



Augusta Canal National Heritage Area Evaluation Findings

Debra J. Rog, Ph.D.
Teresa Koenig, M.A.
Ranita Jain, M.A.

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Prepared for:
Center for Park Management
Washington, DC

Prepared by:
Westat
1600 Research Boulevard
Rockville, Maryland 20850-3129
(301) 251-1500

Westat

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Section 1: Introduction

1.1 Report Purpose

“...National Heritage Areas are places where natural, cultural, historic, and scenic resources combine to form a cohesive, nationally important landscape arising from patterns of human activity shaped by geography.”¹ In 1996, Congress officially designated an additional nine National Heritage Areas (NHAs), with federal funds provided over subsequent years. Oversight of these programs was assigned to the National Park Service (NPS), with the exception of one NHA, Silos & Smokestacks, that was assigned to the United States Department of Agriculture in 1996 and to NPS in 2000. In May 2008, Congress mandated that an evaluation, under the auspices of the Secretary of the Interior be conducted of each of the nine NHAs authorized in 1996 to review accomplishments made over the ten year period. Based on the findings from each evaluation, the Secretary of the Interior will prepare a report to Congress with recommendations regarding the future role of NHAs with respect to NPS.

The Center for Park Management (CPM) conducted the first of the nine evaluations in 2009 of Essex National Heritage Commission in eastern Massachusetts. Westat, under contract to CPM, has conducted two of the evaluations -- Augusta Canal National Heritage Area (ACNHA) in Augusta, Georgia, the focus of the current report; and, the Silos and Smokestacks National Heritage Area (SSNHA) in the Northeastern section of Iowa. Evaluations of the six remaining NHAs are pending.

The Augusta Canal and its nearby land were federally designated as Georgia’s first National Heritage Area. The canal, built in 1845 as a source of power, water, and transportation, is the only intact industrial canal in the American South in continuous use. Several of the land structures located by the canal predate the Civil War, and others were constructed in the late 19th century during America’s industrial revolution. The purpose of the ACNHA is to retain, enhance, and interpret the story of the Canal as a major source of transportation, hydropower, and water supply, and as a catalyst for the industrial revolution in the South.

This first section of the document begins by providing a description of the NHAs, followed by the purpose of the evaluation, and a description of the methodology that was used to evaluate the ACNHA. Section 2 provides an introduction to the ACNHA and its coordinating entity the Augusta Canal Authority (ACA), describes the coordinating entity’s relationship with partners and with NPS; and highlights the key findings of the evaluation. Section 3 provides an overview of the authorizing legislation, the heritage area’s mission and vision, the goals and objectives of the heritage area, and the organizational structure of the ACNHA coordinating entity and its community partnerships. Section 4 provides a detailed review of ACNHA activities and the coordinating entity’s effectiveness in meeting goals and objectives, Section 5 describes the public and private investments that support ACNHA activities and how the ACNHA coordinating entity utilizes these investments, and Section 6 assesses the sustainability of the ACNHA coordinating entity.

¹ National Park System Advisory Board. “Charting a Future for National Heritage Areas.” Available online at <http://www.nps.gov/history/heritageareas/NHAreport.pdf>

National Heritage Areas

An NHA is a designation given by the United States Congress to an area that has places and landscapes that collectively represent a unique, nationally important American story. An NHA can be any size and is intended to encourage historic preservation and an appreciation of the unique natural, cultural, historic, and scenic resources that have been shaped by the area's geography and history of human activity.

A coordinating entity or management entity is typically the organization within the NHA boundary that is tasked with bringing together diverse interests, goals and activities, resources and efforts to define and work collectively toward common goals. The coordinating entity is charged with the responsibility for development and implementation of a management plan that will achieve the goals specified in the heritage area's enabling legislation. It also manages the federal funding provided to, or earned by, the heritage area. The coordinating entity may be a federal commission, state agency, local university, local government, or nonprofit organization. The coordinating entity usually creates working groups with balanced representation of diverse interests, disciplines, backgrounds, and ethnicities to plan and implement actions that meet the requirements of the heritage area legislation and plans. Members of the working groups may include elected officials, nonprofit practitioners, business representatives, librarians, historians, naturalists, landscape architects, educators, and civic organization leaders.

