughly addresses the JTHGNHA's legislated evaluation requirements and the three research questions set forth in the National Heritage Area Evaluation Guide around which this report is structured. However, it is understood that every NHA has its own, unique set of parameters that can result in a few limitations or variances on evaluation findings.

A 2015 change in leadership for the Journey broke the organization's work into two distinct periods. While continuity was maintained between these two periods of leadership, differences in goals, priorities, and approaches (including data management practices) made it somewhat difficult to draw clear through lines connecting the work of each period.

Additionally, the Journey is still recovering from the impacts and disruptions of the ongoing COVID-19 pandemic. During 2020 and 2021 most of the programming and events for the Heritage Area were canceled or moved to a virtual format. While 2022 brought a return to some in-person programming, relationships are still being rebuilt and periodic COVID breakouts are still impacting their work.

While these limitations did not prevent the evaluation team from building and interpreting a clear picture of the organization's overall performance, they are important to acknowledge and will be referenced throughout the report to provide greater context for evaluation findings.

1.5 Roles

There were three participating organizations directly involved in this evaluation effort—an external evaluator, the National Park Service, and the Journey Through Hallowed Ground National Heritage Area.

External Evaluator

PennPraxis' Urban Heritage Project, a heritage-based research group at the University of Pennsylvania's Stuart Weitzman School of

Design, served as the external evaluator (Heather Hendrickson, Research Assistant; Kaitlyn Levesque, Project Manager; and Randall Mason, Principal Investigator). PennPraxis developed the logic model and data collection protocols, guided collaboration between partners, collected and analyzed data, and prepared this report.

The National Park Service

The National Park Service staff (Kathleen Durcan and Peter Samuel) provided the underlying methodology, funding, and general project oversight for the evaluation. They also facilitated contact with the Journey Through Hallowed Ground National Heritage Area and provided valuable resources and context for the history of both the JTHGNHA as well as the NHA program at large.

Journey Through Hallowed Ground National Heritage Area

The President and CEO (William Sellers) and Chief Operating Officer (Michelle Burrelli) of the Journey Through Hallowed Ground National Heritage Area coordinating entity facilitated the evaluation by supplying the necessary documents and data, providing context and expert knowledge about the JTHGNHA, and identifying various individuals and partners for stakeholder interviews. Additional staff and members of the Board of Directors participated in interviews and provided feedback and insights during the data collection process. The JTHGNHA team had the opportunity to review this report for factual accuracy before it was finalized.

Section 2: Overview of the JTHG National Heritage Area

This section of the report is an overview of the physical and operational aspects of the Journey Through Hallowed Ground National Heritage Area (JTHGNHA). It examines the geography, history, and demographic characteristics of the Journey region to provide the necessary context for the purposes and goals of the JTHGNHA. It then discusses the development and evolution of the JTHGNHA itself, its coordinating entity—the nonprofit, Journey Through Hallowed Ground Partnership (the Journey), and the Heritage Area’s wider partnership network. This section concluded with a timeline of key events associated with the JTHGNHA.

2.1 Overview of the Journey Region¹

The JTHGNHA encompasses a scenic and historically rich landscape. The area tells of Native American settlement and travel; early European settlement; Revolutionary War troop movements; the leadership of Presidents, jurists, and other statesmen; economic development, include plantation economies based on enslavement; Civil War battles, campaigns, and reconciliation; and contemporary metropolitan growth. Most significant, perhaps, is the region’s role as a cradle of



*Retired National Park Service historian Dennis Frye speaking with students from the 2022 National History Academy.
(Photo source: Kaitlyn Levesque)*

1. Abbreviated history based on sections of the JTHGNHA Management Plan (2014) and the JTHGNHA Feasibility Study (2006).

democracy (holding the homes of eight American presidents) and its key position in the Civil War as the location of the important battlefields of Antietam, Chancellorsville, Gettysburg, Manassas, and Monocacy.

NATURAL HISTORY

The natural history of JTHGNHA is important in understanding the context for the region's historical development. This landscape is known as the Inner Piedmont and the Heritage Area extends from Albemarle County, Virginia, on the south to Adams County, Pennsylvania, on the north. To the west, the Inner Piedmont is bordered by the Blue Ridge, Catocin, and South Mountain ranges, a thin, rugged band of mountains that created a natural barrier to westward expansion and travel. To the east are the broader Outer Piedmont and the Coastal Plain.

The JTHGNHA is drained by four river systems: the Monocacy River in Maryland; the main stem of the Potomac River along the Maryland-Virginia boundary; the Rappahannock/Rapidan Rivers entering the Chesapeake south of the Potomac; and the Rivanna River, a tributary of the James River in the vicinity of Charlottesville.

INDIGENOUS PEOPLES + EUROPEAN CONTACT

The landscape which now encompasses the JTHGNHA has been inhabited by humans since 10,000 BC. As early as the Paleo-Indian Period, small populations of inhabitants were producing fluted projectile points in camps along the region's rivers. Over the Archaic Period these scattered prehistoric groups slowly evolved from nomadic, big-game hunters to more settled societies. By the Woodland Period (1000 BCE – 1000 CE), a culturally and technologically advanced society had developed. This Woodland society was notable for its increased cultivation of crops and the establishment of more permanent and larger towns. By 1600 CE, the habitation pattern had developed into multiple, large villages for the cooperative production of projectiles, ceramics, bone ornaments, and shallow storage pits, along with the cultivation of beans, squash, and maize.

Upon their arrival at Jamestown in 1607, European

settlers encountered the Siouan people of the Monacan and Mannahoac tribes. The Siouan numbered more than 10,000 people and their confederation stretched from the Roanoke River Valley to the Potomac River and from the Fall Line at Richmond and Fredericksburg west through the Blue Ridge Mountains. They traded with the Powhatans to the east and the Iroquois to the north.

Both sides of the Blue Ridge Mountains were used for travel between tribal lands in North Carolina and those in Pennsylvania and New York. In times of tribal conflict, these north-south trade routes were also used by raiders and war parties. Later, these paths became routes for the migration of European settlers into the region. Over the next century this trail became known as the Carolina Road, and in Colonial times, this road extended from its southern terminus at the Virginia-Carolina boarder to Frederick, Maryland. Today, Route 15 follows or parallels the Carolina Road through Loudoun and Prince William Counties, and in Fauquier County, several secondary roads east of US Route 15/29 also follow the historic road.

EUROPEAN SETTLEMENT + DEVELOPMENT OF PLANTATIONS

In 1722, under pressure from the English settlers, the Iroquois agreed not to travel east of the Blue Ridge Mountains in Virginia and what became the US Route 15 corridor (the central vein through the JTHGNHA) became open for European settlement. Throughout the 18th century, German, English, and Dutch settlers moved into the region, establishing farms, towns, mills, and trading posts. Notable are the German colonies established early in the century in Fauquier, Orange, and Madison Counties of Virginia. In the heyday of the frontier, German and Scotch-Irish colonists came from Philadelphia at a rate of thousands each year, some stopping to inhabit the area that is now Adams County, Pennsylvania, and Frederick County, Maryland. Many more continued south across the Potomac River into Loudoun and neighboring counties east and west of the Blue Ridge. The brisk traffic and trade they created along the Piedmont from southern Pennsylvania to the Virginia Piedmont continues today along Route 15.



Reconstructed enslaved quarters on the South Yard at James Madison's Montpelier. (Photo source: Kaitlyn Levesque)

In the 17th and 18th centuries two distinct settlement patterns emerged with the region: small, independent farms in the north and the plantation system to the south. The majority of the northern Journey region was developed by a diverse lot of European settlers (mostly English, German, Scotch-Irish, Dutch, and Swedish) who operated small independent farms averaging 125 acres in size and were closely affiliated with religious organizations. They established close-knit communities of Quakers, Lutherans, Baptists, Moravians, Mennonites, and Dunkers. The families worked the land themselves; few used hired help

or enslaved labor. While wheat was the major crop, the farms were diverse in their production; they depended upon the trade of goods and services with their neighbors.

In contrast to the small family farms of the north, the plantation system in the southern reaches of the JTHGNHA consisted of large landholdings ruled over by one landowner which required a massive labor force. Initially this labor force was comprised of indentured servants, imported English males who would bind themselves to five years' labor for the price of transport to the new world. For a host of

reasons, including better options for a white male in the new colony of Pennsylvania, by the 1690s, the flow of indentured servants had slowed. In their place, the plantation landowners began importing and enslaving Africans. By the early 18th century, enslaved labor had completely replaced indentured servants in the plantation system and this region became dominated by the individualistic and unethical practices of the plantation-enslavement economy.

AREA OF CONFLICT

During the Revolutionary War (1775-1783), the Route 15 corridor served as headquarters to Colonial Generals Wayne, Lafayette, and Muhlenberg and as a major supply link between the colonies. The strong presence of leaders such as Thomas Jefferson, James Madison, and James Monroe further ensured that the corridor was well guarded. Following the war, the area prospered as famous patriots returned to their plantations.

During the first half of the 19th century the Piedmont region was crossed with turnpikes, canals, and finally railroads—opening the area to further settlement and industrial development. Noteworthy was the Little River Turnpike connecting Aldie in Loudoun County with the port of Alexandria (Route 50), and the turnpike to Snicker's Gap (Route 7), which both intersected with the Carolina Road. During the 1840s, the Orange and Alexandria Railroad was built through Manassas Junction, Culpeper, Orange, and Gordonsville. This rail line was to be a crucial link during the coming war.

Less than 100 years later, the corridor was again the center of a power struggle resulting primarily as a result of the long-standing disagreement between the North and the South over the institution of slavery. The Civil War (1861-1865) tore the nation apart and the strategic location of the JTHGNHA corridor proved the setting of many of the fiercest northern battles. Manassas, Gettysburg, Antietam, Sharpsburg, and the Wilderness are only a few of the dozens of battles fought throughout the region. Union and Confederate armies crossed and re-crossed the area, and no town was unaffected by the War. Numerous churches, civic buildings,

and private residences became hospitals, often changing hands from one army to the other. The JTHGNHA holds countless observation points, signal stations, medical stations, headquarters buildings, monuments, memorials, and gravesites of the Civil War.

The War devastated much of the agricultural foundation of the area, but towns and farms gradually rebuilt over the last decades of the 19th century. The Journey corridor returned to its agrarian roots and remained largely unchanged for the next 100 years.

SUBURBAN THREAT AND CONSERVATION

Over the past forty years, the JTHGNHA corridor steadily evolved from a relatively underdeveloped agrarian landscape into a suburban enclave of the Baltimore/Washington metropolitan area. Loudoun County has been among the fastest growing counties in the U.S., and Prince William, Fluvanna, and Culpeper Counties have been among the top 100 fastest growing. This pattern of transformation from the rural to suburban threatens the corridor's valuable resources by disrupting the local rural economy, displacing long-time residents, increasing traffic congestion, degrading water supplies, and reducing the context of the many historic sites.

Throughout the 20th century, more newcomers moved into the JTHGNHA region. Many of these new residents were wealthy individuals and families from Washington D.C., as well as other northeastern cities who purchased large areas of land as second homes and country estates. Much of the Inner Piedmont became known as the Virginia horse country, home to some of the nation's social and power elite. Prominent Washington figures, including Presidents and past Presidents used the Journey landscape to get away.

A significant result of this change in demographics was the preservation of the rural landscape of today. The wealth and interest in the Journey's rural landscape helped spur a conservation ethic in the area, as well as the creation of national, state, and regional parks; designation of National Register historic districts; and the preservation of land through conservation easements. However,

Table 2.1: Change in Population from 2000–2020

County	Population 2000	Population 2020	% Change from 2000-2020
Albemarle, VA	79,236	112,395	42%
Culpeper, VA	34,262	52,552	53%
Fauquier, VA	55,139	72,972	32%
Greene, VA	15,244	20,552	35%
Loudoun, VA	169,599	420,959	148%
Madison, VA	12,520	13,837	11%
Orange, VA	25,881	36,254	40%
Prince William, VA	280,813	482,204	72%
Rappahannock, VA	6,983	7,348	5%
Spotsylvania, VA	90,395	140,032	55%
Carroll, MD	150,897	172,891	15%
Frederick, MD	195,277	271,717	39%
Washington, MD	131,923	154,705	17%
Adams, PA	91,292	103,852	14%
Jefferson, WV	42,190	57,701	37%

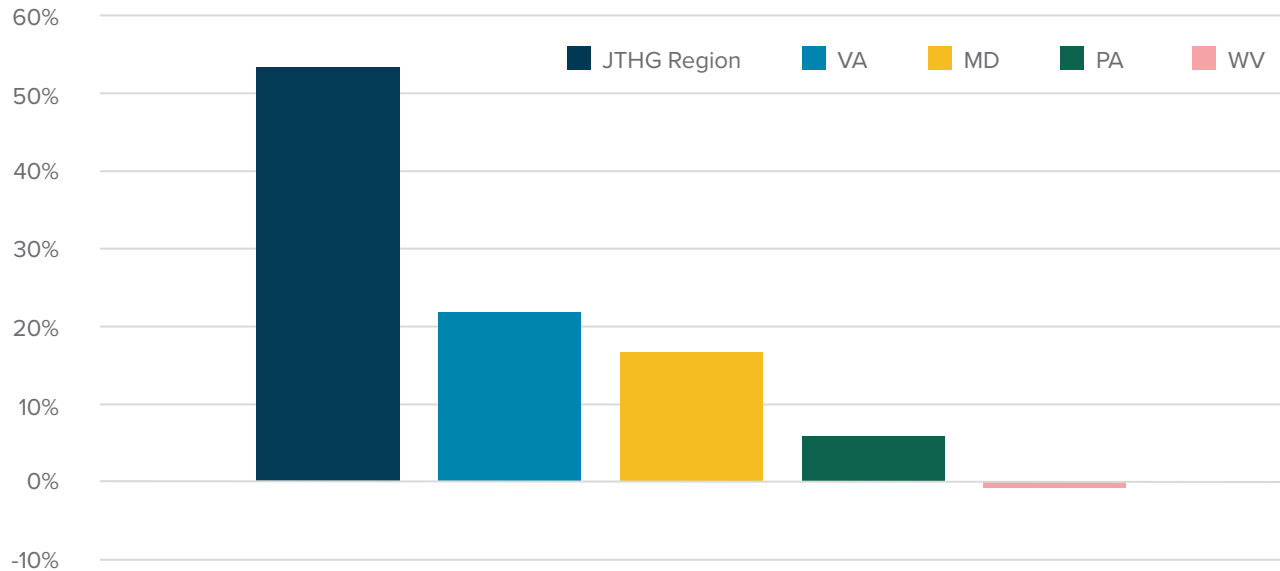
Data from the United States Census Bureau, <https://data.census.gov/>

with the growth of metropolitan Washington and Baltimore and the construction of new interstate highways, substantial suburban growth has spread west and north into the Journey landscape over the past three decades. In the 1990s, following the Walt Disney Company’s failed attempt to build a “Disney’s America” theme park near the Civil War’s Manassas Battlefield a partnership of national, regional, and grassroots non-profit organizations began the Journey Through Hallowed Ground Partnership to better protect and manage the cultural resources of the area. This partnership was codified as an official non-profit organization in

2005 and led the charge for the 2008 designation of the Journey Through Hallowed Ground National Heritage Area and 2009 designation of the Journey Through Hallowed Ground National Scenic Byway.

