



Journey Through Hallowed Ground National Heritage Area

Evaluation Findings

Prepared by:
Urban Heritage Project
University of Pennsylvania
Philadelphia, PA

Prepared for:
United States National Park Service
Washington D.C.

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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 (JTHG NHA). 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 JTHG NHA'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 mandated by the JTHG NHA'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. PennPraxis' Urban Heritage Project at the University of Pennsylvania's Stuart Weitzman School of Design prepared this report on behalf of the National Park Service. The evaluation covers the years 2008-2021, it began in 2022 and concluded in 2023. The JTHG NHA was reauthorized in early 2023 while this evaluation was in progress.

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. Under the leadership of the organization's first CEO and President Cate Magennis Wyatt, the Journey's foundational years were characterized by cultivating partnerships and developing regional collaboration. While it experienced many early successes, the Journey ultimately lacked a focused plan to properly sustain the organization. Both the Board and current CEO and President William Sellers have acknowledged this shortcoming and have prioritized organizational sustainability in recent years, focusing energy on educational offerings and restructuring the organization to support fewer staff (a cost saving move and response to the realization the organization was growing too fast without a



The Eternal Light Peace Memorial in Gettysburg National Military Park. (Photo source: Kaitlyn Levesque)

clear direction). In its nearly 15 years serving as the coordinating entity for the JTHG NHA, 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, 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 activities. However, both the Journey and NPS representatives expressed frustrations that the NPS does not have structures in place to cultivate robust

and sustained partnerships between individual park unit staff and leadership about the NHA program.

While tourism, conservation, and education have always been the Journey's primary activities, recently the organization has focused more acutely on education (an area in which Journey leadership felt the region was lacking). In 2018 the Journey launched the National History Academy, a multi-week residential summer program for high school students that uses the JTHG NHA as an outdoor classroom. The program has brought young 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; it is the NHA's sustainability plan.

The Journey has met the expectations of its authorizing legislation having created a strong management framework, secured more than \$13 million dollars in matching funds to the \$3,228,205 NPS funds received, 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 2023, Congress has designated 62 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, a 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. It is the coordinating entity's responsibility to develop and implement a management plan (which must be approved by the Department of Interior) 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.

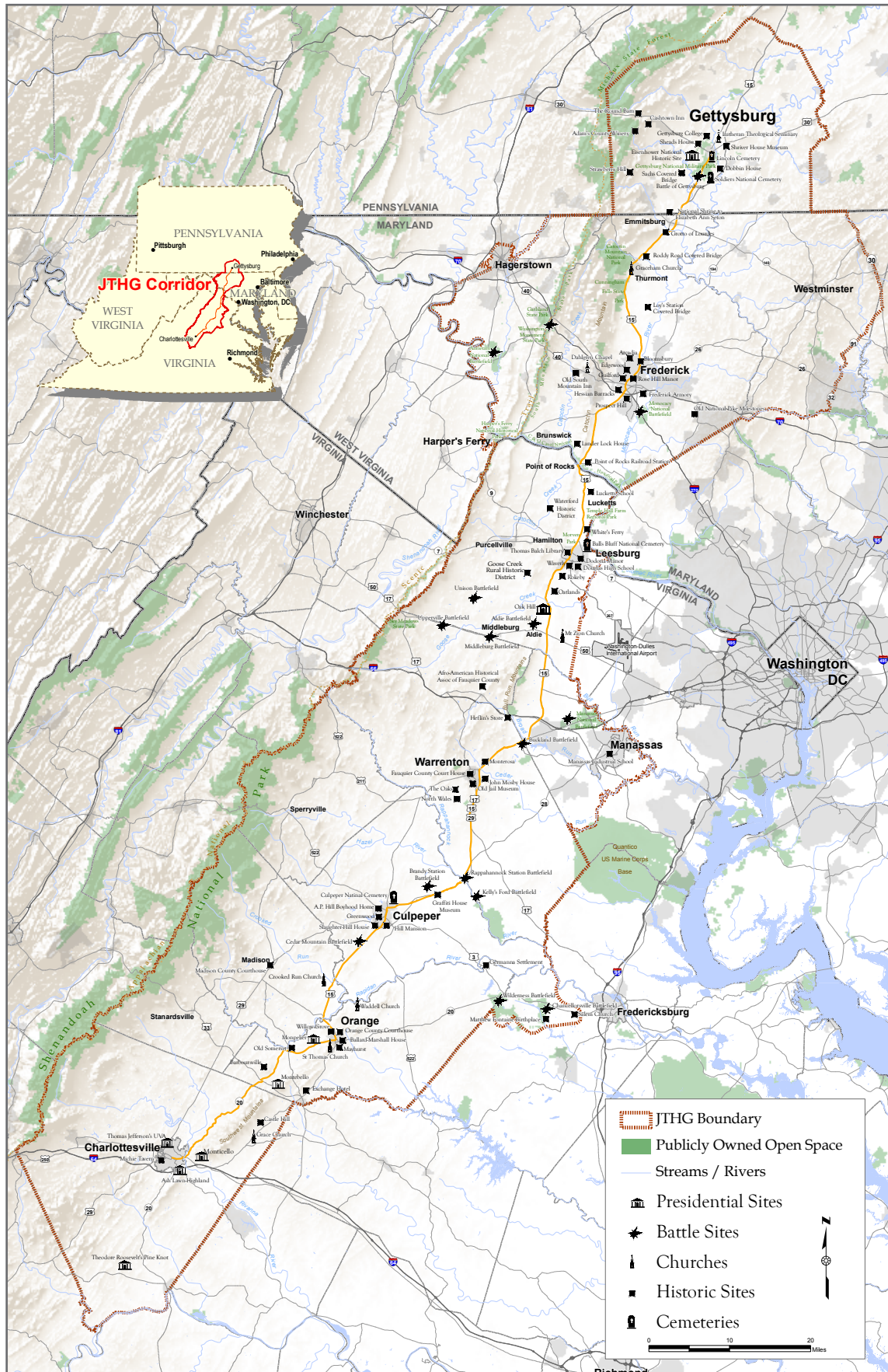
1.2 *Purpose of Report*

By law, JTHG NHA 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 (JTHG NHA) was designated as an NHA in 2008 and was scheduled to face its funding authority sunset in May 2023; however, the JTHG NHA was reauthorized under new legislation in January of 2023 while this evaluation was concluding. 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 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 JTHG NHA; 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](#)

Figure 1.1: Map of the JTHG NHA



Source: JTHG NHA Management Plan.

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 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 (JTHG NHA) 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 JTHG NHA 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
- 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 JTHG NHA is the Journey Through Hallowed Ground Partnership (the Journey), a non-profit organization established in 2005 and overseen by a 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 JTHG NHA.

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

Table 1.1: JTHG NHA Overview

Designation	The Journey Through Hallowed Ground National Heritage Area was designated as a National Heritage Area in 2008 via Public Law 110-229. Its management plan was approved by the Department of the Interior in 2014.
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 National Scenic Byway
Area of Encompassment	The Heritage Area shall consists 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 Culpeper, 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 four full-time staff members, and a handful of seasonal staff that support summer educational programs.
National Park Partners	<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) • 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 • 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.



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

context. As such, the Guide outlines a three-phase 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 JTHG NHA

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

- JTHG NHA authorizing legislation
- JTHG NHA management plans and past reports

- Annual reports from the coordinating entity (the Journey)
- Details regarding organizational structure for the JTHG NHA and its coordinating entity

Early in the evaluation process UHP 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, UHP developed a project-specific logic model, data collection plan, and interview protocols for the JTHG NHA.

1.4.2 DATA COLLECTION

Data was collected from heritage area documents and financial statements, multiple JTHG NHA 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, UHP worked with Journey staff to secure documentation supporting the following areas:

- Historical aspects and unique features of the JTHG NHA
- The JTHG NHA'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 JTHG NHA partner network
- Community response and relationship to the JTHG NHA

UHP conducted Individual interviews with former and current Journey staff and board members to better understand the NHA's background and path to designation, the organizational structure of the coordinating entity (and its evolution over time), the nature of the Journey Through Hallowed Ground region and its heritage area partners, and their perspectives on key accomplishments and challenges for the JTHG NHA. Additionally, UHP 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)
- 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)
- Monocacy National Battlefield (Tracey Evans, Ranger)

- National History Academy (teaching staff and students)
- National Trust for Historic Preservation (Elizabeth Meritt, Deputy General Counsel)
- The Piedmont Environmental Council (Adam Gillenwater, Senior Policy Manager & Field Representative; Chris Miller, President)
- River & Trail Outfitters (staff)
- Ed Clark (Acting Superintendent at Mojave National Park, former Superintendent at Gettysburg National Military Park and Manassas National Battlefield, former National Heritage Area Coordinator)
- Beth Erickson (President and CEO of Visit Loudoun, former Vice President of the Journey Through Hallowed Ground Partnership)
- Dennis Frye (retired Historian for Harpers Ferry National Historical Park)
- 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 JTHG NHA, 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 UHP made two in-person visits to the JTHG NHA to gather first-hand information about the heritage area. The first visit was held from May 9-10, 2022. During this visit UHP:

- Met in person with Journey staff (William Sellers, CEO and President and Michelle Burrelli, Chief Operating Officer)

- Drove 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 UHP:

- 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 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 JTHG NHA, 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 JTHG NHA'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 JTHG NHA and the impacts of these investments. Section 5 presents an analysis of the interrelationship of the JTHG NHA's staffing and ability to obtain resources and achieve sustainability.

1.4.4 EVALUATION LIMITATIONS

UHP has worked to ensure this evaluation methodology appropriately and thoroughly addresses the JTHG NHA'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 marked two distinct periods in the organization's work. While continuity was maintained between these two periods of leadership through some board members, staff, programs, and partnerships, differences in goals, priorities, and approaches (including data management practices which left some information from years 2008-2015 unavailable) made it somewhat difficult to draw clear through lines connecting the work of each period.

Compounding this, the Journey's former President Cate Magennis Wyatt was unreachable for comment or interview as a part of this evaluation and the Journey's former Vice President Beth Erickson declined to speak from her perspective as a Journey employee (only providing insight on her current relationship with the JTHG NHA as President and CEO of Visit Loudoun). While overlapping staff and board members were able to

provide insight and some documentation for work accomplished during this period, they also noted that the Journey previously lacked transparency and comprehensive information was not always accessible. Board members, recognizing this as an institutional weakness, sought greater transparency and more sharing of responsibility when hiring current president William Sellers (including creating a CRO/Controller position within the organization). Information and documentation for programing and funding under current leadership (years 2015-2021) met reporting expectations though could have benefited from better organization, and as discussed with board members, there is also an opportunity to expand better track/promote partner accomplishments.

Additionally, the Journey is still recovering from the impacts and disruptions of the ongoing COVID-19 pandemic. During 2020 and 2021 most of the programing 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 have impacted its 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

Three participating organizations were 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). UHP 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 NHA Program 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 JTHG NHA as well as the NHA program at large. Additionally they helped provide contacts and context for the JTHG NHA's relationship with individual park units. Elisa Kunz, Susan Teel, and Elizabeth Vehmeyer—additional NPS NHA Program staff—assisted with the review of this evaluation.

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 JTHG NHA, and identifying various individuals and partners for stakeholder interviews. Additional staff and members of the Board of Trustees participated in interviews and provided feedback and insights during the data collection process. The JTHG NHA 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 (JTHG NHA). It examines the geography, history, and demographic characteristics of the Journey region to provide the necessary context for the purposes and goals of the JTHG NHA. It then discusses the development and evolution of the JTHG NHA itself, its coordinating entity—the nonprofit, Journey Through Hallowed Ground Partnership (the Journey), and the heritage area’s wider partnership network. This section concludes with a timeline of key events associated with the JTHG NHA.

2.1 Overview of the Journey Region¹

The JTHG NHA encompasses a scenic and historically rich landscape that tells of Native American settlement and travel; early European colonization; 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 democracy (holding the homes of eight American



*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 JTHG NHA Management Plan (2014) and the JTHG NHA Feasibility Study (2006).

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 JTHG NHA 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 JTHG NHA 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 encompassing the JTHG NHA 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 (present day 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 border 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 JTHG NHA) 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 JTHG NHA 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 JTHG NHA 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 JTHG NHA 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.

SUBURBANIZATION AND CONSERVATION

Over the past forty years, the JTHG NHA 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 transforming the context of the many historic sites.