1.2 Purpose of Evaluation

Public Law 110-229, which was enacted on May 8, 2008, directs the US Secretary of the Interior to evaluate each of the nine NHAs that were established in the Omnibus Parks and Public Lands Management Act of 1996² no later than three years before the date on which authority for Federal funding terminates. P.L. 110-229 describes the impetus for this evaluation, which is intended to inform the Secretary's report to Congress as follows:

- (a) In General.--For the nine National Heritage Areas authorized in Division II of the Omnibus Parks and Public Lands Management Act of 1996, not later than three years before the date on which authority for Federal funding terminates for each National Heritage Area, the Secretary shall —
 - (1) Conduct an evaluation of the accomplishments of the National Heritage Area; and
 - (2) Prepare a report in accordance with subsection (c).
- (b) Evaluation.--An evaluation conducted under subsection (a)(1) shall—
 - (1) Assess the progress of the local management entity with respect to—
 - (A) accomplishing the purposes of the authorizing legislation for the National Heritage Area; and

² See P.L. 104-333, 110 Statute 4093.

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

(2) 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

(3) 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 subsection (a)(1), the Secretary shall submit a report to the Committee on Natural Resources of the United States House of Representatives and the Committee on Energy and Natural Resources of the Senate. The report shall include recommendations for the future role of the National Park Service, if any, with respect to the National Heritage Area.

1.3 Evaluation Methodology

In order to comply with the Congressional mandate for evaluation of the NHAs, NPS partnered with the Center for Park Management (CPM), a division of National Parks Conservation Association. CPM, in turn, subcontracted with Westat to conduct this evaluation. CPM's mission is to promote and enhance management capacity within NPS. Westat, the evaluation subcontractor, is an employee-owned research firm with expertise in conducting evaluations across a broad range of subject areas. The evaluation team was guided by the NPS Evaluation Working Group, a group of NPS coordinators for NHAs and a Park Superintendent. In the following sections, we describe the evaluation methodology, role of each party in the evaluation, and the context within which the evaluation was conducted.

1.3.1 Methodology

The methodology was designed to maximize both the use of existing data and the ability to measure specific outcomes of the ACNHA's activities. The period covered by the evaluation is the 12 years during which the ACNHA has received federal funding, 1998-2010.

The following three questions—derived from the Congressional mandate—guided the evaluation:

1. Based on its authorizing legislation and general management plan, has the coordinating entity achieved its proposed accomplishments for the NHA?
2. What have been the impacts of investments made by Federal, State, Tribal and local government and private entities in the NHA?
3. How do the coordinating entity's management structure, partnership relationships and current funding contribute to the NHA's sustainability?

The evaluation used a case study design to address these evaluation questions. This design allowed for the examination of multiple variables of interest and multiple sources of data. The evaluation also incorporated a collaborative approach with project stakeholders to ensure that the findings are grounded in the local knowledge of the site. To guide the evaluation design and plans for implementation, we included the perspectives of CPM, the NPS Evaluation Working Group, the NPS Comptroller, the NPS liaison with each heritage area, the Panel of Experts, and NHA leadership. The tailored data collection tools and this report reflect the comments provided by CPM, the NPS Evaluation Working Group, the Panel of Experts, and the NHA evaluation site. The following sections describe each phase of the evaluation.

Site Introduction and Background Research

During the initial phases of the evaluation process, Westat contacted ACNHA staff to discuss preliminary planning details and initial background research requests. Over the course of one onsite face-to-face meeting, multiple email exchanges, and several telephone conversations during August and September 2010, Westat introduced the evaluation team and evaluation methodology to the ACNHA staff.

During the onsite face-to-face meeting in August 2010, Westat project staff worked with ACNHA staff to develop a logic model for ACNHA's review. Figure 4-1 is the final logic model that guided the development of the data collection protocols. Also, at this time, roles and responsibilities for all parties involved in this evaluation were discussed. The evaluation team provided to ACNHA an evaluation methodology (Appendix A) and data collection protocols (Appendices B, C, D, E, and F).

Data Collection

Data collection methods included reviews of documents and financial audits, in-person and telephone interviews with key informants from the ACNHA and its coordinating entity and partner and stakeholder organizations, and intercept interviews with individuals visiting the Canal's Headgates area and individuals attending the Arts in the Heart of Augusta Festival. A protocol guided the data collection, outlining the domains and measures of interest to collect from each identified source (i.e., prospective interviewees, program documents, financial documents, legislation). During data collection, evaluation staff used topic-centered guides for conducting interviews and abstracting documents. Data collection began in August 2010 and was completed in October 2010.

Numerous documents were reviewed to understand the background of the NHA (e.g., legislative documents, plans, by-laws), its staffing and structure (e.g., employee handbooks), funding received and expenditures (e.g., yearly audit reports, profit and loss statements), and strategies and activities conducted (e.g., annual reports, progress reports, newsletters, news releases, milestones). These documents also provided information on the outcomes that have occurred from ACNHA activities.

Individual interviews were conducted with two members of the Augusta Canal Authority (ACA) Board including the Board Chair and a former Chair, members of the ACNHA staff, and the ACNHA Executive Director who functions both as a member of the ACA and ACNHA management staff. These interviews helped the evaluators gain an understanding of the background and history of ACNHA, the coordinating

entity's activities and investments and their associated outcomes, and the coordinating entity's contribution to ACNHA's sustainability.