Table 2.1 shows the change in population from 2000-2020 for all counties, fully or partially, within the boundaries of the Journey Through Hallowed Ground National Heritage Area. Over the past 20 years, every county has experienced some level of growth, with the majority seeing a population increase of more than 30%. When compared to a wider context (Figure 2.1), it is clear the population

Figure 2.1: % Change in Population from 2000–2020



Data from the United States Census Bureau, <https://data.census.gov/>

growth for the Journey Through Hallowed Ground region has far outpaced that of its states. The establishment of the JTHGNHA has been essential for the thoughtful conservation and management of the cultural resource and landscapes of the region amid this change.

2.2 Introduction to the JTHGNHA Coordinating Entity

In 2008, the JTHGNHA's authorizing legislation (Public Law 110-229) designated the Journey Through Hallowed Ground Partnership (the Journey) as the local coordinating entity for the Heritage Area. The Journey is a 501(c)(3) nonprofit organization that formed in 2005 over concerns for the area's endangered cultural landscapes. It was the outcome of several groups' advocacy and political organizing to counter the Walt Disney Company's ultimately failed attempt to build a "Disney's America" theme park near Manassas Battlefield in the early 1990s. These groups included the National Trust for Historic Preservation, the Civil War Trust, the Piedmont Environmental Council, the Prince's Charitable Trust, Scenic America, and representatives from the four states that would eventually host the

JTHGNHA (Pennsylvania, Maryland, West Virginia, and Virginia).

The Journey Through Hallowed Ground Partnership is organized as a professional non-profit organization overseen by a Board of Trustees. The Journey was tasked with developing, in partnership with others, the management plan for the Heritage Area, as well as acting as a catalyst for the implementation of projects and programs among the diverse partners in the Heritage Area.

2.2.1 AUTHORIZING LEGISLATION, MISSION, AND VISION

Public Law 110-229 (sec 401) established the following purposes for the JTHGNHA:

- To recognize the national importance of the natural and cultural legacies of the area, as demonstrated in the study entitled, "The Journey Through Hallowed Ground National Heritage Area Feasibility Study" dated September 2006.
- To preserve, support, conserve, and interpret the legacy of the American history created along the National Heritage Area.
- To promote heritage, cultural and recreational

tourism and to develop educational and cultural programs for visitors and the general public.

- To recognize and interpret important events and geographic locations representing key developments in the creation of America, including Native American, Colonial American, European American, and African American heritage.
- To recognize and interpret the effect of the Civil War on the civilian population of the National Heritage Area during the war and post-war reconstruction period.
- To enhance a cooperative management framework to assist the Commonwealth of Virginia, the State of Maryland, the Commonwealth of Pennsylvania, the State of West Virginia, and their units of local government, the private sector, and citizens residing in the National Heritage Area in conserving, supporting, enhancing, and interpreting the significant historic, cultural and recreational sites in the National Heritage Area.
- To provide appropriate linkages among units of the National Park System within and surrounding the National Heritage Area, to protect, enhance, and interpret resources outside of park boundaries.

The JTHGNHA Management Plan, required as part of the authorizing legislation (sec. 404), was completed and approved by the Secretary of the Interior on September 15, 2014. It operationalizes the JTHGNHA's stated purposes with the following broad goals:

- Develop, in partnership with others, the Management Plan for the National Heritage Area
- Preserve, support, conserve, and interpret the history of the area, including important events and locations representing Native American, Colonial American, European American, and African American heritage; interpret the effect of the Civil War on the civilian population of the National Heritage Area during the war and postwar reconstruction period

- Promote heritage, cultural and recreational tourism
- Develop educational and cultural programs for visitors and the general public
- Enhance a cooperative management framework to assist the states and local governments, private sector, and citizens of the Heritage Area in conserving, supporting, enhancing, and interpreting its significant historic, cultural, and recreational sites
- Provide appropriate linkages among units of the National Park System within and surrounding the National Heritage Area, to protect, enhance, and interpret resources outside of park boundaries.

It also identifies three broad thematic topics that can be used to link the resources of the JTHGNHA and capture the over essence and national significance of the Heritage Area:

- Land of Conflict, Reunification, and Rebuilding
- Land of Leadership
- Place of National Beauty and Rural Character

Since its inception, the mission of the JTHGNHA has continued to develop and evolve around these core concerns. In 2019 the Journey published an appendix to the Heritage Area's 2014 management plan (Journey Through Hallowed Ground National Heritage Area Management Plan Appendix) to update its management goals, strategies, and actions. The Appendix outlines the following, more specific, goals for the JTHGNHA, grouped under three programmatic activity areas:

- Education- The Journey's educational programs promote the sites within the Journey Through Hallowed Ground National Heritage Area by providing an opportunity for direct place-based education using partner sites. A common theme among these sites relates to the history of American democracy. The Journey's educational initiatives strive to harness this opportunity by promoting civic engagement based on the assumption that historical and civic literacy allows citizens and future leaders to understand our own lives and times.

Table 2.2: Journey Staff

Staff member	Title	Year hired
William W. Sellers	President and CEO	2015
Michelle Burrelli	Chief Operating Officer	2010
Katherine G. Wilkins	Director of Public Outreach and Community Engagement	2015
Katie Smolar	Director of Educational Programs, National History Academy	2018
Becky Wilhelm*	Controller	2022
Blaine Horton*	Extreme Journey Camp Director	2010
Seasonal Positions		# Hired
Assistant Director		1
National History Academy Teachers		4-6
NHA Teaching Assistants		10-12
Nurses		2
Videographer		1
Extreme Journey Camp Teachers		2
Extreme Journey Camp Counselors		2-4

*Indicates part-time employee

- Heritage Tourism - The Journey promotes economic development through regional tourism by building partnerships with the hospitality industry and with heritage destinations.
- Preservation/Conservation - The Journey was originally created, in part, to preserve and protect the region's endangered and irreplaceable cultural landscapes. This goal remains at the core of the Journey's identity and central purpose. In partnership with regional organizations, local governments and heritage destinations, the Journey will continue to be an advocate of "wise growth" that is consistent with preserving the region's cultural, natural, historic, recreational and scenic resources.

The overall mission of the JTHGNHA is to "promote and support civic engagement through history education, economic development through heritage tourism, and the preservation of cultural landscapes in one of the nation's most important historic regions."

2.2.2 ORGANIZATIONAL STRUCTURE

The Journey Through Hallowed Ground Partnership was founded in 2005, before JTHGNHA designation, to unite a four-state collaborative by creating a public-private non-profit corporation to raise awareness of the natural, cultural, and historic resources found within the swath of land from Gettysburg to Monticello. The authorizing

Table 2.3: Journey Board of Trustees as of 2022

Board Member	Time on Board	Position on Board	Organization
Chuck Ledsinger	2009	Chair	SunBridge Capital Management + Sunburst Hospitality Corporation
Kathleen Kilpatrick	2006	Vice Chair	Retired, Capitol Square
Jim Campi	2009	Co-Secretary	Policy and Communications Director, American Battlefield Trust
Christopher Miller	2005	Treasurer	President, Piedmont Environmental Council
Peter Friedman	2015	Trustee	Partner, O'Melveny & Meyers LLP
Gertraud Hechl	2015	Trustee	Consultant and Representative in Mid-Atlantic office, Bonhams, Auctioneers, and Appraisers
Elizabeth Merrit	2012	Co-Secretary	Deputy General Counsel, National Trust for Historic Preservation
Hollis McLoughlin	2022	Trustee	Retired, FreddieMac
Martha Raymond	2022	Trustee	Former NHA Program Coordinator for NPS
David Vela	2021	Trustee	Retired Deputy Director/Acting Director of the National Park Service
Chris Wall	2015	Trustee	Pillsbury Winthrop Shaw Pittman LLP
David F. Williams	2007	Trustee	Retired, Cadwalader Wickersham & Taft LLP

legislation of the JTHGNHA designated the Journey as the local coordinating entity for the Heritage Area. The Journey consists of a professional non-profit organization overseen by a Board of Trustees. Since 2016, the professional organization has restructured from 12 full-time employees to four, with a handful of part time support throughout the year; additional part time staff are hired each summer to support the Journey's educational programming (see Table 2.2). Cate Magennis Wyatt was the Founder and President of the Journey Through Hallowed Ground Partnership from 2005-2015, William Sellers assumed the position of President and CEO in 2015.

The professional organization of the Journey is overseen by a Board of Trustees (the Board).

The Board is responsible for developing and maintaining the mission, vision, and values which guide the Journey and for ensuring that these values are reflected in the decision-making actions of the organization. The Board is responsible for selecting the President, reviewing annual budget, adopting policies, providing expertise, building and maintaining the Journey's reputation, reviewing initiatives, monitoring the Journey's performance, and assessing Board performance. The Board of Trustees currently consists of 12 members, though it may expand to as many as 25 Trustees. Trustees serve three-year terms, subject to two consecutive terms; elected officers may serve unlimited terms. The Board meets quarterly, and special meetings may be called by the Chair. See Table 2.3 for full details on the Journey Board of Trustees.

Table 2.4: Journey National Advisory Council

Council Member	Organization
Susan Barnes	The Landmark Group of Companies
Leslie Greene Bowman	President, Thomas Jefferson Foundation
David Collins	Founder, Learning Tree International
Susan Eisenhower	President, Eisenhower Institute
Gilbert M. Grosvenor	Retired Chairman, National Geographic Society
John Glynn	Glynn Capital Management
Kat Imhoff	-
Jim Johnson	Perseus LLC
Mark John Kington	X-10 Capital, LLC
Robert A. Kinsley	Kinsley Construction, Inc.
Nick and Mary Lynn Kotz	Protect Historic America
O. James Lighthizer	President, American Battlefield Trust
Jacqueline Mars	-
Ron Maxwell	Producer and Filmmaker
Stephanie Meeks	National Trust for Historic Preservation
John Nau	Silver Eagle Distributors, L.P.
Libby Haight O'Connell	Former Historian, History Channel
Gordon Rainey	Hunton & Williams

At the inception of the Journey a National Advisory Council was established. Though not frequently utilized it represents individuals who have achieved national distinction in their respective fields and who have been asked to provide the Journey with advice and insight. Members of the National Advisory Council (see Table 2.4) share an interest in preserving the nation’s historic, cultural, and natural resources, and ensuring that there are educational programs in place to help students, teachers, and visitors better understand and appreciate the significance of the JTHGNHA.

2.3 Relationship with Partners

Born out of multi-state advocacy efforts to protect the area’s rich cultural landscapes from indiscriminate development, partnerships have been fundamental to both the establishment and success of the Journey Through Hallowed Ground National Heritage Area. The Heritage Area is seen as the connective tissue of the region, capable of facilitating larger conversations around heritage tourism, conservation, and education, and, as a result, encouraging more collaborations and connections between individual sites, organizations, and actives.

Among the NHA’s partners are local and state governments from Maryland, Pennsylvania, Virginia, and West Virginia; Destination Marketing Organizations (DMOs), civic organizations, historic Main Street communities, historic sites, and cultural/ recreational attractions from across the region; and non-profits, foundations, and private supporters from across the nation. Below is a small sample of these key partners, grouped by activity area:

Overall Strategic Partners

- National Park Service
- Our members of Congress
- National Park Foundation

Educational Initiatives

- College Board

- Case Method Institute
- National Endowment for the Humanities
- Braver Angels
- Loudoun County Public Schools
- Foxcroft School, Middleburg, VA
- Individual Historic Site Partners within JTHG, including:
 - James Madison’s Montpelier
 - Gettysburg National Military Park
 - Thomas Jefferson’s Monticello
 - Harpers Ferry National Historical Park
 - Antietam National Battlefield
 - Shenandoah National Park
 - Monocacy National Battlefield
 - Manassas National Battlefield Park
 - African American Historical Association of Fauquier County
 - Appalachian National Scenic Trail
 - Catoctin Mountain Park
 - Chesapeake and Ohio Canal National Historic Park
 - Eisenhower National Historic Site
 - Fredericksburg and Spotsylvania National Military Park
 - Potomac Heritage National Scenic Trail
 - Oatlands Historic Home
- Individual Historic Site Partners outside JTHG, including:
 - National Archives
 - Colonial Williamsburg
 - Historic Jamestowne
 - George Washington’s Mount Vernon
 - The Smithsonian

Preservation/Conservation Initiatives

- Piedmont Environmental Council (Regional)
- National Trust for Historic Preservation (Regional & National)

- American Battlefield Trust (Regional & National)
- Southern Environmental Law Center (Regional)
- National Parks Conservation Association (Regional)
- Coalition for Smarter Growth (Regional)
- Catocin Coalition (Local, grassroots)
- Culpeper Alliance for Balanced Growth (Local, grassroots)
- Friends of Brandy Station (Local, grassroots)
- Wilderness Battlefield Coalition (Local, grassroots)
- Prince William County Data Centers Coalition (Local, grassroots)
- Living Legacy Tree Planting Project, including:
 - Virginia Garden Club
 - Individual towns and counties
 - VDOT
 - Local schools

Heritage Tourism Initiatives

- Main Street Communities, including Main Street Gettysburg
- Virginia Piedmont Heritage Area
- Heart of the Civil War Heritage Area
- Ron Maxwell, Director, Gettysburg
- Barboursville Winery
- Individual DMOs, including:
 - Visit Gettysburg, PA
 - Frederick, MD
 - Washington – Hagerstown, MD
 - Carroll – Westminster, MD
 - Visit Loudoun, VA
 - Prince William & Manassas, VA
 - Fauquier, VA
 - Madison, VA
 - Culpeper, VA
 - Orange, VA

- Greene, VA
- Rappahannock, VA
- Spotsylvania, VA
- Albemarle – Charlottesville, VA