Throughout the 20th century, more people moved into the JTHG NHA region. Many of the region's 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, with the growth of metropolitan Washington and Baltimore and the construction of new interstate highways,

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/>

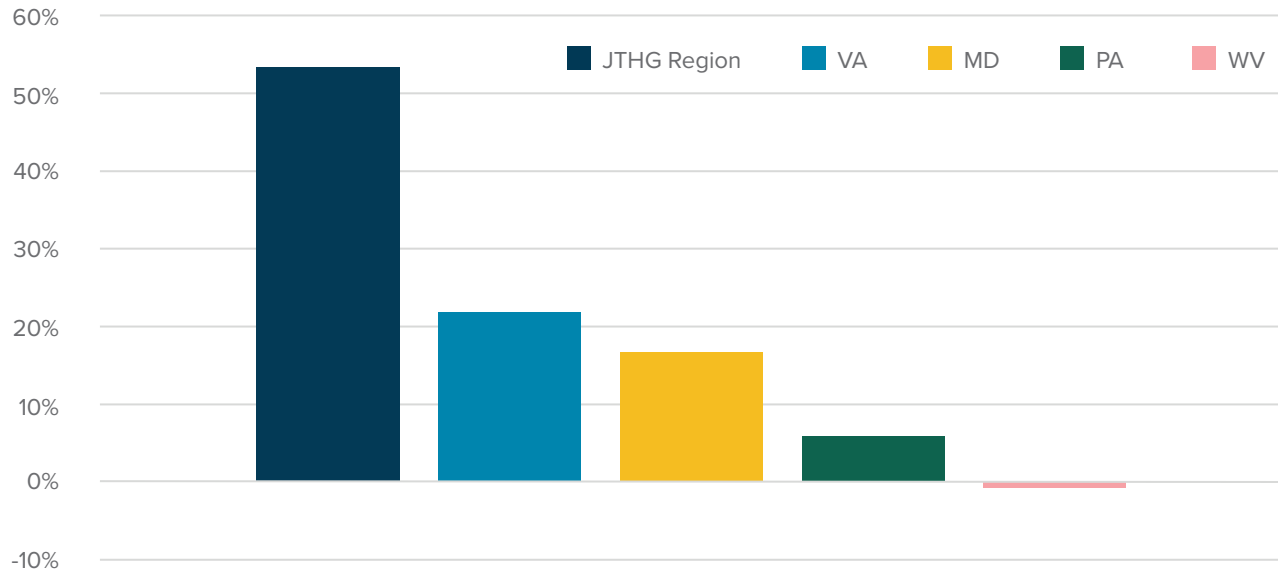
substantial suburban growth has spread west and north into the Journey landscape over the past three decades.

In the 1990s, the Walt Disney Company failed in an attempt to build a “Disney’s America” theme park near the Civil War’s Manassas Battlefield. The successful campaign preventing this development spawned 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

Figure 2.1: % Change in Population from 2000–2020



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

wider context (Figure 2.1), it is clear the population growth for the Journey Through Hallowed Ground region has far outpaced that of its states. The establishment of the JTHG NHA has been essential for the thoughtful conservation and management of the cultural landscapes of the region amid this change.

2.2 Introduction to the JTHG NHA Coordinating Entity

In 2008, the JTHG NHA’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 JTHG NHA (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 JTHG NHA:

- 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 JTHG NHA 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 JTHG NHA'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 programmatic areas (education, heritage tourism, and conservation/preservation) as a framework for identifying more specific goals:

- Education Goals
 - Ensure that the historical, natural, and cultural resources of the region are interpreted in an authentic, consistent, and engaging manner
 - Provide opportunities for students, teachers, and lay citizens to engage in hands-on experiences that allow them to become stewards of the historical, natural, and cultural resources
 - Collaborate with educational institutions to develop curricula related to the historical, natural, and cultural resources within the NHA
 - Produce educational and interpretive material and activities of the highest quality for residents and visitors to the JTHG NHA
- Heritage Tourism Goals
 - Ensure that the JTHG National Heritage Area is a nationally and internationally recognized destination for history enthusiasts in a way that sustains and enhances the quality of life for all citizens

- Develop a comprehensive brand and marketing strategy for the JTHG NHA
- Increase awareness of JTHG as a travel destination to media, tour and receptive operators, and individual travelers
- Increase the number of visitors to the NHA and maximize their length of stay
- Support and promote economic development
- Conservation/Preservation Goals
 - Work with partners throughout the NHA to ensure that protected land and sites are maintained
 - Work with partners throughout the NHA to increase the acreage of protected land and sites
 - Provide information on best practices in conservation and historic preservation
 - Work with local, state, and federal partners to ensure the NHA is identified and recognized in appropriate planning efforts

Since its inception, the mission of the JTHG NHA has continued to develop and evolve around these core concerns. In 2019 the Journey published what it refers to as an appendix to the heritage area's 2014 management plan (Journey Through Hallowed Ground National Heritage Area Management Plan Appendix), but what NPS considers to be a work or sustainability plan, to refocus its management strategies and actions. Because the "appendix" remained in line with the overall goals and mission of the original JTHG Management Plan, NPS staff advised the Journey not to submit the updated document as an official management plan appendix (something that requires DOI approval). While not an official management plan appendix, this evaluation will refer to the document as "the appendix". The appendix continues to use education, heritage tourism, and conservation/preservation as a framework but more acutely focuses the heritage area's goals and priorities. Having taken six years to complete, the 2014 management plan lacked a clear and sustainable forward vision.

The overall mission of the JTHG NHA remains to "promote and support civic engagement through

Figure 2.2: Journey Organizational Chart Prior to 2016 Restructuring

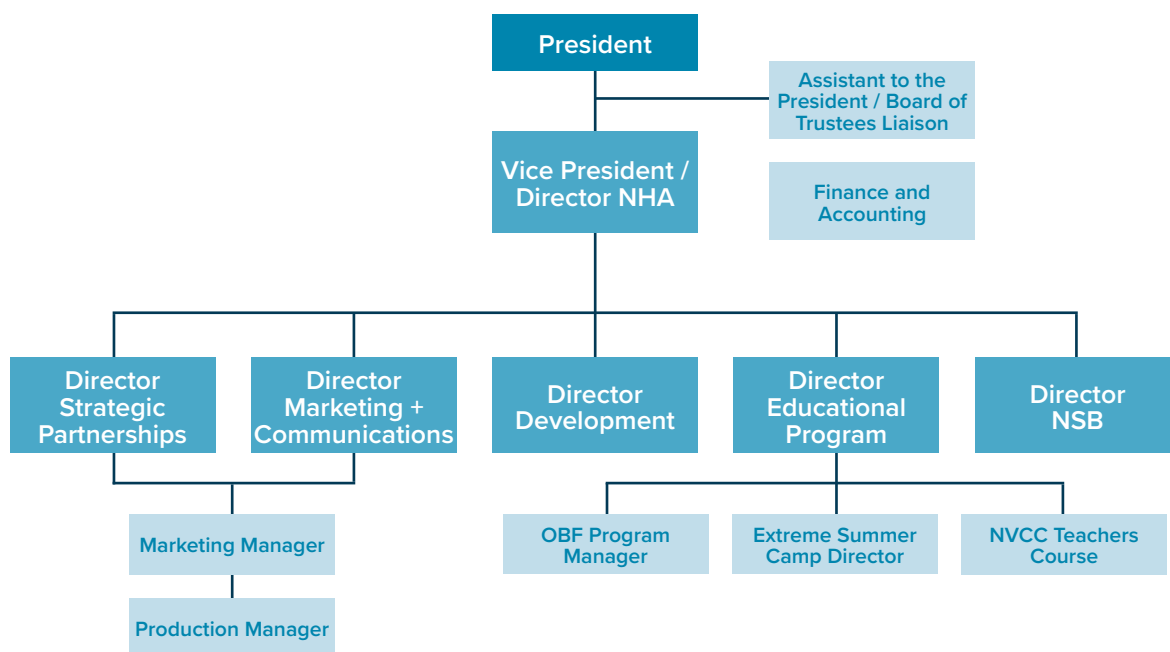


Diagram reproduced by PennPraxis based on the JTHG 2014 Management Plan. Note: the original did not include a line connecting 'Finance and Accounting' to the chart.

Table 2.2: Journey Staff as of January 2022

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		4
Extreme Journey Camp Counselors		2-4

**Indicates part-time employee*

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 JTHG NHA 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 legislation of the JTHG NHA 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 Figure 2.2 and 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).

Table 2.3: Journey Board of Trustees as of 2022

Board Member	Year Joined	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

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 budgets, adopting policies, providing expertise, building and maintaining the Journey's reputation, reviewing initiatives, monitoring the Journey's performance, and assessing employee performance. The Board of Trustees currently consists of 12 members, though it may expand to as many as 25. Trustees serve three-year terms, subject to three 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.

During its founding, the Journey established a National Advisory Council (see Table 2.4) to provide the organization with advice and insight around tailoring preservation initiatives and educational programming to the JTHG NHA. Though no longer officially convened, the Journey retains meaningful connections with several National Advisory Council members.

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

Table 2.4: Former 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

Representative of the Journey's National Advisory Council the at its inception.

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 activities.

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 but strategic sample of these key partners, grouped by activity area:

Overall Strategic Partners

- National Park Service
- Congressional delegation
- 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 or NPS 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
- Catocin 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 that help contextualize the historic events of the NHA, 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)
- Advisory Council on Historic Preservation (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 Destination Marketing Organizations (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

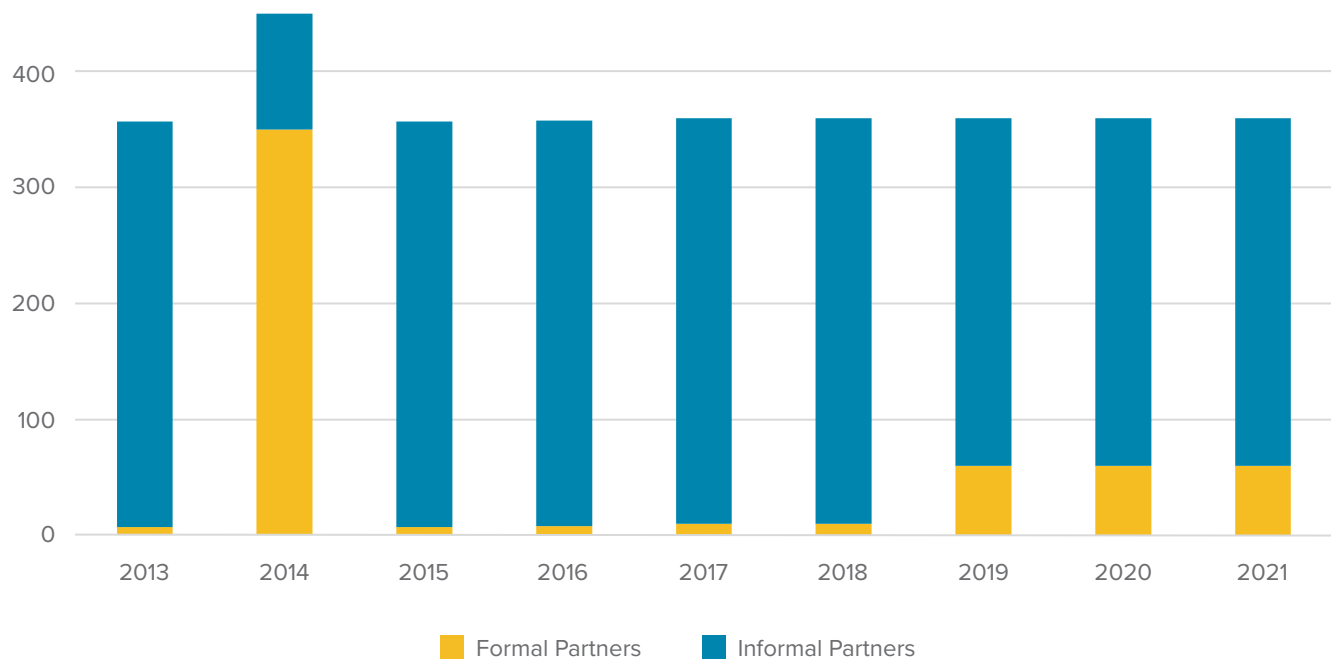
partners around specific projects (like the National History Academy, or the preservation of Virginia Civil War battlefields threatened by development). Additionally, while heritage tourism, preservation/conservation, and education have always been the JTHG NHAs primary activity areas, the 2015 change 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 Northeast 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 "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 and since the JTHG NHA does not offer sub-grants to or hold MOUs with any of its partner organizations, there is some flexibility in how formal partners are designated. An example of a "formal partner" for the Journey is Harpers Ferry National Heritage Park, with whom the Journey has

Figure 2.3: the Journey’s Partnership Network, 2013-2021



From 2009-2012 the Journey reported 350 Formal Partners and 4,000 informal partners annually; during this period, any heritage related organization or site within the NHA was considered an "informal partner". The Journey changed the way it qualifies Formal and Informal partners in 2013. It is for this reason that the above chart concentrates on changes to the Journey’s Partnership Network from 2013 onward.

partnered to provide educational opportunities for years. “Informal partners” included by the Journey are loosely defined as 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.

While JTHG NHA began formally quantifying partnerships in 2009, in 2013 the Journey changed the way it qualified both formal and informal partners (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 2.3 breaks 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 though the organization could benefit from more precise definitions and tracking of partnerships over time. As noted earlier, the 2015 change in leadership re-focused the Journey’s efforts around education, accounting for 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. The Journey uses its extensive network of collaborators to adjust and pivot as needs arise within the heritage area; building and deepening partnerships when necessary. The Journey may not be in contact with everyone all the time, but it has effectively drawn on its regional network of relationships to act as a big picture organizer, mobilizing and connecting other partners as needed and are particularly well suited to connect smaller, grassroots partners with regional and national organizations.