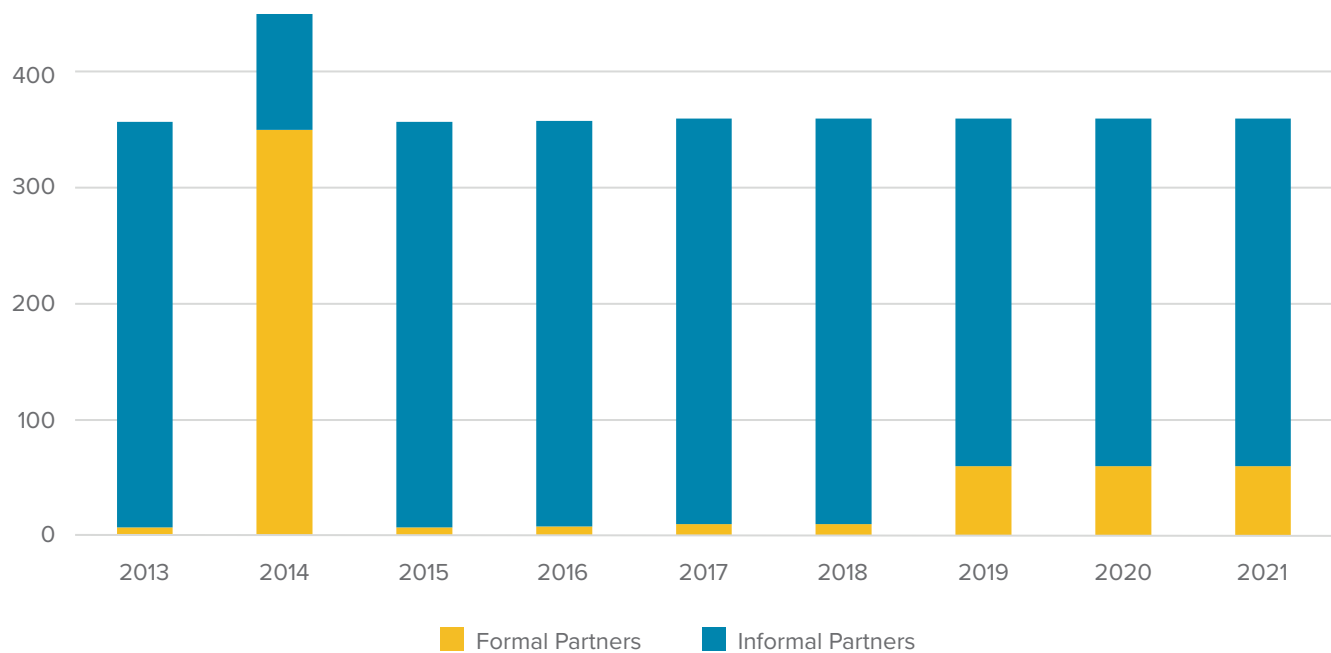
While early efforts in partnerships were focused on widespread regional support for securing the NHA and Scenic Byway designations, presently the Journey is focused on developing more in-depth relationships with a smaller number of partners around specific projects (like the National History Academy, or the preservation of Virginia Civil War battlefields threatened by development). Additionally, while heritage tourism, preservation/conservation, and education have always been the JTHGNHAs primary activity areas, the 2015 change in Journey leadership brought a more acute focus on the Heritage Area's education efforts. This resulted in a shift in the kinds of partners and activities supported by the Heritage Area.

Partnership Network

The Journey has no formal process for designating partners; instead, it is committed to working with any willing organization that shares its mission to promote and support civic engagement through history education, economic development through heritage tourism, and the preservation of cultural landscapes across the region. The Journey has developed a consistent core of partners they work with regularly (like the Piedmont Environmental Council, the National Trust for Historic Preservation, and the NPS, both the units within the heritage area and the regional office) and other partners they work with on a case-by-case basis dependent on the year's priorities and initiatives. For example, this year the Journey established a more robust relationship with Main Street Gettysburg as they work together to develop an event honoring the 30th anniversary of the movie Gettysburg; while both organizations were aware of each other, this is the first time they've directly collaborated on a project.

Though the Journey has no formal process to designate partners, this term is used to distinguish between types of collaborators in the NHA's Annual Program Reports to the NPS. For these purposes

Figure 2.2: the Journey’s Partnership Network, 2013-2021



From 2009-2012 the Journey reported 350 Formal Partners and 4,000 informal partners annually. The Journey changed the way it qualifies Formal and Informal partners in 2013. It is for this reason that the above chart concentrates in changes to the Journey’s Partnership Network form 2013 onward.

“formal partners” are the organizations who directly collaborate with the Journey and are substantially involved in heritage area projects and programs. Having a formal agreement is not a requirement for an organization to be considered a formal partner. An example of a “formal partner” for the Journey is Harpers Ferry National Heritage Park, with whom the Journey has partnered to provide educational opportunities for years. “Informal partners” are those organizations which cooperate or coordinate with the Journey on projects and programs but are not substantially involved in said work. An example of an “informal partner” for the Journey is James Madison’s Montpelier, the historic site is enthusiastic to be a part of the Heritage Area and takes students from the National History Academy on a tour each year but isn’t directly involved in any NHA initiatives.

As it got established in 2005, the Journey quickly built an expansive network of partners prior to the JTHGNHA’s official designation—though data tracking partnerships was not kept prior to 2009. In 2013 the Journey changed the way it

qualified both formal and informal partners (to be more aligned with the definitions outlined above; previously any heritage related organization or site within the NHA was considered an “informal partner”) resulting in what appears to be a dramatic decrease in partners, but in actuality, is merely reflective of the Journey finetuning how to best represent its ongoing work. Figure 2.2 break down the evolution of the Journey’s formal and informal partnership network from 2013-2021. The Journey has maintained a steady, and robust partnership network over the last 13 years. As noted earlier, the 2015 change in leadership re-focused the Journey’s efforts around education, largely resulting in the growth in formal partners seen in more recent years.

VIEW OF THE JOURNEY FROM ITS PARTNERS

Overall, the Heritage Area’s partners view the organization as having a central role in many of the region’s education, conservation, and heritage tourism efforts. Through all aspects of its work, the Journey is constantly building (and deepening)



Visitors at the Gettysburg National Military Park Museum.
(Photo source: Kaitlyn Levesque)

coalitions and relationships across the region. It uses this extensive network of collaborators to adjust and pivot as needs arise within the heritage area; indeed, the emphasis of partnership-building has shifted in relation to the three main goals over the years. The Journey may not be in contact with everyone all the time but can use its relationships to act as a big picture organizer, mobilizing and connecting other partners (particularly with regional and national organizations). Partner organizations have noticed, and are generally in favor of, the Journey's 2015 pivot to prioritizing education within the region. Though a handful of partners within the local heritage tourism category have expressed a desire for more support from the heritage area.

"The NPS is not known for its educational programs and the partnership with the Journey filled the gap for Harpers Ferry. It elevated

visitation and visibility and provided much needed technical assistance. With the help of the Journey, Harpers Ferry created an award-winning model that other Parks replicate."

- Dennis Frye, Harpers Ferry National Historical Park

"The Journey Through Hallowed Ground is the connective tissue, helping visitors to understand how these sites are related to each other both geographically as well as historically. The Journey builds out the story around these complex themes that are the foundation of our nation. One of our biggest goals is to engage young learners and physically bring them to the park to experience the history firsthand, the students the Journey brings through the National History Academy are so engaged, it's such a rewarding experience."

- Chris Gwinn, Gettysburg National Military Park

"We have a very good collegial relationship with JTHG staff, [but] we've never adopted a project together; especially as they've turned their priority to the National History Academy, which has diminished some of the focus on destination marketing. Though, ultimately their philosophies and interests and the joy they take in getting a new generation interested in coming to the area—it's a shared value."

- Liz Shatto, Heart of the Civil War Heritage Area

2.4 JTHGNHA Timeline

Since its designation, the JTHGNHA has worked to introduce and promote many heritage related programs and initiatives for the benefit of the Journey Through Hallowed Ground region, its residents, and its visitors. Figure 2.3 provides a timeline of significant activities and events during the existence of the heritage area. A more extensive timeline is included as Appendix D to this report. Many of these activities and accomplishments are referenced in the following sections of this report.

Figure 2.3: Abbreviated Timeline

Year	Activity
2005-2007	<ul style="list-style-type: none"> Created Articles of Incorporation, secured IRS 501(c)(3) status Began preparing Feasibility Study for NPS approval Commenced EXTREME Summer Camps program for rising 6th, 7th, and 8th grade students
2008	<ul style="list-style-type: none"> Public Law 110-229, Title IV, Subtitle A passed on April 29, designating JTHGNHA Virginia Tech Graduate Course in Urban Planning created 180-mile pedestrian/bicycle route for JTHGNHA
2009	<ul style="list-style-type: none"> Unveiled “Of the Student, By the Student, For the Student” at Harpers Ferry National Historical Park Launched JTHG Certified Tourism Ambassador Program Secretary of Transportation announced designation of Journey Through Hallowed Ground National Scenic Byway
2010	<ul style="list-style-type: none"> Began Master Design Plan for Living Legacy Tree Planting Project Launched official branded Journey Through Hallowed Ground Motorcoach Tours JTHG Byway honored as National Model in Community Building and Heritage Tourism Development
2011	<ul style="list-style-type: none"> Created two-sided award winning map of JTHGNHA with National Geographic Compiled booklet of artifacts and memorabilia to engage viewers in the American Civil War Received \$1.3 million American Byways grant to develop a unified graphic and visual identity through signage Submitted final draft of JTHGNHA Management Plan
2012	<ul style="list-style-type: none"> Launched Living Legacy Project at Oatlands in Leesburg, VA Honored as finalist for non-profit organization of the year in Loudoun County, VA Expanded audience with a featured article on the JTHGNHA in the Daily Telegraph, newspaper in the UK Received Virginia Tourism Corporation grant to promote JTHGNHA in UK and German travel markets
2013	<ul style="list-style-type: none"> Produced and printed 140,000 copies of 2-sided, 28-panel, folded map brochure of JTHG NSB and NHA Assisted in raising \$3.6 million to acquire 58 acres comprising Fleetwood Hill, portion of Brandy Station battlefield
2014	<ul style="list-style-type: none"> Developed new Living Legacy Tree Planting partnerships with Ancestry.com, ESRI, and Bartlett Tree Care
2015	<ul style="list-style-type: none"> Installed two photographic exhibitions, one in Dulles Airport and one in JFK Center for the Performing Arts Launched a Young Professionals Group, to cultivate Millennials as future stewards and donors to the Journey
2016	<ul style="list-style-type: none"> Launched “Healing Through History: Shackles to Scholars” project at Harpers Ferry Restructured Journey from 12 full-time employees to 4, freeing up resources for program development
2017	<ul style="list-style-type: none"> Launched “Time Trekker” app, developed in partnership with Harpers Ferry NHP and HeresMyStory.com
2018	<ul style="list-style-type: none"> Developed and ran inaugural session of the National History Academy, program for high school students
2019	<ul style="list-style-type: none"> Completed a Management Plan Appendix, geared toward efforts to help JTHGNHA become truly sustainable
2020	<ul style="list-style-type: none"> Transitioned educational programs for middle and high school students online due to COVID-19 pandemic Purchased HistoryFieldTrips.org to connect teachers and classrooms to historic sites virtually with real guides Launched new NHA website (www.HallowedGround.org), contracted through 829 Studios
2021	<ul style="list-style-type: none"> Worked with VDOT to place remaining wayfinding signage in the ground, completing the wayfinding project Fulfilled educational programs for middle and high school students online for a second year due to pandemic

Section 3: Fulfillment of Authorizing Legislation + Management Plan

3.1 Goals and Objectives of the JTHGNHA

In 2008 the authorizing legislation (Public Law 110-229, Appendix B) for the Journey Through Hallowed Ground National Heritage Area (JTHGNHA) was signed into law, recognizing the region’s nationally important natural and cultural legacies. Upon designation, the JTHGNHA and its coordinating entity, the Journey Through Hallowed Ground Partnership (the Journey), were tasked with creating a comprehensive management plan that outlined policies, goals, strategies, and recommendations for telling the story of the heritage of the area and encouraged long-term resource protection, enhancement, interpretation,

funding, management, and development.

The Journey Through Hallowed Ground Comprehensive Management Plan was prepared internally by the Journey Through Hallowed Ground Partnership. Both the 2006 Journey Through Hallowed Ground Feasibility Study (prepared by Remington International in consultation with the Journey and NPS representatives) and the 2008 Journey Through Hallowed Ground National Heritage Area Corridor Management Plan (prepared by Lardner/Klein Landscape Architects, P.C. in association with other partners) served as a foundation for the heritage area’s management plan, which was not approved until September 15, 2014. As outlined in the authorizing legislation, NHAs typically have a management plan approved

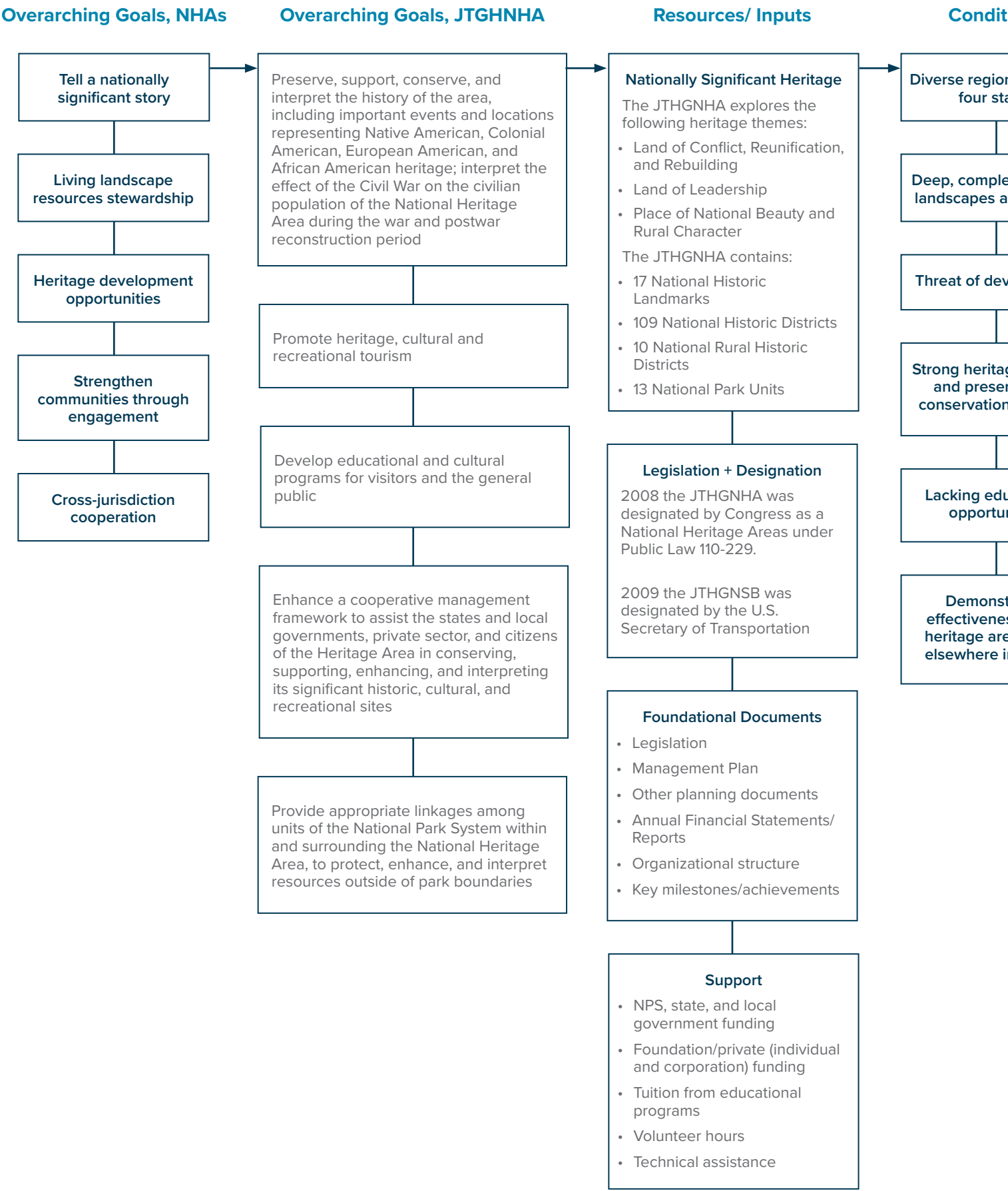
Table 3.1: JTHGNHA Planning Documents

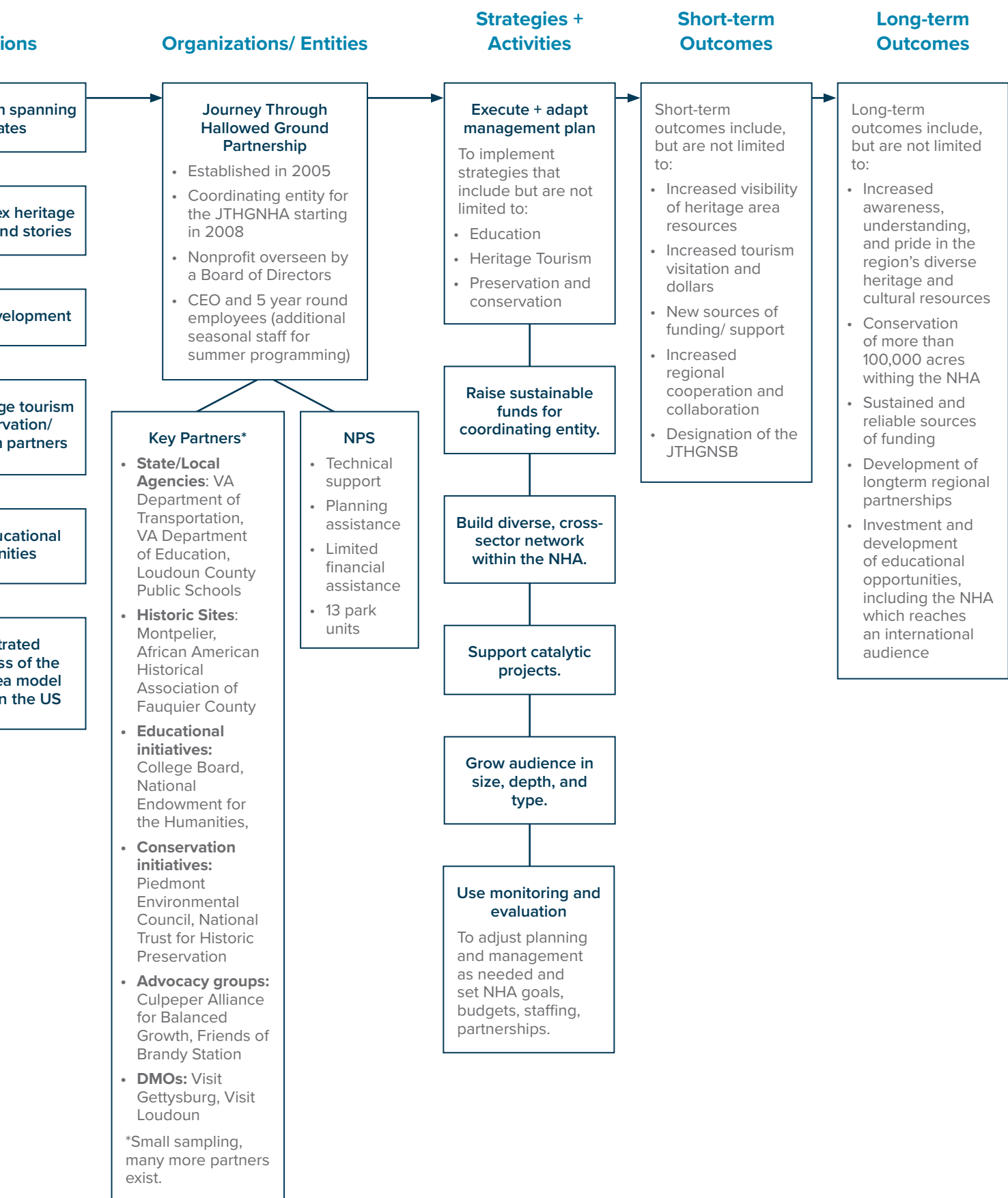
Year	Document	Purpose
2006	JTHGNHA Feasibility Study	To determine the feasibility of the Journey Through Hallowed Ground area as a National Heritage Area
2008	JTHG NSB Corridor Management Plan	To provide the Federal Highway Administration necessary information and evidence to see if the route from Gettysburg, PA to Monticello could be considered for nomination as an All-American Road
2014	JTHGNHA Management Plan	To build on prior plans and initiatives of the JTHG Partnership and to lay the groundwork for the Heritage Area’s initiatives over the next 15 years and serve as a baseline for evaluation of the JTHGNHA
2015	The Economic Impact of National Heritage Areas: A Case Study Analysis of the Journey Through Hallowed Ground NHA	A study completed by Tripp Umbach for the Heritage Development Partnerships to measure the economic, employment, and government revenue impacts of operations and research of the Journey Through Hallowed Ground NHA, and to demonstrate the broader community impact that JTHGNHA has within its geographic area of operation
2019	Management Plan Appendix	Directs organizational efforts toward programs and plans that will help JTHG become truly sustainable

Figure 3.1: Purposes, Goals, and Activities of the JTHGNHA

Purposes Specified in Legislation	JTHGNHA Management Plan Goals	JTHGNHA Activities
<p>To recognize the national importance of the natural and cultural legacies of the area, as demonstrated in the study entitled “The Journey Through Hallowed Ground National Heritage Area Feasibility Study” dated September 2006</p> <p>To preserve, support, conserve, and interpret the legacy of the American history created along the National Heritage Area</p> <p>To promote heritage, cultural and recreational tourism and to develop educational and cultural programs for visitors and the general public</p> <p>To recognize and interpret important events and geographic locations representing key developments in the creation of America, including Native American, Colonial American, European American, and African American heritage</p> <p>To recognize and interpret the effect of the Civil War on the civilian population of the National Heritage Area during the war and post-war reconstruction period</p> <p>To enhance a cooperative management framework to assist the Commonwealth of Virginia, the State of Maryland, the Commonwealth of Pennsylvania, the State of West Virginia, and their units of local government, the private sector, and citizens residing in the National Heritage Area in conserving, supporting, enhancing, and interpreting the significant historic, cultural and recreational sites in the National Heritage Area</p> <p>To provide appropriate linkages among units of the National Park System within and surrounding the National Heritage Area, to protect, enhance, and interpret resources outside of park boundaries</p>	<p>Develop, in partnership with others, the Management Plan for the National Heritage Area</p> <p>Preserve, support, conserve, and interpret the history of the area, including important events and locations representing Native American, Colonial American, European American, and African American heritage; interpret the effect of the Civil War on the civilian population of the National Heritage Area during the war and postwar reconstruction period</p> <p>Promote heritage, cultural and recreational tourism</p> <p>Develop educational and cultural programs for visitors and the general public</p> <p>Enhance a cooperative management framework to assist the states and local governments, private sector, and citizens of the Heritage Area in conserving, supporting, enhancing, and interpreting its significant historic, cultural, and recreational sites</p> <p>Provide appropriate linkages among units of the National Park System within and surrounding the National Heritage Area, to protect, enhance, and interpret resources outside of park boundaries</p>	<p>Education: promote the sites within the JTHGNHA by providing an opportunity for direct place-based education using partner sites. A common theme among these sites relates to the history of American democracy. The Journey’s educational initiatives strive to harness this opportunity by promoting civic engagement based on the assumption that historical and civic literacy allows citizens and future leaders to understand our own lives and times.</p> <p>Heritage Tourism: promote economic development through regional tourism by building partnerships with the hospitality industry and with heritage destinations</p> <p>Conservation/Preservation: preserve and protect the region’s endangered and irreplaceable cultural landscapes. In partnership with regional organizations, local governments and heritage destinations, the Journey will continue to be an advocate of “wise growth” that is consistent with preserving the region’s cultural, natural, historic, recreational and scenic resources.</p>

Figure 3.2: Logic Model





within three years of designation; once the management plan is approved NHAs are eligible for an increase in funding. The JTHGNHA took six years to develop their management plan, and as a result received more limited funding from 2009-2014 (see Section 4).

In 2019, several years into an organizational shift, the Journey published an appendix to their original management plan, the Journey Through Hallowed Ground National Heritage Area Management Plan Appendix. The appendix updates the management goals, strategies, and actions of the 2014 management plan to be more aligned with the evolving mission of the heritage area. Table 3.1 shows a list of additional planning documents and their purposes.

The mission of the JTHGNHA is to promote and support civic engagement through history education, economic development through heritage tourism, and the preservation of cultural landscapes in one of the nation's most important historic regions. This mission is based on a list of seven purposes outlined in the heritage area's authorizing legislation and key management goals identified within the heritage area's management plan and appendix (see Section 2.2.1). In its management plan and appendix, the JTHGNHA identifies the following three programmatic areas as a framework for its activities: education; heritage tourism; and preservation/conservation.

The evaluation team has adopted these activity areas as an organizational device within this evaluation to best assess the extent to which the JTHGNHA has fulfilled the intents of its authorizing legislation and management plan, as well as to track the JTHGNHA's impact on the region. The relationship between the JTHGNHA's legislative purposes, management goals, and activity areas is displayed in Figure 3.1.

3.2 Activities and Impacts

Building on data-gathering and conversations with both JTHGNHA and NPS representatives, the evaluation team developed a logic model (Figure 3.2) to serve as a visual representation of the JTHGNHA's work: overarching goals; resources

and key partnerships; activities and strategies implemented to realize goals; intended short- and long-term outcomes; and the linkages among these categories.

As depicted in the logic model, and discussed in the preceding section, activities undertaken by the Journey can be grouped into three primary programmatic areas:

- Education: place-based education programs using partner sites
- Heritage Tourism building partnerships between the hospitality industry, tourism promotion organizations, and heritage destinations
- Preservation/Conservation: preserve and protect the region's endangered and irreplaceable cultural landscapes

While this section examines the specific activities and impacts of each programmatic area, it is important to note many, if not all, of the JTHGNHA's undertakings serve multiple goals and span multiple activity areas. The Journey fundamentally sees its work as interconnected across the three program areas, but for the purposes of this evaluation each activity area will be examined individually. Additionally, the programs and initiatives discussed in this section were selected to serve as informative and specific examples of the Journey's work; for a complete look at the JTHGNHA and its accomplishments over time, please see Appendix D (full timeline).

Most NHAs administer robust granting programs to efficiently support a variety of heritage area initiatives. This has not been a component of the JTHGNHA's approach to achieving its goals and purposes. The JTHGNHA has instead focused its energy and resources on implementing new programs and developing sustainable partnerships.

3.2.1 EDUCATION

Heritage area activities that fall into the category of education are those that foster public support, appreciation, and deeper understanding of the JTHGNHA region's heritage through telling the multiplicity of stories that contribute to its natural, historical, and cultural significance. These activities



Retired National Park Service historian Dennis Frye leading students from the 2022 National History Academy on a tour of Harpers Ferry National Historical Park. (Photo source: Kaitlyn Levesque)

relate to many of the JTHGNHA's stated goals, but are most strongly aligned with the following:

- Preserve, support, conserve, and interpret the history of the area, including important events and locations representing Native American, Colonial American, European American, and African American heritage; interpret the effect of the Civil War on the civilian population of the National Heritage Area during the war and postwar reconstruction period
- Develop educational and cultural programs for visitors and the general public
- Provide appropriate linkages among units of the National Park System within and surrounding the National Heritage Area, to protect, enhance, and interpret resources outside of park boundaries.

For the JTHGNHA, most education activities utilize partner sites for place-based learning. A

common theme among these sites relates to the history of American democracy; the heritage area's educational initiatives strive to harness this opportunity by promoting civic engagement based on the assumption that historical and civic literacy allows citizens and future leaders to understand their own lives and times.

National History Academy

Launched in the summer of 2018, the National History Academy (the Academy) is a multi-week residential summer program for high school students from across the country that uses the Journey Through Hallowed Ground National Heritage Area as an outdoor classroom. The Journey developed the curriculum for the Academy, which seeks to explore the foundations of American democracy and history, as an extension of the Extreme Journey Summer Camp (discussed later in this section).

Table 3.2: Amount of tuition collected and scholarships given annually for the National History Academy.

Year	Tuition	Scholarships
2018	\$134,205	\$755,350
2019	\$118,465	\$691,130
2020*	\$0	\$115,425
2021*	\$17,241	\$27,219
2022*	\$4,049	\$4,026
2022	\$124,290	\$403,380
Total	\$398,250	\$1,996,530

* Indicates a virtual session.

The NHA was only offered virtually in 2020 and 2021. It was offered both virtually and in person for 2022.

Table 3.3: Participants in the National History Academy's Residential and Virtual Summer Programs.

Year	Participants (Residential)	Participants (Virtual)
2018	89	N/A
2019	81	N/A
2020	N/A	601
2021	N/A	240
2022	66	52
Total	236	893

Over the course of the Academy, students study key historical events through the case-based approach of the History of American Democracy curriculum developed by Harvard Business School Professor David Moss; visit more than 40 historic sites; meet with nationally known leaders and scholars; and participate in civil discourse through a parliamentary debate program. Students who attend the National History Academy come away better prepared for college and with a deeper understanding and appreciation of what it means to be an American. Each year, the Journey documents student growth in historical, civic, and social literacy through surveys.¹ After completing the Academy:

- 96% felt they had a better understanding of what it means to be an American.
- 92% said the Academy improved their opinion of people with different backgrounds and perspectives than their own.
- 94% of students thought the Academy was more memorable than their other experiences studying history and government.
- 96% feel more prepared for college
- 100% would recommend National History Academy to a friend.

The National History Academy has proven a useful tool for the Journey to introduce students from across the nation to the story of the Journey Through Hallowed Ground National Heritage Area and to connect with partners in meaningful ways through site visits and educational collaborations. Through the Academy, the Journey is positioning itself as a leader in promoting history and civic education, not only within the region but also the country. While the tuition received from National History Academy participants helps sustain the Heritage Area's wider work, the Journey is able to leverage donations to offer a substantial amount of student scholarships that reduce financial barriers to entry (Table 3.2).