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

Partner organizations have noticed, and are generally in favor of, the Journey's 2015 pivot to prioritizing education within the region. A handful of partners within the local heritage tourism sector, however, expressed a desire for more support from the heritage area (reflecting the heritage area's initial focus on tourism). Additionally, while the Journey maintains amicable relations with the NPS units within its boundaries, many reported having limited direct engagement with the NHA. Former Superintendent for Gettysburg National Military Park Ed Clark saw this to be a result of NPS Units being more focused internally than on external partnerships, experiencing high rates of personal turnover, and receiving limited information from the Park Service about National Heritage Areas. While the Journey has cultivated deep relationships with a handful of NPS units through educational programming, overall, its regional focus has led the

organization to view individual units more as assets than collaborators.

"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, Former Historian for Harpers Ferry National Historical Park

"The Journey Through Hallowed Ground National Heritage Areas creates a dynamic relationship between conservation work and heritage education within the region. They keep our land and history resources accessible to the public. We see our work as directly in service of the JTHG NHA, even if they're not always directly involved."

- Chris Miller, Piedmont Environmental Council

"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 JTHG NHA Timeline

Since its designation, the JTHG NHA 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 2.4 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 2.4: Abbreviated Timeline

Year	Activity
2005-2007	<ul style="list-style-type: none"> The Journey Partnership created Articles of Incorporation, secured IRS 501(c)(3) status Began preparing Feasibility Study for NPS approval Launched 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 JTHG NHA Virginia Tech Graduate Course in Urban Planning created 180-mile pedestrian/bicycle route for JTHG NHA
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 JTHG NHA 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 JTHG NHA 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 Received Virginia Tourism Corporation grant to promote JTHG NHA 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 the American Battlefield Trust 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 Management plan approved
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 William Sellers hired as CEO and President
2016	<ul style="list-style-type: none"> Launched “Healing Through History: Shackles to Scholars” project at Harpers Ferry NHP 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 JTHG NHA become 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 complete 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 JTHG NHA

In 2008 the authorizing legislation (Public Law 110-229, Appendix B) for the Journey Through Hallowed Ground National Heritage Area (JTHG NHA) was signed into law, recognizing the region’s nationally important natural and cultural legacies. Upon designation, the JTHG NHA 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 Scenic Byway 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 within three years of designation; once the management plan is approved NHAs are eligible

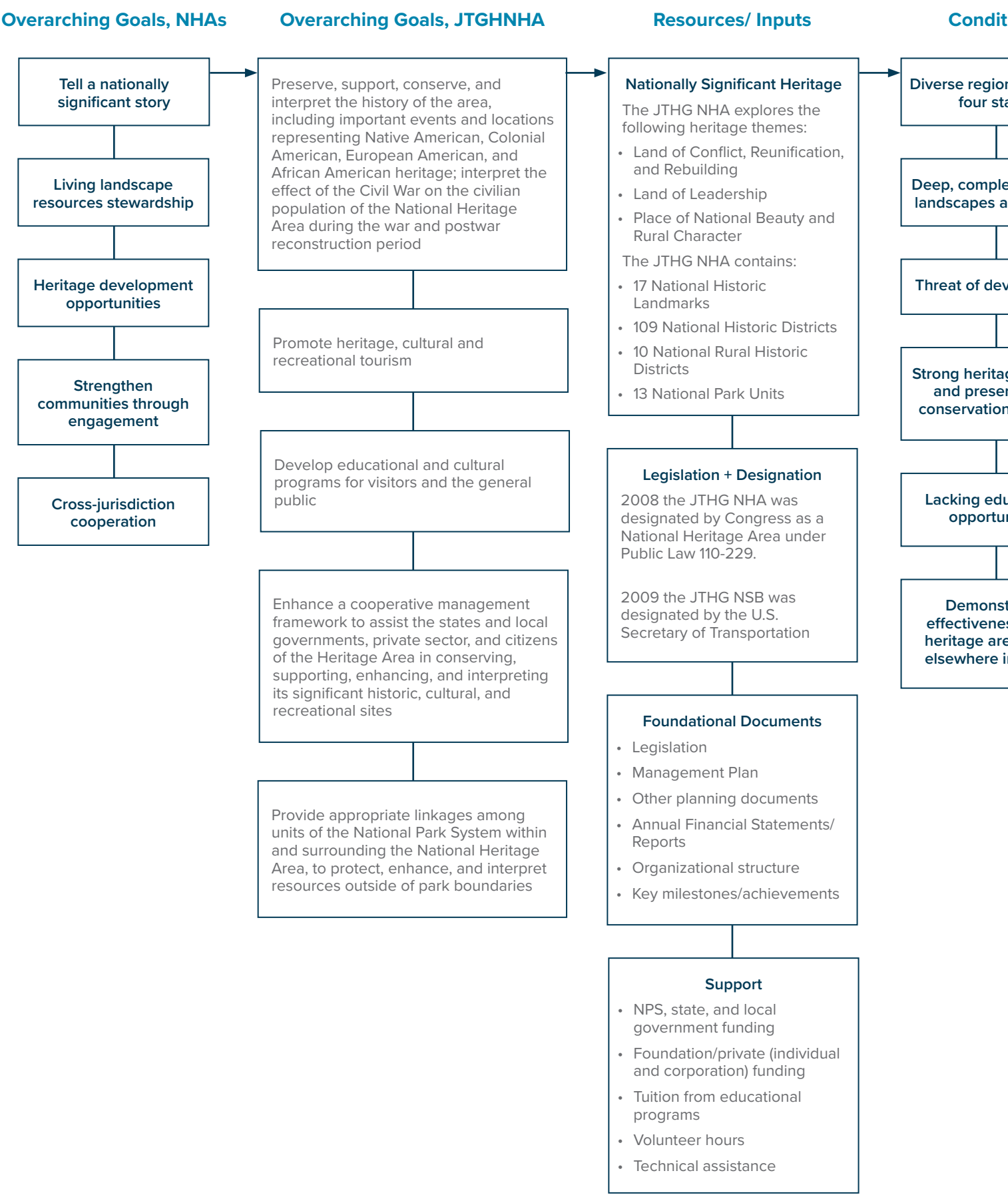
Table 3.1: JTHG NHA Planning Documents

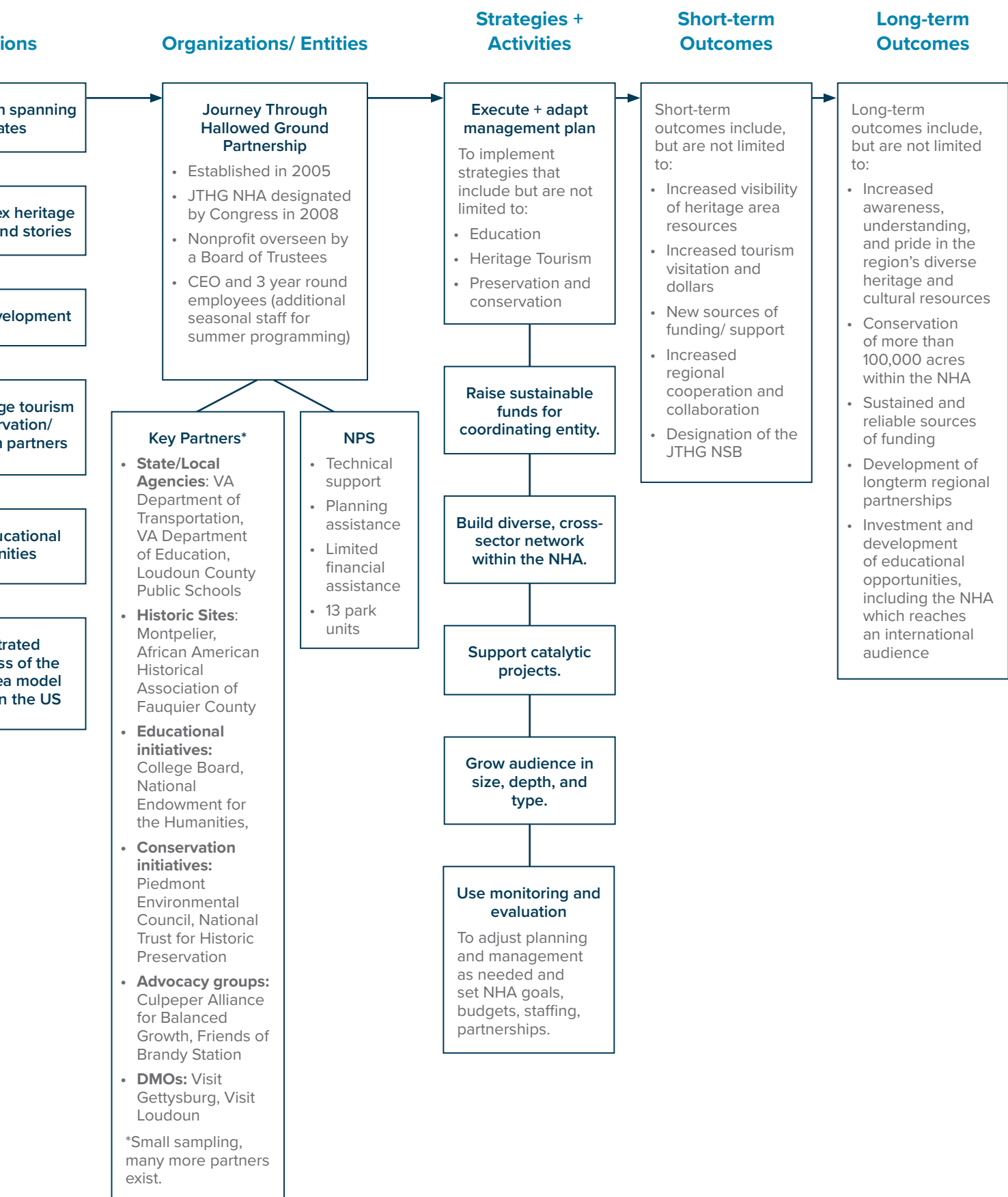
Year	Document	Purpose
2006	JTHG NHA Feasibility Study	To determine the feasibility of the Journey Through Hallowed Ground area as a National Heritage Area
2008	JTHG NSB Corridor Management Plan	To provide the Federal Highway Administration necessary information and evidence to see if the route from Gettysburg, PA to Monticello could be considered for nomination as an All-American Road
2014	JTHG NHA 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 JTHG NHA
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 JTHG NHA has within its geographic area of operation
2019	JTHG NHA 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 JTHG NHA

Purposes Specified in Legislation	JTHG NHA Management Plan Goals	JTHG NHA 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 JTHG NHA 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





for an increase in funding. The JTHG NHA took six years to develop their management plan, and as a result received initial (or base) funding from 2009-2014, reducing NHA Federal HPP funding for the JTHG NHA by at least \$450,000 over this period (see Section 4).

The Journey viewed the internally completed management plan as a requirement for additional funding, not necessarily a tool for sustainability; completed six years after designation it overly emphasized past accomplishments and provided little guidance for actionable next steps. Additionally, current Journey staff and board members believe the 2014 management plan was misaligned with the realities of the heritage area's capacity and financial resources; the Journey wrote the plan with the unrealistic expectation that the JTHG NHA would be receiving \$1 million annually from the NPS.

In 2019, in an effort to better align the organization's management strategies and actions to its funding realities, the Journey published what it refers to as an appendix to the 2014 management plan (Journey Through Hallowed Ground National Heritage Area Management Plan Appendix), but what NPS considers to be a work or sustainability plan. Because the "appendix" remained in line with the overall goals and mission of the original JTHG Management Plan, NPS staff advised the Journey not to submit the updated document as an official management plan appendix (something that requires DOI approval). While not an official management plan appendix, this evaluation will refer to the document as "the appendix". The appendix continues to use education, heritage tourism, and conservation/preservation as a framework for articulating and understanding the heritage area's goals, activities, and impacts. Table 3.1 shows a list of additional planning documents and their purposes.

The mission of the JTHG NHA 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 JTHG NHA 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 JTHG NHA has fulfilled the intents of its authorizing legislation and management plan, as well as to track the JTHG NHA's impact on the region. The relationship between the JTHG NHA'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 JTHG NHA and NPS representatives, the evaluation team developed a logic model (Figure 3.2) to serve as a visual representation of the JTHG NHA'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 JTHG NHA's undertakings serve multiple goals and span multiple



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)

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, they are not inclusive of all the activities the JTHG NHA has undertaken in the last 13 years; for a more complete look at the JTHG NHA 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 JTHG NHA's approach to achieving its goals and purposes. The JTHG NHA has instead focused its energy and resources on implementing its own 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 JTHG NHA region's heritage through telling the multiplicity of stories that contribute to its natural, historical, and cultural significance. These activities relate to many of the JTHG NHA'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

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

- 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 JTHG NHA, 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 (begun in 2006 and discussed later in this section).

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

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

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 and increase diversity of participants (Table 3.2).

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



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.

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 JTHG NHA partner site). In 2021, 30 classrooms (749 students) participated in the virtual field trips program. The Journey is underwriting the cost of these visits (fees sites might charge) for teachers to ensure all students can participate.