In 2020, when the COVID-19 pandemic made in-person programming impossible, the Journey quickly pivoted to offer the National History

1. Survey data is the average from 2018, 2019, 2022 in person sessions collected by the Journey.

Academy online. With its virtual program, high school students were able to select from four 1-week sessions studying “History of American Democracy” cases, covering the founding of the nation, Lincoln and Secession, the Voting Rights Act, and the Equal Rights Amendment. Each session featured virtual field trips and conversations with prominent historians, authors, and politicians. The program was offered at no cost to students. The program has been so successful that while the Academy was able to return to in-person programming for the 2022 season, a virtual option was still offered. Table 3.3 provides a breakdown of National History Academy participants for all in person and virtual sessions.

The virtual Academy program also inspired the Journey to develop a set of online “field trips” for history classrooms across the country. Through the virtual field trips program, teachers can work with the Journey to virtually bring important places in U.S. history (both inside and outside the heritage

area) directly to their classroom. The Journey first piloted the program in December 2020, allowing a teacher from Washington, DC, to bring her 95 students (virtually) to James Madison’s Montpelier (a JTHGNHA partner site). In 2021, 30 classrooms (749 students) participated in the virtual field trips program. The Journey is underwriting the cost of these visits for teachers to ensure all students can participate.

Extreme Journey Summer Camp

The Extreme Journey Summer Camp is a two-week day camp that allows middle school students local to the Journey Through Hallowed Ground National Heritage Area to explore the cultural, historical, and environmental assets of their own backyard in new ways. Over the course of each two-week session, campers are members of the “JTHG Intelligence Agency,” and must uncover the mysteries of history pertaining to historic characters from the region that demonstrated leadership traits. At each site



Students from the 2022 National History Academy participating in a classroom discussion about what it means to be an American. (Photo source: Kaitlyn Levesque)

Table 3.4: Participants in the Extreme Journey Summer Camp since NHA Designation.

Year	Participants
2008	53
2009	38
2010	38
2011	46
2012	76
2013	88
2014	117
2015	137
2016	88
2017	63
2018	58
2019	56
2020*	64
2021*	48
Total	965

* Indicates a virtual session.

visited, students participate in “extreme” activities—such as cycling, hiking, or canoeing—as they learn. Campers are also tasked with using examples of historic leaders to script and film a mini-movie, or vodcast, explaining “what leadership means to me.”

The Extreme Journey Summer Camp has been in operation since 2006 (pre-dating the official designation of the JTHGNHA) as a partnership between the Journey public-school systems in the heritage area (Table 3.4). This widely successful program was the inspiration for the Journey’s more robust National History Academy.

Due to the COVID-19 pandemic, the Extreme Journey Summer camp was offered virtually for its 2020 and 2021 sessions. Students could select from two sessions exploring the history of relevant issues with the themes “Leadership and the Presidency/Civil Rights” and “Innovation and Resiliency.” Unlimited need-based scholarships were available for this virtual program.

Of the Student, By the Student

The Of the Student, By the Student, For the Student program, which ran from 2009 to 2016 (roughly coinciding with the sesquicentennial of the American Civil War and the years following the conflict), was a service-learning project created by the Journey to better engage young visitors with the historical sites of the JTHGNHA. Participants in the program used primary source documents, humanities scholarship, music, dance, dramatic readings, role-playing, and digital technology to create vodcasts or mini-movies for the National Parks within the boundaries of the JTHGNHA. The student-generated vodcasts became part of the official interpretive materials at each National Park site and were made available to educators, students, and visitors online.

During its tenure, thousands of middle school students participated in the Of the Student, By the Student, For the Student program which partnered with Harpers Ferry National Historical Park, Antietam National Battlefield, Ball’s Bluff Regional Park, C & O Canal Historical Park, Gettysburg National Military Park, Manassas National Battlefield Park, the Wilderness, and Monticello. In 2010 the American Association for State and Local History honored the Journey with the Award of Merit as well as the WOW Award for its work.

Harpers Ferry National Historic Park Partnership

A long standing and enthusiastic partner for the JTHGNHA, Harpers Ferry National Historical Park and the Journey have teamed up on a number of education initiatives since the heritage area’s designation.

Ahead of the National Park Service’s 100th anniversary in 2016, parks throughout the country



Visitors exploring Harpers Ferry National Historical Park. (Photo source: Kaitlyn Levesque)

were tasked with developing new and exciting ways to engage visitors and students. In response, the Journey joined forces with Harpers Ferry National Historical Park and Here's My Story to develop a new tour program for students. Known as "Time Trekker," this tour combines beacon technology, a mobile device app, and first-person interpretive video material to introduce users to important events and characters from Harpers Ferry's history.

Though Harpers Ferry, WV is arguably most known for John Brown's raid in 1859—ultimately setting in motion the American Civil War—the town has a diverse and fascinating history that traverses hundreds of years. Geared towards elementary school-aged children, "Time Trekker" is designed to encourage users to explore a myriad of other historic characters and events that have helped shape the nation's past. In its design, the tour content consists of originally scripted short videos

that highlight twenty-six important events and characters throughout Harpers Ferry's history. Through the use of primary source documents and current humanities scholarship, the National Park Service-produced original scripts detail historic events as told through the eyes of those that witnessed them. In so doing, the personal reflections and reactions of the selected historic characters serve to remind the viewer that, although time, place, and circumstance may change, our shared human experiences will remain forever.

In 2017 the "Healing Through History: Shackles to Scholars" project explored the importance of Harpers Ferry in African American history through vibrant works of student-created art. Within a 10-year period in the 1850s and 1860s, Harpers Ferry went from the era of slavery to abolitionist John Brown's raid on the armory, to significant Civil War



An example of the JTHGNSB wayfinding signs. (Photo source: Kaitlyn Levesque)

battles, to the end of slavery, and finally to the establishment of Storer College in 1867, the first college in West Virginia that provided education to those that had previously been enslaved. The “Healing Through History: Shackles to Scholars” project, which coincided with the 150th anniversary of the founding of Storer College, was the largest educational project the Journey had launched to date with 1,200 students from 1st through 12th grades, in 91 classrooms, in three states working together to produce 250 pieces of art which were displayed in Harpers Ferry and Charles Town, WV.

In addition to these park specific endeavors, Harpers Ferry hosts students from the National History Academy and Extreme Journey camp for visits each summer and was the site of the first “Of the Student, By the Student, For the Student” program.

3.2.2 HERITAGE TOURISM

Heritage area activities that fall into the category of heritage tourism are those that seek to support economic development and quality visitor experiences by unifying the historical, cultural, and natural elements of the JTHGNHA and encouraging visitor exploration of the many resources the region has to offer. These activities relate to many of the JTHGNHA’s stated goals, but are most strongly aligned with the following:

- Preserve, support, conserve, and interpret the history of the area, including important events and locations representing Native American, Colonial American, European American, and African American heritage; interpret the effect of the Civil War on the civilian population of the National Heritage Area during the war and postwar reconstruction period
- Promote heritage, cultural and recreational tourism
- Enhance a cooperative management framework to assist the states and local governments, private sector, and citizens of the Heritage Area in conserving, supporting, enhancing, and interpreting its significant historic, cultural, and recreational sites

The Journey promotes economic development through regional tourism by building partnerships with the hospitality industry and with heritage destinations.

JTHG National Scenic Byway

One of the early goals of the Journey was to seek National Scenic Byway designation by the Federal Highway Administration for the central corridor running through the heritage area (including US Route 15, US Route 15 Business, and Virginia Routes 20, 231, 22, and 53). In 2009, just one year after the Journey Through Hallowed Ground was designated a National Heritage Area, the Journey Through Hallowed Ground National Scenic Byway (JTHGNSB) was also designated. As a part of the process to establish the JTHGNSB, the Journey developed a Corridor Management Plan, an in-

depth planning document that incorporated input from 60 community meetings held over a 20-month period up and down the corridor. The overarching goals of the JTHGNSB, as outlined in the Corridor Management Plan, go hand in hand with the goals of the JTHG National Heritage Area, with a particular focus on heritage tourism:

- Promote the National Scenic Byway as the spine of the Heritage Area: the route that connects many of the communities, historic sites, and scenic landscapes of the region
- Interpret the natural, historical, and cultural assets along the National Scenic Byway for visitors and residents
- Create a seamless travel experience along the Byway through signage and wayfinding infrastructure
- Work with communities along the Byway to enhance its appearance and safety

The JTHGNSB has been instrumental in building partnership across state and county lines and developing a brand identity for the region. With support from the Federal Highway Association, the Virginia Tourism Corporation, numerous Destination Marketing Organizations, and Civil War Trails the Journey produced and printed more than 100,000 copies of a 2-sided, 28-panel, folded map brochure of the Journey Through Hallowed Ground National Scenic Byway and National Heritage Area. The map includes road symbols and icons for presidential sites, battle sites, churches, historic sites and cemeteries. Other symbols denote state boundaries, Main Street Communities, the Appalachian Trail, state and national parklands, and scenic byways. Visitor information includes listings of visitors' centers with hours of operation as well as website addresses. Historic towns and villages are listed with website addresses. They are distributed at heritage sites, National Park units, visitors' centers and all Virginia Welcome Centers.

Additionally, in 2011 the Journey received a \$1.3 million American Byways grant (administered by the Federal Highway Administration) to develop, fabricate, and install wayfinding signage along the JTHGNSB. This project was completed in 2021.

Table 3.5: Unique visits and page views for the Journey's website.

Year	Unique Visits	Page Views
2011*	8,942	32,864
2012	60,713	221,533
2013	81,832	257,315
2014	76,750	246,973
2015	79,946	236,061
2016	77,135	221,912
2017	64,856	178,893
2018	60,180	169,785
2019	20,578	51,275
2020	19,375	49,086
2021	30,436	77,186
Total	580,743	1,742,883

* For October 10 - December 31, 2011

The Journey developed a new website in late 2011, prior to this data website data is unavailable. The Journey's current website was under revision from 2018-2020.

Websites + Social Media

The JTHGNHA website, www.HallowedGround.org, was originally launched in 2005 to increase visitor awareness of the attractions held by the JTHGNHA. In 2020 the Journey updated and re-launched a new version of this website that allows for more flexibility and the prioritization of JTHGNHA partners' promotional needs. The new website includes an interactive map showing partner sites and attractions as well as themed itineraries visitors can use to craft their trips. For some smaller partners, the JTHGNHA website can be their most prominent digital presence and meaningfully helps increase visitation. In 2017 the Journey created a separate National History Academy website

Table 3.6: Unique visits for the Nation History Academy’s website.

Year	Unique Visits
2018	29,000
2019	32,000
2020	34,000
2021	52,000
Total	147,000

(NationalHistoryAcademy.org) to better support its growing educational programming. This website was significantly updated in 2020 to support online learning during the pandemic (Tables 3.5 and 3.6 respectively provide breakdowns for the Journey’s and NHA’s website visitors over time).

In addition to its official websites, the Journey has a Facebook page and Twitter account. The National History Academy is also active on Facebook, Twitter, and Instagram. Both sets of pages see a fair amount of visitor engagement (see Table 3.7).

Partnership with Ron Maxwell

In 2010, as preparation for the 150th anniversary of the American Civil War, the Journey began working with director and producer Ron Maxwell to release a special commemoration box set of his epic films Gettysburg and Gods & Generals. The Journey leveraged the creation of this commemorative boxed set to work with several additional heritage area partners, including the National Archives

and Gettysburg Foundation to compile a booklet of artifacts and memorabilia to engage viewers in the American Civil War, as well as the National Geographic Society to create a two-sided map showcasing a map of the entire Civil War on one side and a map of the JTHGNHA on the other.

In addition to the elements included in the boxed set, the Journey created a “Special Feature,” included on every DVD and Blu-Ray that invited viewers to “Take the Journey to Where America Happened”. This special feature, narrated by Ron Maxwell, introduced the JTHG National Heritage Area, reinforcing that to truly understand our American history, viewers need to visit the battlefields, historic communities, and landscapes portrayed in the films. Mr. Maxwell’s invitation was followed by (3) 60-second videos reinforcing the themes of the NHA: Land of Leadership, Land of Conflict and Reunification, and Land of Beauty.

Certified Tourism Ambassador Program

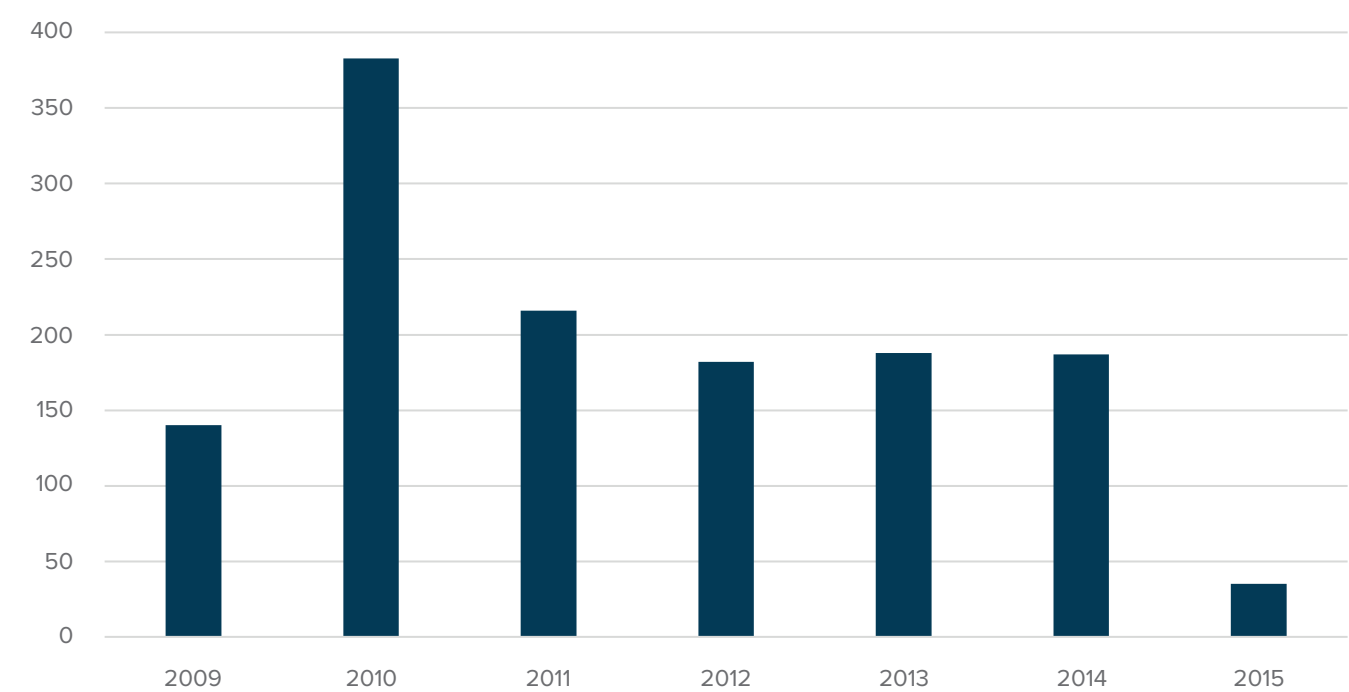
The Journey established and ran the Certified Tourism Ambassador (CTA) program from 2009-2017. This half-day training seminar was designed to educate members of the hospitality community (including NPS guides, visitor center employees, hoteliers and B & B staff, restaurateurs, winery owners, tour guides, museum and heritage staff, elected officials, and volunteers) on the historical and cultural assets of the JTHGNHA. In its nine-year tenure the CTA program had more than 1,000 participants (see Figure 3.3).

The CTA program ended in 2017 when the Journey pivoted its attention more fully to education. William Sellers, CEO and President of the Journey, explained the decision to end the CTA program was

Table 3.7: Social media followers across all JTHGNHA accounts as of December 2021.

Profile	Facebook	Instagram	Twitter	Total
JTHG National Heritage Area	3,549	343	928	4,820
National History Academy	2,169	565	73	2,807
Total	5,718	908	1,001	7,627

Figure 3.3: CTA’s trained per year, 2009-2015.



also partially financial. The CTA program failed to reach a wide diversity of participants and was not having a meaningful impact in regional heritage tourism for the cost of running the program. However, several partner organizations have expressed interest in redeveloping and reviving the CTA program.

3.2.3 PRESERVATION + CONSERVATION

Heritage area activities that fall into the category of preservation and conservation are those that support the development, preservation, and public access to historical, cultural, and natural resources within the JTHGNHA. These activities relate to many of the JTHGNHA’s stated goals, but are most strongly aligned with the following:

- Preserve, support, conserve, and interpret the history of the area, including important events and locations representing Native American, Colonial American, European American, and African American heritage; interpret the effect of the Civil War on the civilian population of the National Heritage Area during the war and postwar reconstruction period

- Enhance a cooperative management framework to assist the states and local governments, private sector, and citizens of the Heritage Area in conserving, supporting, enhancing, and interpreting its significant historic, cultural, and recreational sites
- Provide appropriate linkages among units of the National Park System within and surrounding the National Heritage Area, to protect, enhance, and interpret resources outside of park boundaries.

The JTHGNHA was originally created, in part, to preserve and protect the region’s endangered and irreplaceable cultural landscapes from intensifying development. This goal remains at the core of the heritage area’s identity and central purpose; the Journey will continue to be an advocate of “wise growth” that is consistent with preserving the region’s cultural, natural, historic, recreational and scenic resources.

Conservation + Advocacy Work

Since its founding in 2005, the Journey has been actively involved in preservation, conservation,

Table 3.8: Acres Conserved by the Piedmont Environmental Council within the JTHGNHA.

Year	Acres
2009	17,301
2010	10,100
2011	11,500
2012	8,800
2013	9,864
2014	6,114
2015	11,535
2016	6,385
2017	5,929
2018	6,907
2019	12,049
2020	5,264
2021	6,169
Total	117,917

and advocacy initiatives. Privileged by having multiple established and sophisticated partners leading the charge for such work within the region (including the Piedmont Environmental Council and the American Battlefield Trust), the Journey has positioned itself to be in a more supportive role, lending expertise, assistance, and regional connections when and where most useful. As valued partners, the Piedmont Environmental Council has conserved nearly 120,000 acres of land and the American Battlefield Trust has preserved more than 7,000 acres of historic battlefields within the boundaries of the Journey Through Hallowed Ground National Heritage area since its official designation in 2008 (see Tables 3.8 and 3.9)

Table 3.9: Battlefield Acres Preserved by the American Battlefield Trust within the JTHGNHA .

Year	Acres
2008 - 2016	5,984
2017	764
2018	7
2019	351
2020	137
2021	33
Total	7,275

The continued expansion of preserved battlefields in Culpeper County, VA, is an example of how the Journey works with multiple partners to secure positive conservation outcomes. Mobilized by the Brandy Station Foundation—a small non-profit organization dedicated to preserving the natural and historic resources of the Brandy Station area in Culpeper County—the Journey and the American Battlefield Trust worked together to raise \$3.6 million to acquire the 58 acres comprising the area known as Fleetwood Hill in 2013. Fleetwood Hill is considered the high-ground and historically most significant portion of the Brandy Station battlefield, but prior to its acquisition by the American Battlefield Trust it was privately owned and threatened by new development. In 2015, the Journey participated in several focus groups put together by the American Battlefield Trust to facilitate the transfer of the secured lands to the State of Virginia for permanent preservation and public access.

In early 2022 the announcement of a potential 88-acre data center development in Brandy Station further threatened the integrity of the area's historic battlefields and rural identity. The Journey helped connect representatives from the Brandy Station Foundation, Piedmont Environmental Council, American Battlefield Trust, and Culpeper



Bud Hall, local historian and co-founder of the Civil War Preservation Trust (now American Battlefield Trust) gives a tour of the conserved Brandy Station battlefield. (Photo source: Kaitlyn Levesque)

Battlefield Tours (among others) to advocate against such a development and instead to fully realize a longstanding dream of establishing a Virginia State Park in Culpeper centered around the area's rich history and agricultural landscape. As a result of the coalition's advocacy work, Preservation Virginia publicly called for additional protections for Brady Station battlefields (and others facing similar threats) in the organization's annual report on endangered historic sites. In late 2022 the application for the Brandy Station data center was withdrawn after the Culpeper County Planning Commission recommended denial of

the owner's request to rezone the proposed site for light industrial use—a decision influenced by conservation advocacy. In 2022, it was also announced that 1,700 acres in Culpeper County will in fact be established as a Virginia state park, the Culpeper Battlefields State Park, set to open in 2024. The Journey was a key member of this coalition. The heritage area often uses its extensive partnership network to act as a big picture organizer, building and supporting advocacy coalitions behind the scenes, but ultimately aims to center local groups and grassroots organizers as the leaders in these fights.

Living Legacy Tree Program

The Living Legacy Tree Planting Project was created to commemorate the Civil War Sesquicentennial by planting or dedicating one tree for each of the 620,000 soldiers who died in the Civil War (from both sides), as a living memorial for their individual and combined sacrifices. As of 2021, over 4,800 trees have been planted and dedicated as part of the Living Legacy project. These plantings have taken place throughout the Journey Through Hallowed Ground National Heritage Area, and have involved local schools, volunteers, historic sites, garden clubs, the National Guard, and many other members of the community who have been engaged in the history of this region through this project.

While the Living Legacy Tree Program is still active within the JTHGNHA, it has been deprioritized due to financial and political concerns. The original plan for this project was to line the JTHG Scenic Byway with commemorative trees, but the cost of maintaining healthy trees along a 180-mile corridor proved more costly than anticipated and the Journey now prioritizes planting groves of trees at partner sites where they can easily be cared for and monitored, as was done at Gettysburg in 2013. Recent national tension around Confederate monuments and memorials has also prompted the Journey to re-examine and re-contextualize the Living Legacy program, its founding mission of dedicating one tree for the 620,000 soldiers who died in the Civil War includes the casualty totals for both Union and Confederate armies; for this reason, trees are no longer dedicated to specific soldiers.

Section 4: Investments + Impacts in the JTHG National Heritage Area

Public Law 110-229, the authorizing legislation for the JTHGNHA, stipulates the following regarding federal appropriations:

Sec. 409. AUTHORIZATION OF APPROPRIATIONS

(a) AUTHORIZATION OF APPROPRIATIONS.—Subject to subsection (b), there are authorized to be appropriated to carry out this subtitle not more than \$1,000,000 for any fiscal year. Funds so appropriated shall remain available until expended.

(b) LIMITATION ON TOTAL AMOUNTS APPROPRIATED.—Not more than \$15,000,000 may be appropriated to carry out this subtitle.

(c) COST-SHARING REQUIREMENT.—The Federal share of the total cost of any activity under this subtitle shall be not more than 50 percent; the non-Federal contribution may be in the form of in-kind contributions of goods or services fairly valued.

This section of the evaluation explores the public and private investments that support JTHGNHA activities and how the heritage area's coordinating entity, the Journey, has met the above specified funding requirements.

4.1 Investment in JTHGNHA Activities

The investments that support JTHGNHA activities are divided into the following categories:

- Federal NPS Heritage Partnership Program (HPP) Funds: funds that are appropriated to NHAs by Congress and allocated to individual NHAs
- Other Federal NPS Funds: additional in-kind services/funds provided to the JTHGNHA by

the NPS in the form of the time of NPS staff who were part of the Commission.

- Non-Federal Matching Funds: Funds (both cash and in-kind) raised by the Journey to meet the heritage area's cost-sharing, or match, requirement, as specified in the authorizing legislation, including investments from state and local government, foundations, non-profit partner organizations, and private donors.

Table 4.1 shows that from 2009-2021 the investments made in the JTHGNHA totaled more than \$17 million. During this period, the JTHGNHA received \$3,228,205 in NPS HPP funds—well below the cap of \$15,000,000 set by its authorizing legislation. The annually allocated NPS HPP funds are subject to a 50/50 match requirement (for every dollar in NPS HPP funding spent, the Journey must contribute secure a dollar through non-federal funds). The match requirement is meant to share the federal government's cost for programs with state and local agencies and the private sector, as well as to promote the sustainability of programs past the life of the federal financial award. From 2009-2021 the JTHGNHA secured \$13,219,927 in matching funds, just over four times the required amount.

Table 4.2 and Figure 4.1 show the allocated NPS HPP funds, matching funds, and match ratio for the JTHGNHA by year. A match ratio of 1 denotes an equal expenditure of NPS HPP funds and matching funds (a 50/50 share of costs), thus a match ratio equal to or greater than 1 indicated that the JTHGNHA met its legal match requirement. The JTHGNHA match ratio has been consistently greater than 1, with an overall match ratio average of 5.02. The only exception is FY 2016, which represents only a six-month period as the Journey was transitioning from a calendar fiscal year to one which began in July (see disclaimer below Table 4.1).

Table 4.1: JTHGNHA Investments 2009-2021

Fiscal Year	NPS/ HPP Funds Allocated	Other Federal Funds Received	Non-Federal Matching Funds	Total Investment
2009	\$188,000	\$0	\$1,017,226	\$1,205,226
2010*	\$150,000	-	\$1,312,502	\$1,462,502
2011	\$147,000	\$100,000	\$1,377,874	\$1,624,874
2012	\$147,000	\$115,000	\$889,533	\$1,151,533
2013	\$150,000	\$0	\$1,851,105	\$2,001,105
2014*	\$150,000	-	\$773,002	\$923,002
2015	\$300,000	\$58,529	\$524,282	\$882,811
2016	\$300,000	\$49,238	\$183,150	\$532,388
2017	\$300,000	\$20,415	\$1,271,317	\$1,591,732
2018	\$327,720	\$109,907	\$961,074	\$1,398,701
2019	\$332,097	\$30,000	\$1,128,114	\$1,490,211
2020	\$336,388	\$0	\$945,914	\$1,282,302
2021	\$400,000	\$314,810	\$984,834	\$1,699,644
Total	\$3,228,205	\$797,899	\$13,219,927	\$17,246,031

The Journey Through Hallowed Ground Partnership has changed fiscal years twice since its establishment (in 2016 and again in 2017), dates for all financial reporting are as follows: 2009-2015 (calendar year), 2016 (01/01/16-06/30/16), 2017 (07/01/16-09/30/17), 2018-2021 (October 1 - September 30).

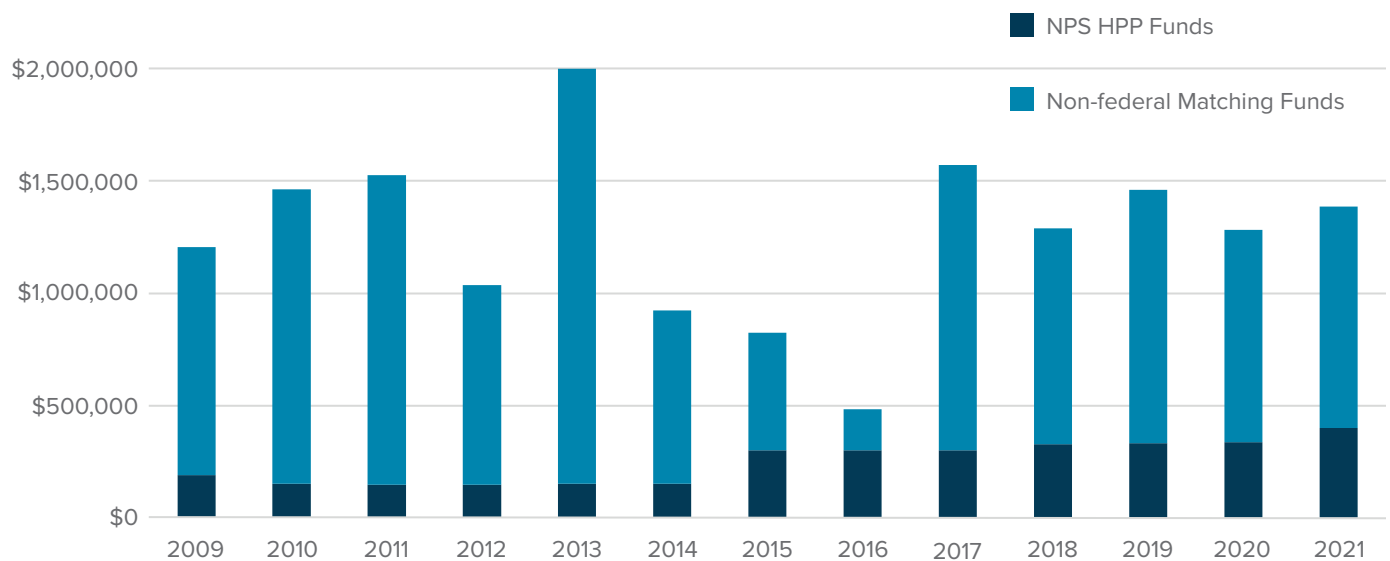
Self-reporting forms, audits, and tasks agreements were used to report on fiscal years 2009-2014. Data for fiscal years 2015-2021 was collected from similar sources but was also compiled with the assistance of the Journey's financial manager.