Extreme Journey Summer Camp

The Extreme Journey Summer Camp has been in operation since 2006 (pre-dating the official designation of the JTHG NHA) as a partnership between the Journey public-school systems in the heritage area (Table 3.4). This longstanding program was the inspiration for the Journey’s more robust National History Academy. 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 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.” 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, For 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 an initiative created by the Journey as a Advisory Council on Historic Preservation



Elizabeth S. Kostelny, CEO of Preservation Virginia, recognizing Manassas National Battlefield Park and Culpeper County's Brandy Station Battlefield as under threat from recent data-center proposals. (Photo source: Kaitlyn Levesque)

(ACHP) Preserve America Service Learning Project. The goal of the ACHP's Service Learning Projects were to encourage federal agencies with significant stewardship responsibilities, and historic preservation organizations across the nation, to form partnerships with local schools to increase civic participation in historic preservation and history education activities, help improve and widen the national historic preservation ethic, and improve history education by actively involving students, teachers, and school administrators in local places where American history occurred.

Participants in the Journey's Of the Student, By the Student, For the Student 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, the pilot site for the "Of the Student, By the Student, For the Student", found the project to be so successful that park staff developed additional programming continuing the practice of engaging young visitors to tell the site's history.



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

Harpers Ferry National Historic Park Partnership

A long standing and enthusiastic partner for the JTHG NHA, 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 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 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, West Virginia, 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, shared human experiences can 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 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.

Conferences, Workshops, and Summits

JTHG has long focused on building partnerships and regional cooperation through convenings and educational programs; these efforts have been used purposefully to connect a large service

area with a diversity of governments, institutions, landscapes, and interests.

The Journey established a Partnership Conference in 2007 (prior to official NHA designation), this meeting was held annually from 2007-2016. The purpose of this multi-day gathering was to unite regional partners within the heritage tourism industry and bring together participants in the Journey's Certified Tourism Ambassador Program (see page 44 for more information on this program). More than 100 participants attended each conference, which rotated throughout the heritage area and featured keynote speakers of national status (political figures, university presidents, Pulitzer Prize-winning authors, and entertainers) in addition to a diversity of break-out sessions. Sponsorships from partnership organizations assisted in funding the conferences. In 2016, after 10 years of taking the initiative to organize the Annual Partnership Conference, the Journey decided to shift its energy to educational programs and retired the conference.

To complement the annual Partnership Conference, which was geared towards heritage tourism partners, the Journey also developed an annual NPS Summit. The NPS Summit, which like the Partnership Conference was established prior to official NHA designation, ran from 2006-2014; its purpose was to connect National Park Service units within the JTHG NHA with the Journey, each other, and regional resources. Leadership turnover—in both the Journey and across many NPS units—ultimately led to the discontinuation of the NPS summit. NPS partners and the Journey see value in restarting these meetings, but initial plans to do so were put on hold at the start of the COVID-19 pandemic.

Additionally, in 2018 the JTHG NHA hosted the National Heritage Area Northeast Region Interpretive Workshop, "The Cutting Edge of Public History: New Directions in Interpretation", at the Department of the Interior in Washington, DC. Over the course of two days, this event welcomed more than 100 representatives from partner sites including museums, National Park units, National Heritage Areas, and cultural institutions from around the region for a showcase of best practices



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

in presenting American history with keynote speeches and panel discussions from leading public historians. The four panel sessions included: Reshaping the Narratives of History; Storytelling through Technology and Media; Engaging Students and Teachers, and Interpreting History through Art and Material Culture. This workshop was supported with HPP technical assistance funding from the Northeast Regional Office.

3.2.2 HERITAGE TOURISM

Heritage area activities that fall into the category of heritage tourism seek to support economic development and quality visitor experiences by unifying the historical, cultural, and natural elements of the JTHG NHA and encouraging visitor exploration of the many resources the region has to offer. These activities relate to many of the JTHG

NHA'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 (JTHG NSB) was also designated. As a part of the process to establish the JTHG NSB, 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 JTHG NSB, 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 JTHG NSB has been instrumental in building partnerships 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 Virginia Department of Transportation) to develop, fabricate, and install wayfinding signage along the JTHG NSB within Virginia. This project was completed in 2021.

Websites + Social Media

The JTHG NHA website, www.HallowedGround.org, was originally launched in 2005 to increase visitor awareness of partner sites and updated in 2008 after Congressional NHA designation. In 2020 the Journey updated and re-launched a new version of this website that allows for more flexibility and the prioritization of JTHG NHA partners' promotional

Table 3.6: Unique visits for the National History Academy's website.

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

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 website data is unavailable. The Journey's current website was under revision from 2018-2020.

Table 3.7: Social media followers across all JTHG NHA 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

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 JTHG NHA website can be their most prominent digital presence and meaningfully helps increase visitation. A website revision period (2018-2020) and the COVID-19 pandemic contributed to a recent drop in visitors to the Journey's website, though the organization expects numbers to rebound with time. In 2017 the Journey created a separate National History Academy website (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

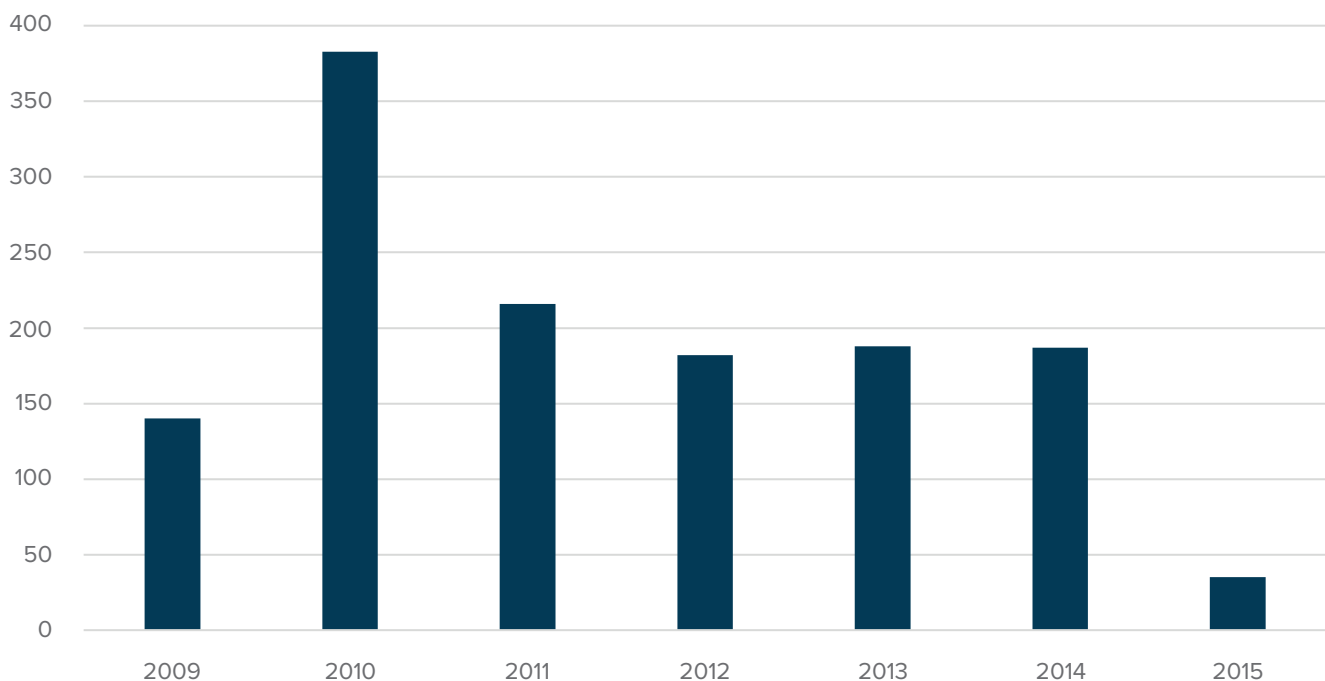
provide breakdowns for the Journey's and NHA's website visitors over time).

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 modest 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

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



Gettysburg and Gods & Generals. The Journey leveraged the creation of this commemorative box set to work with several additional heritage area partners, including the National Archives and Gettysburg Foundation to compile a booklet illustrating 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 JTHG NHA 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 JTHG NHA. 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, current CEO and President of the Journey, explained the decision to end the CTA program was 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 support the development, preservation, and public access to historical, cultural, and natural resources within the JTHG NHA. These activities relate to many of the JTHG NHA’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 JTHG NHA 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 smart growth that is consistent with preserving the region’s cultural, natural, historic, recreational and scenic resources.

Conservation + Advocacy Work

Since its designation in 2008, the Journey has been actively involved in preservation, conservation, 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



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)

role, lending expertise, assistance, and regional connections when and where most useful. As valued partners, the Piedmont Environmental Council (PEC) has conserved nearly 120,000 acres of land and the American Battlefield Trust has preserved more than 7,000 acres of historic battlegrounds 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). President of the Piedmont Environmental Council, and longtime Journey Board Member, Chris Miller sees his organization's work as

directly in service of the JTHG NHA, even when the Journey itself isn't directly involved. However, Mr. Miller noted there exists an opportunity to improve how the JTHG NHA documents and creates visibility around these conservation achievements. Right now, the PEC is upheld as a valued partner, but its successes aren't always highlighted as JTHG NHA success. Multiple Board Members and Journey staff agreed that the organization could and should take on a more active role in documenting and promoting partners successes as heritage area successes.

The continued expansion of preserved battlefields in Culpeper County, VA, is an example of how the Journey works more actively 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 Commonwealth of Virginia for permanent preservation and public access.

In early 2022 the announcement of a potential 88-acre data center development in Brandy Station urgently 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 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 from the Journey and its coalition. 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

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

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

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

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

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.

Additionally, since 2018 the Journey has been working with the Catoctin Coalition, the Southern Environmental Law Center, the Coalition for Smarter Growth, the National Trust for Historic Preservation, and the Piedmont Environmental Council to address safety, access, and conservation concerns as a result of the proposed widening of Route 15 between Leesburg, Virginia, and Point of Rocks at the Virginia/Maryland border (a part of the JTHG National Scenic Byway). The coalition has submitted three separate comment letters explaining the problems they see with Loudoun County's proposed phasing of the project and highlighting concerns about the limited "Area of Potential Effect" the U.S. Army Corps of Engineers has thus far used to conduct the review of the proposal's historic resource impacts. This work serves as another example of how the Journey can leverage (and unify) the expertise of its partners around matters of conservation and preservation to have a larger impact.

Living Legacy Tree Program

Begun by the JTHG NHA in 2010, 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 (in coordination and with approval from landowners), 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 JTHG NHA, it has been deprioritized

and reduced in scale 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 National Historic Park 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 JTHG NHA, 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 JTHG NHA activities and how the heritage area's coordinating entity, the Journey, has met the above specified funding requirements.

4.1 Investment in JTHG NHA Activities

For the purposes of this evaluation, the investments that support JTHG NHA 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 JTHG NHA 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 JTHG NHA totaled more than \$17 million. During this period, the JTHG NHA 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 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 JTHG NHA 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 JTHG NHA 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 JTHG NHA met its legal match requirement. The JTHG NHA 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 beginning in July (see disclaimer below Table 4.1).

Table 4.1: JTHG NHA 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 (10/01-09/30).

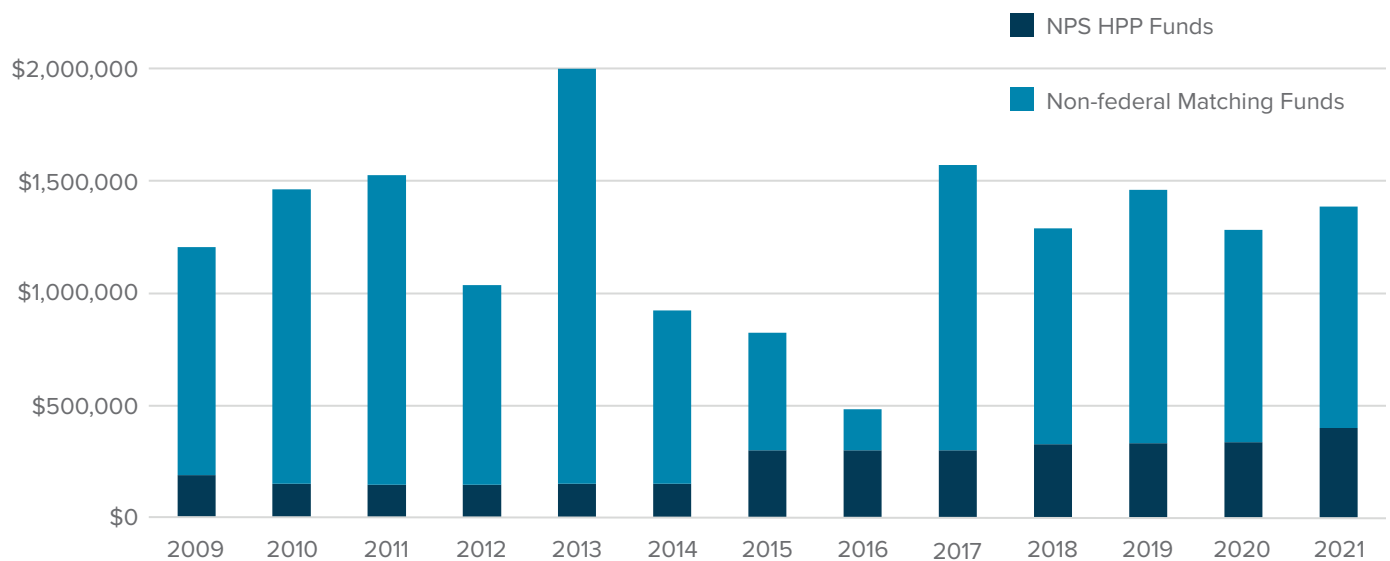
Self-reporting forms, audits, and tasks agreements were used to report on fiscal years 2009-2014. Data for fiscal years 2015-2021 was collected from similar sources but was also compiled with the assistance of the Journey's financial manager.

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

Table 4.2: JTHG NHA 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



NHAs developing their management plans only receive around \$150,000 in annual NPS HPP funding. From 2009-2014, as the Journey was still developing its management plan, the heritage area's annual HPP funding was not as high as it could have been. The JTHG NHA 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 JTHG NHA'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. Ongoing Federal Highway Administration agreements, administered by the Virginia Department of Transportation, are set to total more than \$2,000,000 but are distributed to the Journey in smaller amounts as reimbursement grants for work completed.

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

Fiscal Year	State Gov't Funds	Local Gov't 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: JTHG NHA 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 JTHG NHA'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 JTHG NHA's complex geography (spanning 4 states and 15 counties) and close connection to stories that have national and international significance. Thus far, the JTHG NHA

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.

Similar 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 JTHG NHA 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 JTHG NHA 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, UHP worked with the Journey to provide estimates of spending in the activity

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

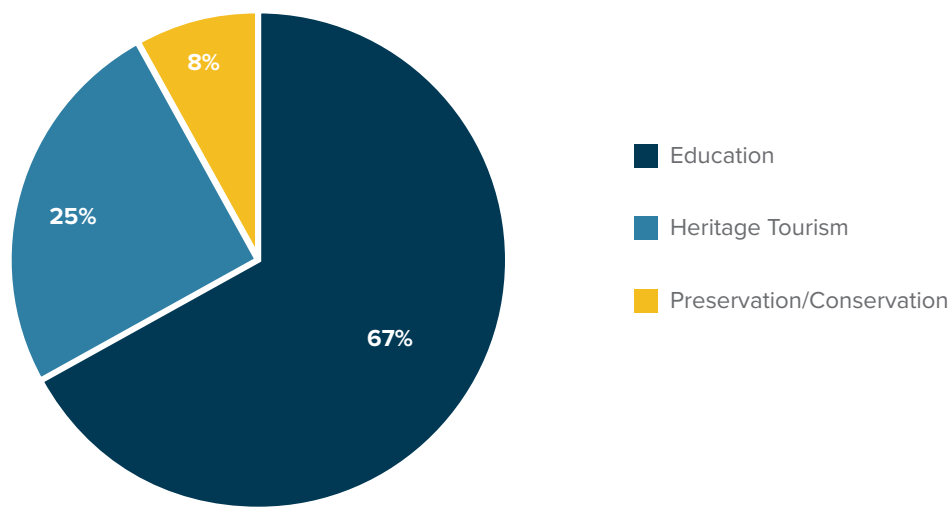
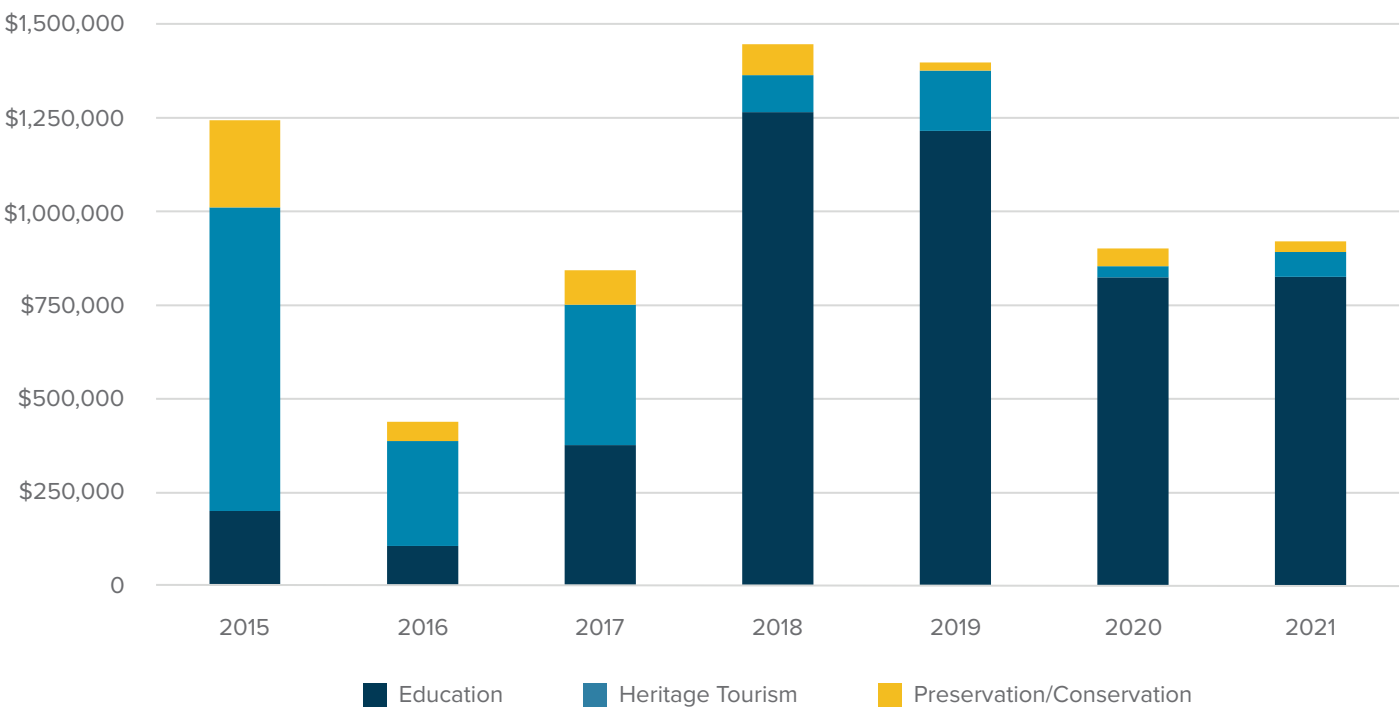


Figure 4.3: JTHG NHA Programmatic Spending by Activity Area, Yearly Breakdown 2015-2021.



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 one-to-one cost-sharing requirement of the JTHG NHA'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; directly generating a total investment of over \$17 million for the region (see Table 4.1).

In examining the use of JTHG NHA 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 (inclusive of the Board of Trustees).

Economic Impact of the JTHG NHA

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 JTHG NHA. 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 (directly and indirectly). 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 JTHG NHA 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 defined as:

...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 JTHG NHA'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 JTHG NHA

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 JTHG NHA:

- 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 JTHG NHA's management plan, which has shaped the activities, initiatives, and partnerships the JTHG NHA has developed. The relationship between the JTHG NHA's legislative purposes, management goals, and activities is best illustrated by Figure 3.1, found earlier in this report. The legislative purposes of the JTHG NHA 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 JTHG NHA 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 JTHG NHA's coordinating entity in 2008 when the heritage area was officially established.

Board of Trustees

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 three 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 23). There is no financial commitment to serving on the Board, though Board members with this capability are valued (see Table 5.1 for a break down of Board giving starting in 2008, the official year of NHA designation). 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 JTHG NHA 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 character of the JTHG NHA and region. The COVID-19 pandemic slowed progress in this pursuit as attention was shifted to adapting programming for a virtual audience, but multiple Board and staff members mentioned the diversification of the Journey’s Board as an immediate goal.

In fall 2014, after nearly a decade leading the Journey, founding President Cate Magennis Wyatt informed the Board that she intended to step down as President once an orderly transition process for the selection of her successor was put in place. Her resignation was effective at the end of July 2015. Following that announcement, the Board hired an executive search firm and commenced a nationwide search for a new organizational leader who could guide the Journey into its next phase. This process was led by the then Chair of the Board (and still current board member) David Williams. With full support from the Board and staff, the Board’s Executive Committee appointed the late Stuart Haney (then Vice-Chair of the Board) as interim President effective August 2015 while they continued to navigate the transition.

Executive Director and Staff

From 2005-2015, Cate Magennis Wyatt served as the Journey’s founding President. Journey partners, staff, and board members view Ms Magennis Wyatt as instrumental to the success of the JTHG NHA and credit her, in no small part, with securing both the NHA and NSB designation for the region. Differences in management style and future goals for the organization prompted her departure.

William Sellers has served as the President and CEO of the Journey since 2015. He has extensive experience in education, law, and nonprofit management. Mr. Sellers 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

Table 5.1: Board Contributions 2008-2021

Year	Board Contributions
2008	\$29,700.00
2009	\$63,644.69
2010	\$54,330.00
2011	\$47,562.00
2012	\$55,360.00
2013	\$40,025.00
2014	\$64,610.00
2015	\$45,972.14
2016	\$33,851.38
2017	\$29,461.72
2018	\$67,551.49
2019	\$54,038.68
2020	\$24,385.78
2021	\$33,137.35
Total	\$643,630.23

Board contributions are direct cash contributions from Journey Board members, these fall under the category of "Private + Partner Funds" in Table 4.3.

of Missouri; and on the Board of Directors of the Harvard Alumni Association. As the Journey’s second President and CEO Mr. Sellers oversaw the organizational restructuring process that took place in 2016, reducing the number of fulltime Journey staff members—a move supported by the Board to reduce costs and ultimately serve the JTHG region in a more focused way. Mr. Sellers also pivoted the Journey’s focus more heavily to education and advocacy initiatives, having recognized substantial opportunities for JTGH NHA in these pursuits while the region’s tourism development and marketing sector was already performing at a high level. Mr.



Journey Through Hallowed Ground Partnership President and CEO William Sellers speaking with students during a National History Academy classroom session. (Photo source: Kaitlyn Levesque)

Sellers expressed these interests during hiring interviews with the Board, who agreed the Journey needed to reevaluate and refocus its pursuits in order to grow and achieve sustainability. Under Mr. Sellers' leadership, the Journey created and launched the National History Academy, which ran for its fifth summer during 2022 and has been well integrated to longstanding JTHG NHA partnerships and programs. There is enthusiastic support for Mr. Sellers and the work he's done with the Journey from staff, Board members, and partner organizations.

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 Figure 2.2 and Table 2.2 on pages 21-22 for more details).

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, and 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 full-time 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, both have shared their positions and responsibilities are quite fluid due to the nature of their work and the small size of the Journey's full-time staff. The team sees their dexterity as a strength. With this new organizational model, the Journey is less pressured 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.

A common critique from staff, board members, and partners alike was prior to the Journey's 2016 restructuring, the organization was trying to do too much. While downsizing from a full-time staff of 12 to four has allowed the Journey to cut operational costs and more finely focus its commitments, there are inevitable capacity challenges with maintaining such a small staff in service of a relatively complex National Heritage Area. Some partnerships (with individual NPS Units for example) have stalled, not out of a lack of interest but simply because the Journey doesn't have the capacity to maintain partnerships when they are not actively collaborating on a project. To some degree, this has led the Journey to operate in a more reactive, rather than proactive, capacity in recent years, though still aligned with legislative mandates.

5.3.2 STRATEGIC PLANNING AND ADAPTIVE MANAGEMENT

Because the Journey, as a nonprofit organization, predates the establishment of the JTHG NHA, early strategic planning and adaptive management activities were primarily outlined by the JTHG NHA Feasibility Study (2006) and the JTHG NSB Corridor Management Plan (2009). The aforementioned documents were heavily used in the creation of

the JTHG NHA Management Plan, which was not approved by the Secretary of the Interior until 2014 (six years after designation). The JTHG NHA 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. The six year delay to publish a management plan also reduced NHA Federal HPP funding for the JTHG NHA by at least \$450,000.

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 or could expected to continue raising (the management plan projected \$1,000,000 in HPP funding annually, an amount no heritage area has received). Thus, in 2019 the Journey authored what it refers to as the 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. Since the Journey's 2014 Management plan is misaligned with the current, more focused organizational goals, the Journey could benefit from expanding the 2019 Management Plan Appendix into a full, strategic plan that outlines tangible management and organizational objectives the Journey should prioritize to achieve organizational sustainability and growth. Nevertheless, the Journey's ability to recognize and respond to a management plan that, while ambitious, was not serving the organization well (according to multiple staff and board members) shows that the organization is adaptable and committed to 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 for the period of 2015-2021, though the collection of data

on measurable goals, in-kind matches, and partner successes could be improved.

Prior to 2015, consistent monitoring and recording keeping were deficient. While part of this is due to changes in NPS reporting requirements, board and staff members acknowledge the organization's early record keeping lacked consistency and transparency. As a part of the 2015 leadership transition, the Board purposefully created new opportunities to build in more transparency and spread-out organizational control by creating a new CFO position. Where possible, overlapping staff and board members provided insight and documentation for work accomplished prior to 2015.

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 JTHG NHA'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 connective tissue for 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 JTHG NHA 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 JTHG NHA, 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 JTHG NHA's partnership work has added, and continues to add, value to this large region's heritage work.