**Indicates financial reporting resources were missing or incomplete, thus the amount of other Federal funds received is unknown.*

Table 4.2: JTHGNHA Match Ratio

Fiscal Year	NPS HPP Funds Allocated	Non-Federal Matching Funds	Total	Match Ratio
2009	\$188,000	\$1,017,226	\$1,205,226	5.41
2010	\$150,000	\$1,312,502	\$1,462,502	8.75
2011	\$147,000	\$1,377,874	\$1,524,874	9.37
2012	\$147,000	\$889,533	\$1,036,533	6.05
2013	\$150,000	\$1,851,105	\$2,001,105	12.34
2014	\$150,000	\$773,002	\$923,002	5.15
2015	\$300,000	\$524,282	\$824,282	1.75
2016	\$300,000	\$183,150	\$483,150	0.61
2017	\$300,000	\$1,271,317	\$1,571,317	4.24
2018	\$327,720	\$961,074	\$1,288,794	2.93
2019	\$332,097	\$1,128,114	\$1,460,211	3.40
2020	\$336,388	\$945,914	\$1,282,302	2.81
2021	\$400,000	\$984,834	\$1,384,834	2.46
Total	\$3,228,205	\$13,219,927	\$16,448,132	5.02

Figure 4.1: NPS HPP Funds and Non-Federal Matching Funds 2009-2021



NPS HPP funding is capped at \$150,000 for heritage areas without an approved management plan. From 2009-2014, as the Journey was still developing its management plan, the heritage area's annual HPP allocation remained at \$150,000 or below (apart from the first year of allocation which was \$188,000). The JTHGNHA Management Plan was approved by the NPS on September 15, 2014; the next year, the heritage area's HPP fund allocation doubled to \$300,000. This level of HPP funding remained steady for several years before slowly rising. In 2021 the JTHGNHA's allocation of HPP funding was \$400,000, an all-time high for the heritage area.

From 2009-2021, other Federal sources provided at least \$797,899 in non-match eligible funding for the heritage area, including support from the Federal Highway Administration to create and implement a master signage and graphic identity plan for the JTHG Scenic Byway and the National Endowment for the Humanities for student programming. Federal Highway Administration, administered by the Virginia Department of Transportation, grants are set to total more than \$2,000,000 but are distributed to the Journey in smaller amount as reimbursement grants for work completed.

Table 4.3: JTHGNHA Non-Federal Matching Funds by Source 2009-2021

Fiscal Year	State Funds	Local Funds	Private + Partner Funds	Total Matching Funds
2009	\$50,000	\$157,000	\$810,226	\$1,017,226
2010*	-	-	\$1,312,502	\$1,312,502
2011	\$50,000	\$45,000	\$1,282,874	\$1,377,874
2012	\$25,000	\$88,848	\$775,685	\$889,533
2013	\$500,000	\$83,330	\$1,267,775	\$1,851,105
2014*	-	-	\$773,002	\$773,002
2015	\$0	\$5,652	\$518,630	\$524,282
2016	\$0	\$14,194	\$168,956	\$183,150
2017	\$0	\$26,244	\$1,245,073	\$1,271,317
2018	\$0	\$2,785	\$958,289	\$961,074
2019	\$1,726	\$0	\$1,126,388	\$1,128,114
2020	\$22,718	\$0	\$923,196	\$945,914
2021	\$0	\$0	\$984,834	\$984,834
Total	\$649,444	\$423,053	\$12,147,430	\$13,219,927

**Indicates financial reporting resources were missing or incomplete, thus category breakdowns of matching government funds are unknown.*

Table 4.4: JTHGNHA Non-Federal Matching Funds by Type 2009-2021

Fiscal Year	Cash Matches	In-Kind Matches	Total Matching Funds
2009	\$939,509	\$77,717	\$1,017,226
2010	\$1,290,154	\$22,348	\$1,312,502
2011	\$1,350,837	\$27,037	\$1,377,874
2012	\$888,215	\$1,318	\$889,533
2013	\$1,851,105	\$0	\$1,851,105
2014	\$687,980	\$85,022	\$773,002
2015	\$489,496	\$34,786	\$524,282
2016	\$150,880	\$32,270	\$183,150
2017	\$1,264,101	\$7,216	\$1,271,317
2018	\$928,548	\$32,526	\$961,074
2019	\$1,128,114	\$0	\$1,128,114
2020	\$945,914	\$0	\$945,914
2021	\$984,834	\$0	\$984,834
Total	\$12,899,687	\$320,240	\$13,219,927

Tables 4.3 and 4.4 respectively provide a breakdown of matching funds by source (state, local, or private/partner) and type (cash or in-kind). Totalling more than \$12,000,000, private/partner funds (which includes contributions from foundations, corporations, and individual donors such as the History Channel, Ancestry.com, and College Board, among many others) account for the overwhelming majority of the JTHGNHA's matching funds. State and local funds have played an important though notably small role in financially supporting the heritage area's ongoing work, likely a reflection of the JTHGNHA's complex geography (spanning 4 states and 15 counties) and close connection to stories that have national significance. Thus far, the JTHGNHA has received

most of its state and local funding from Virginia (which houses the largest section of the heritage area), including contributions from the state's departments of Education and Transportation.

Similarly to state and local funds, in-kind donations have been a small, sometimes negligible, percentage of the Journey's non-federal matching funds and were reported as \$0 for certain years (2013, 2019, 2020, 2021). As discussed above, the JTHGNHA secures the vast majority of its non-federal match funding through partner organizations and private donors, therefore in-kind donations have not been a priority for the heritage area to track.

Table 4.5 JTHGNHA Expenditures 2009-2021

Year	Programmatic Expenditures		Operational Expenditures		Total
	Dollar Amount	% of Budget	Dollar Amount	% of Budget	
2009	\$885,017	88%	\$117,652	12%	\$1,002,669
2010	\$777,437	84%	\$145,362	16%	\$992,799
2011	\$1,279,088	92%	\$104,726	8%	\$1,383,814
2012	\$1,122,093	93%	\$82,793	7%	\$1,204,886
2013	\$1,028,821	89%	\$127,912	11%	\$1,156,733
2014	\$1,022,060	87%	\$154,900	13%	\$1,176,960
2015	\$1,244,223	84%	\$233,794	16%	\$1,478,017
2016	\$437,610	77%	\$129,155	23%	\$566,765
2017	\$843,494	72%	\$329,418	28%	\$1,172,912
2018	\$1,447,990	90%	\$156,242	10%	\$1,604,232
2019	\$1,398,945	90%	\$158,660	10%	\$1,557,605
2020	\$901,296	86%	\$150,953	14%	\$1,052,249
2021	\$920,219	86%	\$145,748	14%	\$1,065,967
Total	\$13,308,293	87%	\$2,037,315	13%	\$15,345,608

4.2 Use of Financial Resources

The Journey uses funding (from HPP, matching, and non-matching sources) to support day-to-day operational expenses (including salary, fundraising, and other administrative costs), as well as programmatic activities—the initiatives and projects that Journey creates, directs, and sustains. Table 4.5 provides a breakdown of these yearly expenditures. The Journey has spent \$2,037,315 on operational expenses from 2009-2021 (approximately 13% of its total expenditures). Yearly operational expenses for the Journey are in line with the organization’s overall spending trend (ranging somewhere between 10-14% annually for most years). 2015-2017 saw a rise in operational

spending (hitting 28% in 2017) due to the Journey’s organizational restructuring, multiple changes in fiscal years (see disclaimers below Table 4.1), and a large fundraising push ahead of the launch of the National History Academy in 2018. By 2018 operational spending had fallen back to 10%.

Figures 4.2 shows the allocation of the programmatic expenditures by activity area: education, heritage tourism, and preservation/conservation from 2015-2021. Because the Journey’s financial statements did not delineate spending by program and many, if not all, of the Journey’s undertakings are in service of multiple activity areas, PennPraxis worked with the Journey to provide estimates of spending in the activity

Figure 4.2: JTHGNHA Programmatic Spending by Activity Area, 2015-2021.

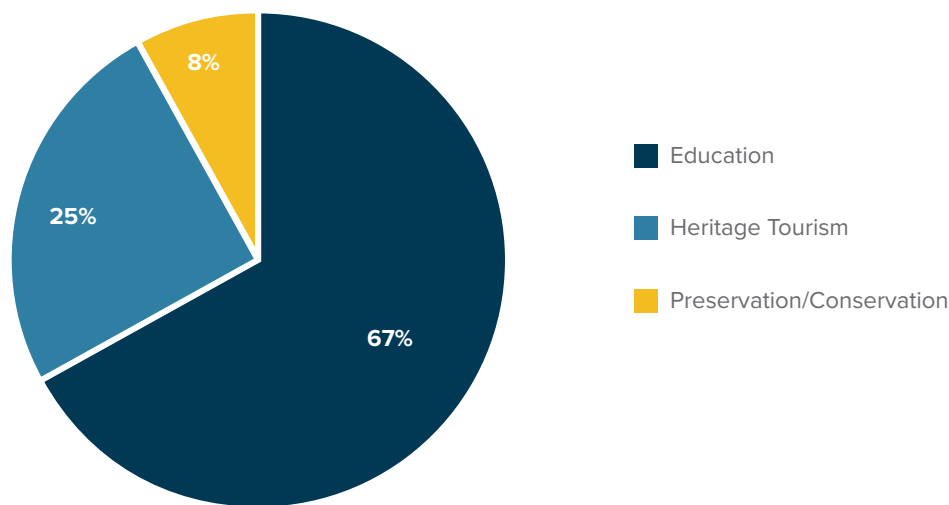
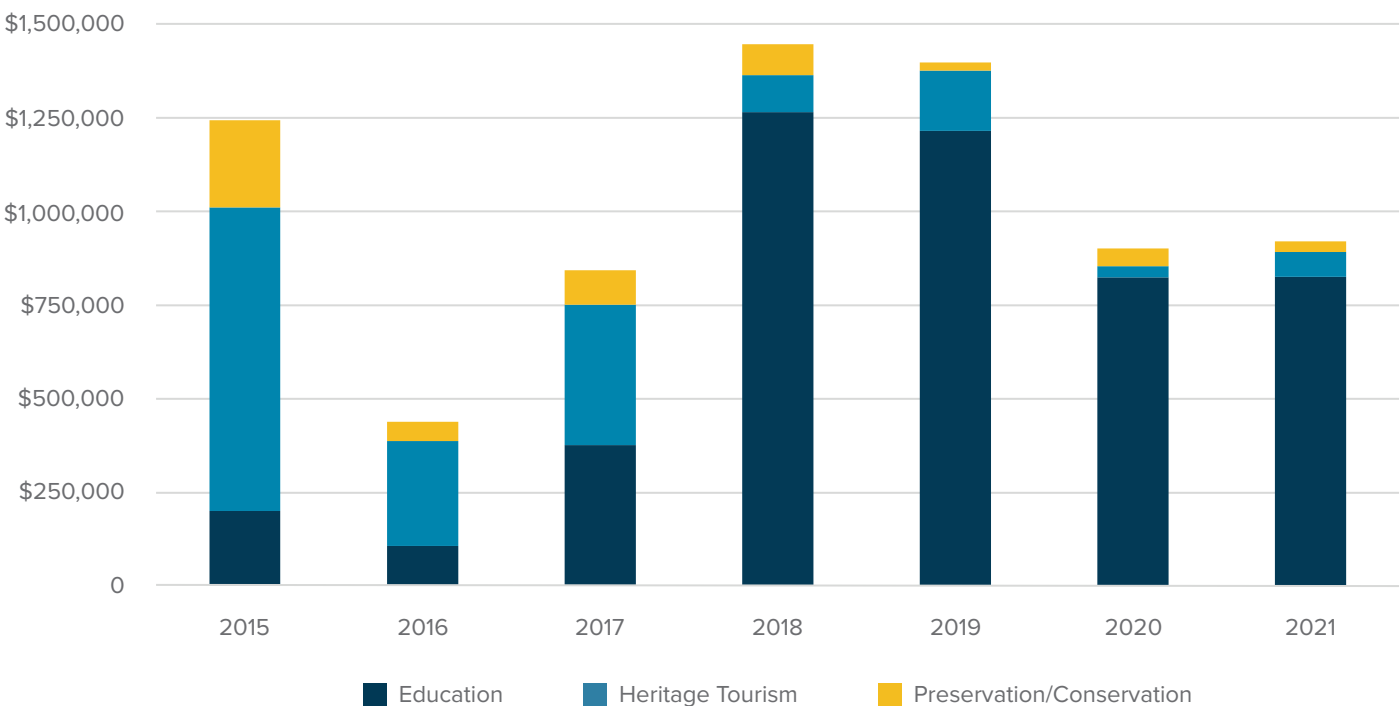


Figure 4.3: JTHGNHA Programmatic Spending by Activity Area, Yearly Breakdown 2015-2021.



areas utilized throughout this evaluation. Due to the 2015 change in staff and inconsistent financial bookkeeping prior to 2015, estimates of programmatic spending by individual activity area are not available for 2009-2014. Examples of the types of programmatic expenses noted in the

Journey’s financial statements for this period are transportation, marketing, camp registration fees, and event sponsorship—among others.

In line with the priorities of the Journey, since 2015 the largest program expenditures have

occurred within the activity area of education (67% of funds), followed by heritage tourism (25% of funds), and finally preservation/conservation (8% of funds). In 2015 education represented just 16% of the Journey's program expenditures; under new leadership and direction this number grew and since 2018 (the inaugural year of the National History Academy) education has accounted for approximately 90% of the Journey's annual program expenditures (see Figure 4.3).

4.3 Impact of Investment

Based on the data available for analysis, the investments made by the Journey have successfully met and exceeded the 50 percent cost-sharing requirement of the JTHGNHA's authorizing legislation. Between 2009 and 2021, the Journey leveraged over five times the NPS HPP funds it received (see Table 4.3) and secured additional Federal non-matching funds; generating a total investment of over \$17 million for the region (see Table 4.1).

In examining the use of JTHGNHA investment, the evaluation concludes that the Journey has expended said funds in a manner that aligns with the goals and purposes specified by the heritage area's management plan and authorizing legislation and has shifted its spending between program areas, over time, reflecting the changing priorities of the organization's leadership.

Economic Impact of the JTHGNHA

In 2015, the economic consulting firm Tripp Umbach was retained by the Heritage Development Partnership (using Heritage Partnership Programs funds) to complete a comprehensive economic impact study for the JTHGNHA. Utilizing the industry standard software IMPLAN, a microcomputer-based input-output modeling system, Tripp Umbach has completed economic impact studies for more than a dozen NHAs. The goals of the NHA economic impact studies included the following:

- To quantify economic impacts of tourism in the areas coinciding with NHAs

- To quantify the economic and employment impacts of NHA operations on their individual NHA service areas utilizing the methodology used in the previous studies.
- To demonstrate the broader community impact that NHAs have within their geographic areas of operation.

The study estimated that tourism in the Journey Through Hallowed Ground National Heritage Area (MD, PA, VA, and WV) generates \$703.0 million in economic impact, supports 8,401 jobs, and generates \$51.1 million in tax revenue annually. Data used to calculate impacts was based on three-year averages from 2012 – 2014. In addition to this regional assessment of tourism impacts, the study estimated the more modest, but still substantial, economic impact of JTHGNHA operating expenditures, the number of NHA employees, funding from NHAs specific to capital and construction activities, funding from NHAs for educational and support grants, plus any additional public or private matching dollars associated with the NHA grant.