5.5 Financial Sustainability

For an NHA to be financially sustainable it must have sufficient funds to cover its operating and programmatic expenses. Table 5.2 shows federal revenue (HPP funds); other revenue; total revenue; and total expenses, by year, for the JTHG NHA. The Journey has been able to 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 William Sellers took over as CEO and President, the Journey reduced its number of full-time staff from 12 to four. This was done to

Table 5.2: JTHG NHA 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	\$181,892	\$481,892	\$566,765
2017**	\$300,000	\$1,300,653	\$1,600,653	\$1,208,140
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	\$16,151,477	\$19,379,682	\$15,380,836

*The Fiscal Year has not been consistent for the presentation of data above. Fiscal Year for 2009-2015 was based on a calendar year, January 1 to December 31st. *Fiscal Year for 2016 was July 1 to June 30th. **The Fiscal Year for 2017 is July 1, 2016 - September 30, 2017. Fiscal Years 2018 to present are based on the Federal year, October 1 to September 30th. This changing fiscal year has resulted in incomparable data for 2016 and 2017.*

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 by leadership 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 JTHG NHA. 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 Mr. Sellers' 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 JTHG NHA. 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 36). 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 JTHG NHA 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 JTHG NHA, 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, JTHG NNHA 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.

Appendix A:

Evaluation Legislation

Excerpt(s) from Public Law 113-291
113th Congress

An Act To authorize appropriations for fiscal year 2015 for military activities of the Department of Defense, for military construction, and for defense activities of the Department of Energy, to prescribe military personnel strengths for such fiscal year, and for other purposes.

NOTE: Dec. 19, 2014 - [H.R. 3979]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, NOTE: Carl Levin and Howard P. `Buck` McKeon National Defense Authorization Act for Fiscal Year 2015.

SECTION 1. SHORT TITLE.

(a) Short Title.--This Act may be cited as the `Carl Levin and Howard P. `Buck` McKeon National Defense Authorization Act for Fiscal Year 2015`.

SEC. 3052. NATIONAL HERITAGE AREAS AND CORRIDORS.

(a) Extension of National Heritage Area Authorities.--

(1) Extensions.--

(A) Section 12 of Public Law 100-692 (16 U.S.C. 461 note; 102 Stat. 4558; 112 Stat. 3258; 123 Stat. 1292; 127 Stat. 420; 128 Stat. 314)

NOTE: 54 USC 320101 note is amended--

(i) in subsection (c)(1), by striking `2015` and inserting `2021`; and

(ii) in subsection (d), by striking `2015` and inserting `2021`.

(B) Division II of Public Law 104-333 (16 U.S.C. 461 note) NOTE: 54 USC 320101 note. is amended by striking `2015` each place it appears in the following sections & inserting `2021`:

(i) Section 107 (110 Stat. 4244; 127 Stat. 420; 128

Stat. 314).

(ii) Section 408 (110 Stat. 4256; 127 Stat. 420; 128 Stat. 314).

(iii) Section 507 (110 Stat. 4260; 127 Stat. 420; 128 Stat. 314).

(iv) Section 707 (110 Stat. 4267; 127 Stat. 420; 128 Stat. 314).

(v) Section 809 (110 Stat. 4275; 122 Stat. 826; 127 Stat. 420; 128 Stat. 314).

(vi) Section 910 (110 Stat. 4281; 127 Stat. 420; 128 Stat. 314).

(C) Section 109 of Public Law 105-355 (16 U.S.C. 461 note; 112 Stat. 3252)

NOTE: 54 USC 320101 note. is amended by striking `September 30, 2014` and inserting September 30, 2021`.

(D) Public Law 106-278 NOTE: 54 USC 320101 note. (16 U.S.C. 461 note) is amended--

(i) in section 108 (114 Stat. 818; 127 Stat. 420; 128 Stat. 314), by striking `2015` and inserting `2021`; and

(ii) in section 209 (114 Stat. 824), by striking the date that is 15 years after the date of enactment of this title` and inserting `September 30, 2021`.

(E) Section 157(i) of Public Law 106-291 (16 U.S.C. 461 note; 114 Stat. 967) <<NOTE: 54 USC 320101 note.>> is amended by striking `2015` and `2021`.

(F) Section 7 of Public Law 106-319 (16 U.S.C. 461 note; 114 Stat. 1284) <<NOTE: 54 USC 320101 note.>> is amended by striking `2015` and insert-ing `2021`.

(G) Title VIII of division B of H.R. 566 (Appendix D) as enacted into law by section 1(a) (4) of Public Law 106-554 (16 U.S.C. 461 note; 114 Stat. 2763, 2763A-295; 123 Stat. 1294)

<<NOTE: 54 USC 320101 note.>> is amended--

(i) in section 804(j), by striking `the day

occurring 15 years after the date of enactment of this title” and inserting “September 30, 2021”; and

(ii) by adding at the end the following: “SEC. 811. TERMINATION OF ASSISTANCE. “The authority of the Secretary to provide financial assistance under this title shall terminate on September 30, 2021.”.

(H) Section 106(b) of Public Law 103-449 (16 U.S.C. 461 note; 108 Stat. 4755; 113 Stat. 1726; <<NOTE: 54 USC 320101 note.>> 123 Stat. 1291) is amended, by striking “2015” and inserting “2021”.

(2) <<NOTE: 54 USC 320101 note.>> Conditional extension of authorities.--

(A) In general.--The amendments made by paragraph

(1) (other than the amendments made by clauses (iii) and (iv) of paragraph (1)(B)), shall apply only through September 30, 2020, unless the Secretary of the Interior (referred to in this section as the “Secretary”)--

(i) conducts an evaluation of the accomplishments of the national heritage areas extended under paragraph (1), in accordance with subparagraph (B); and

(ii) prepares a report in accordance with subparagraph (C) that recommends a future role for the National Park Service with respect to the applicable national heritage area.

(B) Evaluation.--An evaluation conducted under subparagraph (A)(i) shall—

(i) assess the progress of the local management entity with respect to--

(I) accomplishing the purposes of the authorizing legislation for the national heritage area; and

(II) achieving the goals and objectives of the approved management plan for the national heritage area;

(ii) analyze the investments of Federal, State, tribal, and local government and private entities in each national heritage area to determine the impact of the investments; and

(iii) review the management structure, partnership relationships, and funding of the national heritage area for purposes of identifying the critical components for sustainability of the national heritage area.

(C) Report.--Based on the evaluation conducted under subparagraph (A)(i), the Secretary shall submit to the Committee on Energy and Natural Resources of the Senate and the Committee on Natural Resources of the House of Representatives a report that includes recommendations for the future role of the National Park Service with respect to the national heritage area. [...]

(c) National Heritage Area Redesignations.-- (1) Redesignation of the last green valley national heritage corridor.--

(A) In general.--The Quinebaug and Shetucket Rivers Valley National Heritage Corridor Act of 1994 (16 U.S.C. 461 note; Public Law 103-449) <<NOTE: 54 USC 320101 note.>> is amended--

(i) in section 103--(i) in section 103--

(I) in the heading, by striking “quinebaug and shetucket rivers valley national heritage corridor” and inserting “last green valley national heritage corridor”; and

(II) in subsection (a), by striking “the Quinebaug and Shetucket Rivers Valley National Heritage Corridor” and inserting “The Last Green Valley National Heritage Corridor”; and

(ii) in section 108(2), by striking “the Quinebaug and Shetucket Rivers Valley National Heritage Corridor under” and inserting “The Last Green Valley National Heritage Corridor established by”.

(B) References.--Any reference in a law, map, regulation, document, paper, or other record of the United States to the Quinebaug and Shetucket Rivers Valley National Heritage Corridor shall be deemed to be a reference to the “The Last Green Valley National Heritage Corridor”.

(2) Redesignation of motorcities national heritage area.--

(A) In general.--The Automobile National Heritage Area Act of 1998 (16 U.S.C. 461 note; Public Law 105-355) <<NOTE: 54 USC 320101 note.>> is amended--

(i) in section 102--

(I) in subsection (a)--

(aa) in paragraph (7), by striking "Automobile National Heritage Area Partnership" and inserting "MotorCities National Heritage Area Partnership"; and

(bb) in paragraph (8), by striking "Automobile National Heritage Area" each place it appears and inserting "MotorCities National Heritage Area"; and
(II) in subsection (b)--

(aa) in the matter preceding paragraph

(1), by striking "Automobile National Heritage Area" and inserting "MotorCities National Heritage Area"; and

(bb) in paragraph (2), by striking "Automobile National Heritage Area" and inserting "MotorCities National Heritage Area";

(ii) in section 103--

(I) in paragraph (2), by striking "Automobile National Heritage Area" and inserting "MotorCities National Heritage Area"; and

(II) in paragraph (3), by striking "Automobile National Heritage Area Partnership" and inserting "MotorCities National Heritage Area Partnership";

(iii) in section 104--

(I) in the heading, by striking "automobile national heritage area" and inserting "motorcities national heritage area"; and

(II) in subsection (a), by striking "Automobile National Heritage Area" and inserting "MotorCities National Heritage area"; and

(iv) in section 106, in the heading, by striking "automobile national heritage area partnership" and inserting "motorcities national heritage area partnership".

(B) References.--Any reference in a law, map, regulation, document, paper, or other record of the United States to the Automobile National Heritage Area shall be deemed to be a reference to the "MotorCities National Heritage Area".

Approved December 19, 2014.

LEGISLATIVE HISTORY--H.R. 3979:

HOUSE REPORTS: No. 113-360 (Comm. on Ways and Means).

CONGRESSIONAL RECORD, Vol. 160 (2014):

Mar. 11, considered and passed House.

Mar. 31, Apr. 1-3, 7, considered and passed Senate, amended. Dec. 4, House concurred in Senate amendment with an amendment. Dec. 12, Senate concurred in House amendment.

Appendix B:

Authorizing Legislation

9 **TITLE IV—NATIONAL HERITAGE**
10 **AREAS**
11 **Subtitle A—Journey Through Hal-**
12 **lowed Ground National Herit-**
13 **age Area**
14 **SEC. 401. PURPOSES.**
15 The purposes of this subtitle include—
16 (1) to recognize the national importance of the
17 natural and cultural legacies of the area, as dem-
18 onstrated in the study entitled “The Journey
19 Through Hallowed Ground National Heritage Area
20 Feasibility Study” dated September 2006;
21 (2) to preserve, support, conserve, and interpret
22 the legacy of the American history created along the
23 National Heritage Area;

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1 (3) to promote heritage, cultural and rec-
2 reational tourism and to develop educational and
3 cultural programs for visitors and the general public;

4 (4) to recognize and interpret important events
5 and geographic locations representing key develop-
6 ments in the creation of America, including Native
7 American, Colonial American, European American,
8 and African American heritage;

9 (5) to recognize and interpret the effect of the
10 Civil War on the civilian population of the National
11 Heritage Area during the war and post-war recon-
12 struction period;

13 (6) to enhance a cooperative management
14 framework to assist the Commonwealth of Virginia,
15 the State of Maryland, the Commonwealth of Penn-
16 sylvania, the State of West Virginia, and their units
17 of local government, the private sector, and citizens
18 residing in the National Heritage Area in con-
19 serving, supporting, enhancing, and interpreting the
20 significant historic, cultural and recreational sites in
21 the National Heritage Area; and

22 (7) to provide appropriate linkages among units
23 of the National Park System within and surrounding
24 the National Heritage Area, to protect, enhance, and
25 interpret resources outside of park boundaries.

1 **SEC. 402. DEFINITIONS.**

2 In this subtitle—

3 (1) NATIONAL HERITAGE AREA.—The term
4 “National Heritage Area” means the Journey
5 Through Hallowed Ground National Heritage Area
6 established in this subtitle.

7 (2) LOCAL COORDINATING ENTITY.—The term
8 “local coordinating entity” means the Journey
9 Through Hallowed Ground Partnership, a Virginia
10 non-profit, which is hereby designated by Con-
11 gress—

12 (A) to develop, in partnership with others,
13 the management plan for the National Heritage
14 Area; and

15 (B) to act as a catalyst for the implemen-
16 tation of projects and programs among diverse
17 partners in the National Heritage Area.

18 (3) MANAGEMENT PLAN.—The term “manage-
19 ment plan” means the plan prepared by the local co-
20 ordinating entity for the National Heritage Area
21 that specifies actions, policies, strategies, perform-
22 ance goals, and recommendations to meet the goals
23 of the National Heritage Area, in accordance with
24 this subtitle.

25 (4) SECRETARY.—The term “Secretary” means
26 the Secretary of the Interior.

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1 **SEC. 403. DESIGNATION OF THE JOURNEY THROUGH HAL-**
 2 **LOWED GROUND NATIONAL HERITAGE AREA.**

3 (a) ESTABLISHMENT.—There is hereby established
 4 the Journey Through Hallowed Ground National Heritage
 5 Area.

6 (b) BOUNDARIES.—

7 (1) IN GENERAL.—The Heritage Area shall
 8 consist of the 175-mile region generally following the
 9 Route 15 corridor and surrounding areas from
 10 Adams County, Pennsylvania, through Frederick
 11 County, Maryland, including the Heart of the Civil
 12 War Maryland State Heritage Area, looping through
 13 Brunswick, Maryland, to Harpers Ferry, West Vir-
 14 ginia, back through Loudoun County, Virginia, to
 15 the Route 15 corridor and surrounding areas encom-
 16 passing portions of Loudoun and Prince William
 17 Counties, Virginia, then Fauquier County, Virginia,
 18 portions of Spotsylvania and Madison Counties, Vir-
 19 ginia, and Culpepper, Rappahannock, Orange, and
 20 Albemarle Counties, Virginia.

21 (2) MAP.—The boundaries of the National Her-
 22 itage Area shall include all of those lands and inter-
 23 ests as generally depicted on the map titled “Jour-
 24 ney Through Hallowed Ground National Heritage
 25 Area”, numbered P90/80,000, and dated October
 26 2006. The map shall be on file and available to the

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1 public in the appropriate offices of the National
2 Park Service and the local coordinating entity.

3 **SEC. 404. MANAGEMENT PLAN.**

4 (a) REQUIREMENTS.—The management plan for the
5 National Heritage Area shall—

6 (1) describe comprehensive policies, goals, strat-
7 egies, and recommendations for telling the story of
8 the heritage of the area covered by the National
9 Heritage Area and encouraging long-term resource
10 protection, enhancement, interpretation, funding,
11 management, and development of the National Her-
12 itage Area;

13 (2) include a description of actions and commit-
14 ments that Federal, State, Tribal, and local govern-
15 ments, private organizations, and citizens will take
16 to protect, enhance, interpret, fund, manage, and de-
17 velop the natural, historical, cultural, educational,
18 scenic, and recreational resources of the National
19 Heritage Area;

20 (3) specify existing and potential sources of
21 funding or economic development strategies to pro-
22 tect, enhance, interpret, fund, manage, and develop
23 the National Heritage Area;

24 (4) include an inventory of the natural, histor-
25 ical, cultural, educational, scenic, and recreational

1 resources of the National Heritage Area related to
 2 the national importance and themes of the National
 3 Heritage Area that should be protected, enhanced,
 4 interpreted, managed, funded, and developed;

5 (5) recommend policies and strategies for re-
 6 source management, including the development of
 7 intergovernmental and interagency agreements to
 8 protect, enhance, interpret, fund, manage, and de-
 9 velop the natural, historical, cultural, educational,
 10 scenic, and recreational resources of the National
 11 Heritage Area;

12 (6) describe a program for implementation for
 13 the management plan, including—

14 (A) performance goals;

15 (B) plans for resource protection, enhance-
 16 ment, interpretation, funding, management, and
 17 development; and

18 (C) specific commitments for implementa-
 19 tion that have been made by the local coordi-
 20 nating entity or any Federal, State, Tribal, or
 21 local government agency, organization, busi-
 22 ness, or individual;

23 (7) include an analysis of, and recommenda-
 24 tions for, means by which Federal, State, Tribal,
 25 and local programs may best be coordinated (includ-

1 ing the role of the National Park Service and other
 2 Federal agencies associated with the National Herit-
 3 age Area) to further the purposes of this subtitle;
 4 and

5 (8) include a business plan that—

6 (A) describes the role, operation, financing,
 7 and functions of the local coordinating entity
 8 and of each of the major activities contained in
 9 the management plan; and

10 (B) provides adequate assurances that the
 11 local coordinating entity has the partnerships
 12 and financial and other resources necessary to
 13 implement the management plan for the Na-
 14 tional Heritage Area.

15 (b) DEADLINE.—

16 (1) IN GENERAL.—Not later than 3 years after
 17 the date on which funds are first made available to
 18 develop the management plan after designation as a
 19 National Heritage Area, the local coordinating entity
 20 shall submit the management plan to the Secretary
 21 for approval.

22 (2) TERMINATION OF FUNDING.—If the man-
 23 agement plan is not submitted to the Secretary in
 24 accordance with paragraph (1), the local coordi-
 25 nating entity shall not qualify for any additional fi-

1 nancial assistance under this subtitle until such time
 2 as the management plan is submitted to and ap-
 3 proved by the Secretary.

4 (c) APPROVAL OF MANAGEMENT PLAN.—

5 (1) REVIEW.—Not later than 180 days after re-
 6 ceiving the plan, the Secretary shall review and ap-
 7 prove or disapprove the management plan for a Na-
 8 tional Heritage Area on the basis of the criteria es-
 9 tablished under paragraph (3).

10 (2) CONSULTATION.—The Secretary shall con-
 11 sult with the Governor of each State in which the
 12 National Heritage Area is located before approving
 13 a management plan for the National Heritage Area.

14 (3) CRITERIA FOR APPROVAL.—In determining
 15 whether to approve a management plan for a Na-
 16 tional Heritage Area, the Secretary shall consider
 17 whether—

18 (A) the local coordinating entity represents
 19 the diverse interests of the National Heritage
 20 Area, including Federal, State, Tribal, and local
 21 governments, natural, and historic resource pro-
 22 tection organizations, educational institutions,
 23 businesses, recreational organizations, commu-
 24 nity residents, and private property owners;

25 (B) the local coordinating entity—

1 (i) has afforded adequate opportunity
2 for public and Federal, State, Tribal, and
3 local governmental involvement (including
4 through workshops and hearings) in the
5 preparation of the management plan; and

6 (ii) provides for at least semiannual
7 public meetings to ensure adequate imple-
8 mentation of the management plan;

9 (C) the resource protection, enhancement,
10 interpretation, funding, management, and de-
11 velopment strategies described in the manage-
12 ment plan, if implemented, would adequately
13 protect, enhance, interpret, fund, manage, and
14 develop the natural, historic, cultural, edu-
15 cational, scenic, and recreational resources of
16 the National Heritage Area;

17 (D) the management plan would not ad-
18 versely affect any activities authorized on Fed-
19 eral land under public land laws or land use
20 plans;

21 (E) the local coordinating entity has dem-
22 onstrated the financial capability, in partner-
23 ship with others, to carry out the plan;

24 (F) the Secretary has received adequate
25 assurances from the appropriate State, Tribal,

1 and local officials whose support is needed to
 2 ensure the effective implementation of the
 3 State, Tribal, and local elements of the manage-
 4 ment plan; and

5 (G) the management plan demonstrates
 6 partnerships among the local coordinating enti-
 7 ty, Federal, State, Tribal, and local govern-
 8 ments, regional planning organizations, non-
 9 profit organizations, or private sector parties
 10 for implementation of the management plan.

11 (4) DISAPPROVAL.—

12 (A) IN GENERAL.—If the Secretary dis-
 13 approves the management plan, the Secretary—

14 (i) shall advise the local coordinating
 15 entity in writing of the reasons for the dis-
 16 approval; and

17 (ii) may make recommendations to the
 18 local coordinating entity for revisions to
 19 the management plan.

20 (B) DEADLINE.—Not later than 180 days
 21 after receiving a revised management plan, the
 22 Secretary shall approve or disapprove the re-
 23 vised management plan.

24 (5) AMENDMENTS.—

1 (A) IN GENERAL.—An amendment to the
 2 management plan that substantially alters the
 3 purposes of the National Heritage Area shall be
 4 reviewed by the Secretary and approved or dis-
 5 approved in the same manner as the original
 6 management plan.

7 (B) IMPLEMENTATION.—The local coordi-
 8 nating entity shall not use Federal funds au-
 9 thorized by this subtitle to implement an
 10 amendment to the management plan until the
 11 Secretary approves the amendment.

12 (6) AUTHORITIES.—The Secretary may—

13 (A) provide technical assistance under the
 14 authority of this subtitle for the development
 15 and implementation of the management plan;
 16 and

17 (B) enter into cooperative agreements with
 18 interested parties to carry out this subtitle.

19 **SEC. 405. EVALUATION; REPORT.**

20 (a) IN GENERAL.—Not later than 3 years before the
 21 date on which authority for Federal funding terminates
 22 for the National Heritage Area under this subtitle, the
 23 Secretary shall—

24 (1) conduct an evaluation of the accomplish-
 25 ments of the National Heritage Area; and

1 (2) prepare a report in accordance with sub-
2 section (c).

3 (b) EVALUATION.—An evaluation conducted under
4 subsection (a)(1) shall—

5 (1) assess the progress of the local coordinating
6 entity with respect to—

7 (A) accomplishing the purposes of the au-
8 thorizing legislation for the National Heritage
9 Area; and

10 (B) achieving the goals and objectives of
11 the approved management plan for the National
12 Heritage Area;

13 (2) analyze the Federal, State, Tribal, local,
14 and private investments in the National Heritage
15 Area to determine the impact of the investments;
16 and

17 (3) review the management structure, partner-
18 ship relationships, and funding of the National Her-
19 itage Area for purposes of identifying the critical
20 components for sustainability of the National Herit-
21 age Area.

22 (c) REPORT.—Based on the evaluation conducted
23 under subsection (a)(1), the Secretary shall submit a re-
24 port to the Committee on Natural Resources of the United
25 States House of Representatives and the Committee on

1 Energy and Natural Resources of the United States Sen-
 2 ate. The report shall include recommendations for the fu-
 3 ture role of the National Park Service, if any, with respect
 4 to the National Heritage Area.

5 **SEC. 406. LOCAL COORDINATING ENTITY.**

6 (a) DUTIES.—To further the purposes of the Na-
 7 tional Heritage Area, the Journey Through Hallowed
 8 Ground Partnership, as the local coordinating entity,
 9 shall—

10 (1) prepare a management plan for the Na-
 11 tional Heritage Area, and submit the management
 12 plan to the Secretary, in accordance with this sub-
 13 title;

14 (2) submit an annual report to the Secretary
 15 for each fiscal year for which the local coordinating
 16 entity receives Federal funds under this subtitle,
 17 specifying—

18 (A) the specific performance goals and ac-
 19 complishments of the local coordinating entity;

20 (B) the expenses and income of the local
 21 coordinating entity;

22 (C) the amounts and sources of matching
 23 funds;

24 (D) the amounts leveraged with Federal
 25 funds and sources of the leveraging; and

1 (E) grants made to any other entities dur-
2 ing the fiscal year;

3 (3) make available for audit for each fiscal year
4 for which the local coordinating entity receives Fed-
5 eral funds under this subtitle, all information per-
6 taining to the expenditure of the funds and any
7 matching funds; and

8 (4) encourage economic viability and sustain-
9 ability that is consistent with the purposes of the
10 National Heritage Area.

11 (b) AUTHORITIES.—For the purposes of preparing
12 and implementing the approved management plan for the
13 National Heritage Area, the local coordinating entity may
14 use Federal funds made available under this subtitle to—

15 (1) make grants to political jurisdictions, non-
16 profit organizations, and other parties within the
17 National Heritage Area;

18 (2) enter into cooperative agreements with or
19 provide technical assistance to political jurisdictions,
20 nonprofit organizations, Federal agencies, and other
21 interested parties;

22 (3) hire and compensate staff, including individ-
23 uals with expertise in—

1 (A) natural, historical, cultural, edu-
 2 cational, scenic, and recreational resource con-
 3 servation;

4 (B) economic and community development;
 5 and

6 (C) heritage planning;

7 (4) obtain funds or services from any source,
 8 including other Federal programs;

9 (5) contract for goods or services; and

10 (6) support activities of partners and any other
 11 activities that further the purposes of the National
 12 Heritage Area and are consistent with the approved
 13 management plan.

14 (c) PROHIBITION ON ACQUISITION OF REAL PROP-
 15 erty.—The local coordinating entity may not use Federal
 16 funds authorized under this subtitle to acquire any inter-
 17 est in real property.

18 **SEC. 407. RELATIONSHIP TO OTHER FEDERAL AGENCIES.**

19 (a) IN GENERAL.—Nothing in this subtitle affects
 20 the authority of a Federal agency to provide technical or
 21 financial assistance under any other law.

22 (b) CONSULTATION AND COORDINATION.—The head
 23 of any Federal agency planning to conduct activities that
 24 may have an impact on a National Heritage Area is en-
 25 couraged to consult and coordinate the activities with the

1 Secretary and the local coordinating entity to the max-
 2 imum extent practicable.

3 (c) OTHER FEDERAL AGENCIES.—Nothing in this
 4 subtitle—

5 (1) modifies, alters, or amends any law or regu-
 6 lation authorizing a Federal agency to manage Fed-
 7 eral land under the jurisdiction of the Federal agen-
 8 cy;

9 (2) limits the discretion of a Federal land man-
 10 ager to implement an approved land use plan within
 11 the boundaries of a National Heritage Area; or

12 (3) modifies, alters, or amends any authorized
 13 use of Federal land under the jurisdiction of a Fed-
 14 eral agency.

15 **SEC. 408. PRIVATE PROPERTY AND REGULATORY PROTEC-**
 16 **TIONS.**

17 Nothing in this subtitle—

18 (1) abridges the rights of any property owner
 19 (whether public or private), including the right to re-
 20 frain from participating in any plan, project, pro-
 21 gram, or activity conducted within the National Her-
 22 itage Area;

23 (2) requires any property owner to permit pub-
 24 lic access (including access by Federal, State, Tribal,
 25 or local agencies) to the property of the property

1 owner, or to modify public access or use of property
2 of the property owner under any other Federal,
3 State, Tribal, or local law;

4 (3) alters any duly adopted land use regulation,
5 approved land use plan, or other regulatory author-
6 ity (such as the authority to make safety improve-
7 ments or increase the capacity of existing roads or
8 to construct new roads) of any Federal, State, Trib-
9 al, or local agency, or conveys any land use or other
10 regulatory authority to any local coordinating entity,
11 including but not necessarily limited to development
12 and management of energy or water or water-related
13 infrastructure;

14 (4) authorizes or implies the reservation or ap-
15 propriation of water or water rights;

16 (5) diminishes the authority of the State to
17 manage fish and wildlife, including the regulation of
18 fishing and hunting within the National Heritage
19 Area; or

20 (6) creates any liability, or affects any liability
21 under any other law, of any private property owner
22 with respect to any person injured on the private
23 property.