Section 5: Success + Sustainability of the JTHG National Heritage Area

5.1 Defining Sustainability

The third and final question guiding this evaluation of the Journey Through Hallowed Ground National Heritage Area asks how the coordinating entity's management structure, partnerships, and current funding contribute to the heritage area's sustainability. To answer this, we have adopted the definition of sustainability developed by the National Heritage Area stakeholders. Sustainability for an NHA is as follows:

...the National Heritage Area coordinating entity's continuing ability to work collaboratively and reciprocally with federal, state, community, and private partners through changing circumstances to meet its mission for resource conservation and stewardship, interpretation, education, recreation and economic development of nationally significant resources.¹

Critical components of sustainability for a National Heritage Area include, but are not limited to:

- The coordinating entity and NPS honoring the legislative mandate of the NHA;
- The coordinating entity's management capacity, including governance, adaptive management (such as strategic planning), staffing, and operations;
- Financial planning and preparedness including the ongoing ability to leverage resources in support of the local network of partners;
- Partnerships with diverse community stakeholders, including the heritage area serving as a hub, catalyst, and/or coordinating entity for ongoing capacity building; communication; and collaboration among local entities;

- Program and project stewardship where the combined investment results in the improved economic value and ultimately long-term quality of life of that region; and
- Outreach and marketing to engage a full and diverse range of audiences.

The following sections assess the JTHGNHA's ability to meet these components of sustainability by drawing on data previously discussed in the evaluation.

5.2 Honoring the Legislative Mandate of the JTHGNHA

As discussed in Section 3 of this report, the heritage area's authorizing legislation (Public Law 110-229) identified seven purposes for the establishment of the JTHGNHA:

- To recognize the national importance of the natural and cultural legacies of the area, as demonstrated in the study entitled "The Journey Through Hallowed Ground National Heritage Area Feasibility Study" dated September 2006;
- To preserve, support, conserve, and interpret the legacy of the American history created along the National Heritage Area;
- To promote heritage, cultural and recreational tourism and to develop educational and cultural programs for visitors and the general public;
- To recognize and interpret important events and geographic locations representing key developments in the creation of America, including Native American, Colonial American, European American, and African American heritage;

1. The definition and critical components of sustainability for NHAs were agreed upon during development of National Heritage Area Evaluation Guide (2012).

- To recognize and interpret the effect of the Civil War on the civilian population of the National Heritage Area during the war and post-war reconstruction period;
- To enhance a cooperative management framework to assist the Commonwealth of Virginia, the State of Maryland, the Commonwealth of Pennsylvania, the State of West Virginia, and their units of local government, the private sector, and citizens residing in the National Heritage Area in conserving, supporting, enhancing, and interpreting the significant historic, cultural, and recreational sites in the National Heritage Area; and
- To provide appropriate linkages among units of the National Park System within and surrounding the National Heritage within and surrounding the National Heritage Area, to protect, enhance, and interpret resources outside of park boundaries.

These purposes were used as the foundation for the JTHGNHA's management plan, which has shaped the activities, initiatives, and partnerships the JTHGNHA has developed. The relationship between the JTHGNHA's legislative purposes, management goals, and activities is best illustrated by Figure 3.1, found earlier in this report. The legislative purposes of the JTHGNHA have remained foundational to the work and mission of the heritage area's coordinating entity, the Journey

5.3 Management Capacity of the Journey

The assessment of the Journey's management capacity is based on the performance of the entity's board, leadership, and staff; their ability to strategically plan and weather management changes; and the level of monitoring and recordkeeping conducted.

5.3.1 GOVERNANCE, LEADERSHIP, AND OVERSIGHT

The coordinating entity for the JTHGNHA is the Journey Through Hallowed Ground Partnership

(the Journey), a 501(c)(3) nonprofit organization. As discussed in Section 2, the Journey was founded in 2005 and designated as the JTHGNHA's coordinating entity in 2008 when the heritage area was officially established.

Board of Directors

The Journey is overseen by a Board of Trustees (the Board), which develops and maintains the guiding mission, vision, and values of the Journey and ensures that these values are reflected in the actions of the organization. The Board is responsible for shaping the Journey's future, selecting the President, reviewing annual budget, adopting policies, providing expertise, building and maintaining the Journey's reputation, reviewing initiatives, monitoring the Journey's performance, and assessing Board performance. The Board of Trustees currently consists of 12 members, though it may expand to as many as 25 Trustees. Trustees serve three-year terms, subject to two consecutive terms; elected officers may serve unlimited terms. Details regarding Board members (their backgrounds, positions, and length of tenure) are shown in Section 2 of this report (see Table 2.3 on page 21). There is no financial commitment to serving on the Board, though Board members with this capability are valued. Members can instead devote committee time, professional knowledge, or connections from their networks to the heritage area.

The Board possesses a mix of long-term and more recent appointees, this has created stability for the Journey while still allowing for the inclusion of new perspectives. The tenure of three board members predates the official designation of the JTHGNHA and nine members have served for at least seven years. There have been three new appointments in the past two years. While the Board is represented by a wide variety of accomplished individuals with valuable skills and expertise (financial, legal, tourism, etc.) it is noticeably not diverse (in terms of race, ethnicity, and age). The Journey and the Board are aware of this deficiency and are seeking to expand the Board (there is legally room for up to 13 additional members) to be more representative of the diverse history of the JTHGNHA and region. The COVID-19 pandemic slowed progress in this

pursuit, but multiple Board and staff members mentioned the diversification of the Journey's Board as an immediate goal.

Executive Director and Staff

In 2016 the Journey restructured from 12 full-time employees to four; with a handful of part time support throughout the year and additional part time staff hired each summer to support the Journey's educational programming (see Table 2.2 on page 20 for more details).

William (Bill) Sellers has served as the President and CEO of the Journey since 2015. He has extensive experience in education, law, and nonprofit management. Bill received a Bachelor of Arts degree in American History from Harvard University and a law degree from the University of Missouri. Among other positions, he has served on the Board of the Alliance of National Heritage Areas, as President of the Association of Military Colleges and Schools of the United States; on the Presidential Advisory Committee to Missouri's Coordinating Board of Higher Education; on the Board of Trustees of the State Historical Society of Missouri; and on the Board of Directors of the Harvard Alumni Association. As the Journey's second President and CEO Bill oversaw the organizational restructuring process that took place in 2016, reducing the number of fulltime Journey staff members—a move made to reduce costs and ultimately serve the JTHG region in a more focused way. Bill also pivoted the Journey's focus more heavily to education and advocacy initiatives, having recognized substantial opportunities for JTHGNHA in these pursuits while the region's tourism development and marketing sector was performing at a high level. He created and launched the National History Academy, which ran for its fifth summer during 2022 and has been well integrated to longstanding JTHGNHA partnerships and programs. There is enthusiastic support for Bill and the work he's done with the Journey from staff, Board members, and partner organizations.

Michelle Burrelli is the Chief Operating Officer of the Journey. She has been with The Journey since 2010 and has built relationships with partner historic

sites as the Director of Regional and Strategic Partnerships, managed the National Heritage Area program as the Director of the National Heritage Area. Since assuming the role of as COO in 2015, she manages all daily operations for the organization. Michelle received a Bachelor of Arts degree in Art History from the University of Illinois and a Master's degree in Museum and Gallery Studies from the University of St Andrews.

The other two fulltime Journey staff members are Katie Smolar (Director of Education Programs, National History Academy) and Katherine Wilkins (Director of Public Outreach and Community Engagement). While they have specific areas of expertise and designated roles, operating an organization with just four fulltime employees often means everyone is contributing to a diversity of projects. There are inevitable capacity challenges with maintaining such a small staff that serves a large National Heritage Area, there are only so many people available to take on so many projects/partnerships, but the team has risen to the occasion and sees their dexterity as a strength. With this new organizational model, the Journey doesn't need to raise money just to keep staff paid, it can pivot between projects much more efficiently and hire consultants or part time staff to fill needs as they arise.

5.3.2 STRATEGIC PLANNING AND ADAPTIVE MANAGEMENT

Because the Journey, as a nonprofit organization, predates the establishment of the JTHGNHA, early strategic planning and adaptive management activities were primarily outlined by the JTHGNHA Feasibility Study (2006) and the JTHGNSB Corridor Management Plan (2009). The aforementioned documents were heavily used in the creation of the JTHGNHA Management Plan, which was not approved by the Secretary of the Interior until 2014 (six years after designation). The JTHGNHA Management Plan was created internally by the Journey staff, who viewed the plan more as a requirement than a tool; this ultimately resulted in a weak management plan, more focused on existing initiatives/successes rather than long-term organizational planning and use.

With the 2015 shift in organizational leadership and subsequent restructuring it became apparent that the 2014 management plan needed revision: it was unrealistic in some regards, and not aligned with the amount of money the heritage area was receiving and could be expected to continue raising sustainably. In 2019 the Journey authored a Management Plan Appendix to refine and refocus the organization's goals and work. Though direct, the Appendix is lacking in detail and dynamism and could be expanded to provide more strategic planning and management guidance (particularly around succession planning and continuing to grow/evolve the National History Academy). Nevertheless, the Journey's ability to recognize and respond to a management plan that, while ambitious, was not serving the organization well shows that the organization is adaptable and committed serving the JTHG region in accordance with its statutory requirements and strategic goals.

5.3.3 MONITORING AND RECORD KEEPING

The Journey has demonstrated a satisfactory capacity for monitoring and record keeping, though the collection of data on measurable goals and specific financial spending has varied with changes in organizational leadership and NPS reporting requirements. The shift in organizational management is clearly legible in the Journey's records: prior to 2015 there is a lack of easily accessible and well-organized data (for both financial and programmatic documentation). Overall, data collection and financial reporting since 2015 has been greatly improved (the Journey also now employs a part-time controller), though a lack of consistent reporting requirements or resources to do in depth monitoring work (as has been periodically mentioned in the JTHGNHA's NPS self-reporting forms) still contributes to some recordkeeping limitations. There were a few discrepancies between how the two different management eras thought about and monitored the Journey's work (as is seen with the yearly reported partnership numbers and shift in fiscal years). This is not unexpected given the significant organizational change, though it still affected the evaluation team's ability to document and report on the heritage area's impacts consistently and efficiently.

5.4 Partnerships

The Journey has over the years been seen by partners as the connective tissue of the region, capable of facilitating larger conversations around heritage tourism, conservation, and education. Through all aspects of its work, the Journey is building (and deepening) coalitions and relationships between individual sites, leaders, organizations, and programmatic activities across the region. It has used this extensive network of collaborators to adjust and pivot as needs arise within the heritage area; the Journey may not be in contact with everyone all the time but can use its relationships to act as a big picture organizer, mobilizing and connecting other partners around similar interests or concerns.

As detailed in Section 2.3 of this report, the JTHGNHA has more than 350 annual partners including government agencies (at the local, state, and federal levels), civic and nonprofit organizations, advocacy groups, individual historic sites (both large and small), National Park units, Destination Marketing Organizations, and private foundations. The Journey is always actively searching for interesting stories and new partners to continue to tell the diverse history of the JTHG region. As can be expected for an area as large as the JTHGNHA, there is a fair amount of staff turnover at partner organizations/entities; the Journey provides consistency and direction for the region on education, conservation, and heritage tourism matters—an embodiment of sustainability.

In the evaluation team's interviews, conversations, and research there was a clear and consistent theme that JTHGNHA's partnership work has added, and continues to add, value to this large region's heritage work.

5.5 Financial Sustainability

In order for an NHA to be financially sustainable it must have sufficient funds to cover its operating and programmatic expenses. Table 5.1 shows federal revenue (HPP funds); other revenue; total revenue; and total expenses, by year, for the JTHGNHA. The Journey has been able to

Table 5.1: JTHGNHA Revenue Sources and Total Expenses

Fiscal Year	Federal Revenue	Other Revenue	Total Revenue	Total Expenses
2009	\$188,000	\$920,424	\$1,108,424	\$1,002,669
2010	\$150,000	\$1,276,265	\$1,426,265	\$922,799
2011	\$147,000	\$2,738,867	\$2,885,867	\$1,383,814
2012	\$147,000	\$992,136	\$1,139,136	\$1,204,886
2013	\$150,000	\$1,615,852	\$1,765,852	\$1,156,733
2014	\$150,000	\$730,832	\$880,832	\$1,176,960
2015	\$300,000	\$986,654	\$1,286,654	\$1,478,017
2016	\$300,000	\$700,000	\$1,000,000	\$566,765
2017	\$300,000	\$1,577,804	\$1,877,804	\$1,172,912
2018	\$327,720	\$1,475,520	\$1,803,240	\$1,604,232
2019	\$332,097	\$1,545,264	\$1,877,361	\$1,557,605
2020	\$336,388	\$1,282,303	\$1,618,691	\$1,052,249
2021	\$400,000	\$1,104,815	\$1,504,815	\$1,065,967
Total	\$3,228,205	\$16,946,736	\$20,174,941	\$15,345,608

leverage millions of dollars to supplement the initial NPS federal investment while covering the full programmatic and operational expenses of the heritage area.

Two major steps the Journey has taken to secure financial sustainability have been restructuring the organization and, as a result of that effort, developing the National History Academy. In 2015, when Bill Sellers took over as CEO and President, the Journey reduced its number of full-time staff from 12 to four. This was done to internally assess the performance and potential of existing programs and allow the organization to refocus its priorities. The Journey took a step back from programs that were underachieving or viewed as unsustainable (for example, the Certified Tourism Ambassador

and the Living Legacy Tree Programs) and freed up funds for the development of new programs that continued to advance the mission of the JTHGNHA. As a part of this restructuring, the Journey also sold its physical office space, a small building in Waterford, VA, which was purchased in 2010 by the original Journey leadership. Waterford is a small town that doesn't receive much tourist visitation; with a reduced full-time staff spread out across the heritage area, it was a logical cost saving decision to part with the building.

The National History Academy, the Journey's residential and online summer program for high school students, was developed under Bill's leadership to further expand the heritage area's educational offerings. It brings high achieving

students from across the county (and abroad) together to learn about history and civics through the resources and stories of the JTHGNHA. This program has allowed the Journey to cultivate new partnerships across the nation and provides an opportunity for additional revenue through program tuition (see Table 3.2 on page 34). While the National History Academy is considered a financially sustainable program and could continue without NPS funding, HPP funding is essential for sustaining the Journey's organizational capacity. NPS HPP funding is reliable and flexible, it keeps the organization running (many foundation grants have limitations on overhead or cannot be relied on annually) and allows the Journey to quickly pivot where needs arrive.

5.6 Sustainability Summary

The evaluation found that the JTHGNHA has a number of the critical components of sustainability in place. It has the necessary governance, leadership, staff, and partnerships to operate a sustainable NHA. Both NHA designation and the NPS HPP funding are integral to the sustainability of the JTHGNHA, however. Federal funding has provided flexibility, a consistent source of discretionary funds, and ability to leverage other resources, key assets to enable the NHA to act as much-needed partnership-builder and connector for the rapidly developing region. With these resources, JTHGNA joins stakeholders (of all levels, from grass-root organizers to nationally established foundations) around the heritage area's mission to promote and support civic engagement through history education, economic development through heritage tourism, and the preservation of cultural landscapes.