1 **SEC. 409. AUTHORIZATION OF APPROPRIATIONS.**

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

7 (b) LIMITATION ON TOTAL AMOUNTS APPRO-
8 PRIATED.—Not more than \$15,000,000 may be appro-
9 priated to carry out this subtitle.

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

15 **SEC. 410. USE OF FEDERAL FUNDS FROM OTHER SOURCES.**

16 Nothing in this subtitle shall preclude the local co-
17 ordinating entity from using Federal funds available under
18 other laws for the purposes for which those funds were
19 authorized.

20 **SEC. 411. SUNSET FOR GRANTS AND OTHER ASSISTANCE.**

21 The authority of the Secretary to provide financial
22 assistance under this subtitle terminates on the date that
23 is 15 years after the date of enactment of this subtitle.

Appendix C:

Domain and Source Crosswalk

Evaluation Q.1: Has the NHA coordinating entity accomplished the purposes of the authorizing legislation and achieved the goals and objectives of the management plan?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Nature of JTHG NHA activities						
Description of activities including but not limited to heritage preservation, interpretation, education, stewardship, public outreach, infrastructure development, and planning	X	X		X	X	
Implementation of activities						
Role of the JTHG NHA	X	X		X	X	
Role of JTHG NHA administrative staff	X	X		X	X	
Role of partnership network	X	X		X	X	
Role of local community	X	X	X	X	X	
Impact of activities						
Development that is successful in meeting objectives	X	X	X	X	X	
Increased understanding, awareness and appreciation of JTHG NHA resources & stories	X	X	X		X	
Increased local sense of pride and connection to place		X	X			
Growth and development of partner network	X	X		X		
Trust and support among partners	X	X				

Evaluation Q.1: Has the NHA coordinating entity accomplished the purposes of the authorizing legislation and achieved the goals and objectives of the management plan?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Engagement of residents and visitors (# served/ involved/ affected)	X	X	X		X	
Environmental, cultural, and historic resources conservation	X	X		X	X	
Economic impact/ Job creation	X	X				X

Evaluation Q.2: What have been the impacts of investments made by Federal, State, Tribal, and local government and private entities?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Financial investments						
Amount of NPS NHA Federal funding	X			X		X
Amount of other Federal funding	X			X		X
Amount/ sources of other funding	X			X		X
In-Kind Match support	X			X		X
Grant sought and awarded	X			X		X
Amount/ diversity of donor contributions	X			X		X
Impact of financial investments						
Amount of dollars committed to each NHA activity	X	X				X
Revenue generated from NHA program activities	X					

Evaluation Q.2: What have been the impacts of investments made by Federal, State, Tribal, and local government and private entities?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Consistency of donor support	X	X			X	X
Expansion of base of donors	X				X	X
Economic impact/ job creation	X					X
Other types of investments						
Partnership contributions (e.g., time, staff, resources)	X	X	X	X	X	X
Community contributions (e.g., volunteerism)	X	X				X
Other In-Kind donations	X	X				X
Impacts of other investment sources						
Educational impacts	X	X		X		
Marketing and promotional	X	X		X		
Staff enhancement and retention	X	X		X		X
Land/ facilities acquisition	X	X		X		X
Economic impact/ job creation	X					X

Evaluation Q.3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Nature of management structure						
Description of management structure	X	X		X	X	X
Description of JTHG NHA mission and vision	X	X	X	X	X	X
Description of JTHG NHA goals	X	X		X	X	
Description of staffing and volunteers	X	X		X	X	
Description of governance & role in organization	X			X	X	
Description of executive leadership & role in organization	X			X	X	
JTHG NHA's contribution to sustainability						
Diversity of skills and expertise	X	X		X		
Capacity for adaptive management over time (incl. changes in staffing levels, strategic planning, etc.)	X			X		X
Investments in developing staff and career advancement opportunities	X	X		X		
Clear JTHG NHA goals with well-defined timeframes	X			X		X
System for setting annual goals or for establishing budgets	X	X		X		X
Systematic process for collecting data on measurable goals and usage of data (monitoring and evaluation)	X			X		X
Established fundraising plan (immediate and long-term, sustainable impacts)	X	X	X	X		
Established system of financial accountability	X	X	X	X		

Evaluation Q.3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Transparency of systems for setting goals, establishing budgets and financial accountability (a public or private process)	X	X		X		
Stakeholder development plan (sustainable impacts)	X					
Growth and development of partner network	X			X		
Transparent and effective communication channels with governance, staff, volunteers, partners, etc.	X			X		
Established and consistent communication mechanisms with partners, members and local residents	X			X		
Coordinating entity has leadership role in partner network	X					
Nature of partner network						
List of partners	X	X		X	X	
Purpose of each partnership	X	X		X		
Partners' involvement with JTHG NHA	X	X		X		
Resource commitment from partners (for what? for how long?)	X	X				
Partner network's contribution to sustainability						
Broad base of partners representing diverse interests and expertise in the JTHG NHA	X	X		X	X	
Partner collaboration and combination of investments to accomplish JTHG NHA objectives	X	X		X	X	

Evaluation Q.3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Partner retention over time	X	X				
Number of partners over time	X			X		
Partners' role(s) on JTHG NHA boards	X					
Trust and support among partners	X	X				
Financial sustainability						
Amount of dollars committed to each JTHG NHA activity over time	X	X		X		X
Allocation of Federal funds over time	X			X		X
Sources and amount of leveraged/ matching funds over time	X	X		X		X
Activities that can continue post sunset of Federal dollars	X					
Economic impact on sustainability						
Resource stewardship resulting in improved economic value of JTHG NHA	X	X				X
Improved earned income over time	X	X				X
Trends in return on fundraising investment	X					X
Trends in contribution and grants ratio – indicates dependence on voluntary support	X					
Trends in debt ratio	X					
Trends in average annual operating revenue	X					
Economic impact/ job creation	X					

Appendix D:

JTHG NHA Timeline

Year	Activity
2005-2007	<ul style="list-style-type: none"> Created Articles of Incorporation, secured IRS 501(c)(3) status Recruited team of professionals Established a National Advisory Committee, a Board of Trustees, and standing committees Developed annual budget Registered to solicit funds within VA, MD, PA, WV, and DC Created infrastructure: found, furnished and outfitted office space, opened bank accounts, filed business licenses Conducted hundreds of meetings and briefings in communities throughout the Heritage Area 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 JTHG NHA Virginia Tech Graduate Course in Urban Planning created 180-mile pedestrian/bicycle route for JTHG NHA U of VA graduate course in Urban Planning created research papers on importance of JTHG cultural landscape State Scenic Byway designation passed by each town, county, and each State DOT
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 “Of the Student, By the Student, For the Student” national service learning project honored by ACHP with their Partnership Commendation for Federal Preserve America Accomplishment Published <u>Honoring Their Paths: African American Contributions along the Journey Through Hallowed Ground</u> after three years of research Celebrated NSB designation with day-long 6-stop “whistle stop tour” garnering international press coverage
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 Virginia Department of Education awarded JTHGP a 3-year Learn and Serve America grant to replicate “Of the Student, By the Student, For the Student” project for 150th anniversary of the battle of Manassas, Second Manassas, and the 1911 Peach Jubilee Awarded grant to replicate “Of the Student, By the Student, For the Student” project for the 13 National Parks in JTHG for the Sesquicentennial of the American Civil War Conducted 24 JTHG Certified Tourism Ambassador training classes, reaching milestone of 500th trained CTA Named to Goodyear Tire and Rubber Company’s list of “Most Comfortable Touring Drives”
2011	<ul style="list-style-type: none"> Created two-sided award winning map of JTHG NHA with National Geographic Partnered with the National Archives and Gettysburg Foundation to compile a 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 Worked with Ron Maxwell (Director/Producer) and Warner Bros Home Video to release a special commemoration box set of the epic films <i>Gettysburg</i> and <i>Gods & Generals</i> for the Sesquicentennial Created a “special feature” included in every DVD and Blu-Ray box set, introducing the JTHG NHA Hosted world premiere of extended Director’s Cut of <i>Gods & Generals</i> at the Hilton Center for the Performing Arts in Manassas, VA followed by a panel discussion with stars and historians involved in the film

Year	Activity
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 JTHG NHA in the Daily Telegraph, newspaper in the UK Received Virginia Tourism Corporation marketing leverage grant to promote JTHG NHA and NSB with focus on UK and German markets through Capital Region USA Hosted Alliance of National Heritage Areas in Charlottesville, VA "Of the Student, By the Student, For the Student" projects for Antietam National Battlefield and C&O National Historical Park recognized by Washington County Board of Commissioners with a commendation on May 1
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 JTHGP featured as Best Practice at Chesapeake Landscape Conference Presented at NPS Large Landscape, Scaling Up: Engagement Strategy Workshop Living Legacy Project commemorated 150th anniversary of the Gettysburg Address with innovative public/private partnership: over 200 students from MA to VA researched fallen soldiers' stories Living Legacy Project replanted historic orchard on the Bliss Farm in Gettysburg National Military Park Completed "Of the Student, By the Student, For the Student" commemorating 150th anniversary of the battle of Gettysburg with more than 600 students from Gettysburg Area Middle School Received grant from Jack Kent Cooke Foundation to expand EXTREME Journey Summer Camp program Held 15 JTHG Certified Tourism Ambassador training classes
2014	<ul style="list-style-type: none"> JTHG NHA Management Plan approved September 15, 2014 Developed new Living Legacy Tree Planting partnerships with Ancestry.com, ESRI, and Bartlett Tree Care Held Living Legacy Tree Planting Project Research Teacher Seminar Held successful Living Legacy Tree Planting Dedication Ceremony at Little Oatlands Trained teachers from Orange County Public School District, with commitment to incorporate "Of the Student, By the Student, For the Student" in forthcoming school years Trained 188 new front line hospitality employees through JTHG Certified Tourism Ambassador program Enrolled 101 campers in EXTREME Journey Summer Camp program
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 JTHGP Trained 99 Certified Tourism Ambassadors Participated in Section 106 review process to ensure preservation of surrounding areas for three projects Installed 12 "Hallowed Ground" National Scenic Byway signs Planted about 1,660 trees spread over seven locations with partners and volunteers for Living Legacy Project Enrolled over 130 campers for EXTREME Journey Summer Camp Started development of Harpers Ferry National Historical Park Beacon Tour, "Time Trekker" app, using first person interpreters in short movies geared toward elementary school students Built successful relationships with two large volunteer organizations: Tourism Cares for Tomorrow and Vans Warped Tour to assist with planing of trees as part of Living Legacy Project
2016	<ul style="list-style-type: none"> Launched "Healing Through History: Shackles to Scholars" project at Harpers Ferry Participated in several focus groups put together by Civil War Trust to facilitate transfer of secured lands to State of VA, creating a new state park Planned and completed 5 tree planting events, planting 221 new trees "Time Trekker" app underwent successful beta testing Continued successful relationship with Vans Warped Tour, committing tour participants to community service work with JTHG for second year in a row Completed an Economic Impact Study with Tripp Umbach showing a \$703 million impact in the region

Year	Activity
2017	<ul style="list-style-type: none"> • Launched “Time Trekker” app, developed in partnership with Harpers Ferry NHP and HeresMyStory.com • Planned and completed two tree planting events, planting 243 trees • Installed “Healing Through History: Shackles to Scholars” student art exhibition at three locations in partnership with Harpers Ferry National Historical Park and International Fiber Collaborative • Commenced planning for National History Academy along with temporary website launch
2018	<ul style="list-style-type: none"> • Developed and ran inaugural session of National History Academy, summer program for high school students • Restructured JTHGP from 12 full-time employees to 4, freeing up resources for program development • Planned and completed two tree planting events, planting and dedicating 145 trees • Continued working with community members in a widely publicized discussion regarding the widening of Route 15, part of the JTHG NSB • Continued development on sustainability and growth plan for the National History Academy
2019	<ul style="list-style-type: none"> • Completed a Management Plan Appendix, geared toward efforts to help JTHG NHA become truly sustainable • Successfully completed second season of National History Academy • Worked with VDOT on implementation of JTHG NSB wayfinding signage, project ongoing since 2011 • Contracted with 829 Studios to redevelop JTHG NHA website • Researched suitable locations for donated trees to be planted
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 wayfinding project • Fulfilled educational programs for middle and high school students online for a second year due to ongoing COVID-19 pandemic • Connected 7 teachers and 749 students to historic sites across the country through HistoryFieldTrips.org • Contacted all partner sites and updated listings for newly launched JTHG NHA website • Joined Prince William Conservation Coalition, to oppose proposed zoning changes that would permit construction of data centers and other commercial uses on land abutting Manassas National Battlefield Park • Continued work with Catocin Coalition, Southern Environmental Law Center, Coalition for Smarter Growth, and Piedmont Environmental Council to address safety, access and conservation concerns along the Route 15 Corridor in Loudoun County, VA

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