Interviews were conducted with representatives from 11 stakeholder and partner organizations. These interviews discussed the genesis of the organization's relationship with ACNHA; the influence and impact that the stakeholder perceives that ACNHA has made in the community; and additional ways the informant believes the ACNHA could serve the needs of the region. Stakeholder interviewees were selected by Westat from a list of organizations with which the ACNHA has relationships and who have a vested interest in the work of the ACNHA. Interviews were conducted with both the Mayor and the Administrator of the City of Augusta, Georgia, and with representatives from Georgia State Department of Economic Development, Historic Augusta, the City of Augusta Utilities Department, Augusta Capital LLC, Augusta Convention and Visitors Bureau, Augusta Tomorrow, Columbia County Convention and Visitors' Bureau, and Columbia County Department of Parks and Leisure Services, as well as two teachers with Columbia County School District.

The evaluation team also interviewed the Superintendent of Congaree National Park in South Carolina to understand the history and nature of the relationship between Congaree, the ACNHA, and the NPS; the influence and impact that the Superintendent perceives that the ACNHA has made in the community; and the perceived impact that any discontinuation of federal funding would have on ACNHA programs and activities following the sunset date.

Community intercept informal interviews were conducted with members of the public to learn how familiar they were with the history and culture of the Canal and the ways in which they gained this knowledge and familiarity, whether they had visited the ACNHA and used its resources, and their views on the impact the activities sponsored by the ACNHA has had on the community (i.e., economic, cultural, historic, restorative). Thirty-two interviews were conducted with attendees at the Arts in the Heart of Augusta Festival that took place in downtown Augusta, GA and seven additional intercept interviews were conducted at the Canal Headgates region, an area located at the top of the Canal in Columbia County. Individuals were approached at random, with some attention given to engaging individuals representing a range of ages and ethnicities. Most people at the Festival were sitting or standing in the shade; individuals at the Headgates were involved in transition from an activity (e.g., biking, hiking, kayaking). Most individuals were alone, but some were accompanied by one or more additional adults and/or children. All approached agreed to be interviewed. Interviews were guided by a set of topics, rather than the same set of questions.

See Appendices B, C, D and F for the management interview protocol, partner interview protocol, stakeholder interview protocol, and community intercept interview protocol.

Data Analysis

The focus of the data analysis was to document the extent to which ACNHA had achieved its organizational and programmatic goals as articulated in the mandating legislation and the ACNHA foundational documents. Where feasible, findings discussed have been triangulated; that is, information has been documented from multiple sources. In addition, where appropriate, efforts have been made to

ensure that the information gathered from key informants also has been substantiated with data from documents and other written sources.

Limitations

One limitation of the methodology is the limited data collection from the community. Community input was collected through the completion of topic-centered qualitative interviews with a total of 39 individuals or sets of individuals. Although the individuals interviewed, especially at the Arts Festival, likely represent individuals with no vested interest in the Canal, they represent a “convenience sample” rather than a representative sample of all tourists, local residents, and volunteers. Time and resource limitations prevented a broader selection of community representatives. The data thus provide insights into community awareness of the NHA, but do not provide a definitive understanding of the extent to which the NHA has had an impact on community knowledge, attitudes, and involvement in the NHA.

A second limitation is the ability of the evaluation design to provide definitive evidence of the NHA’s achievement of outcomes, especially attributions to the NPS funding and NHA designation. The historical growth and development of the NHA provides some indication of the role of the NHA funding and designation, but it is confounded with other factors that contribute to the growth of the NHA. For example, although it is likely that the NPS funding has helped to leverage other funding, the extent to which the ACNHA may have been successful in receiving some of this funding without the NHA resources and designation is unclear.

1.3.2 Roles

The Center for Park Management

CPM served as a consultant to NPS for the NHA evaluations. CPM reviewed the evaluator’s products, interfaced with NPS, and participated in evaluation site visits.

Westat

Westat served as the external evaluator. Westat revised the methodology used in the Essex National Heritage Area evaluation, prepared and revised a logic model to guide the evaluation in collaboration with the ACHNA staff, prepared the data collection protocols, collected and analyzed the data, and prepared this document.

NPS Evaluation Working Group

The NPS Evaluation Working Group provided advice and resources for the evaluation team and oversight of the entire evaluation process. The NPS Working Group included the NPS National Coordinator for Heritage Areas, the NPS Assistant National Coordinator for Heritage Areas, the NPS Regional National Heritage Area Coordinator for the Midwest Region, the NPS Regional National Heritage Area Coordinator for the Southeast Region, the NPS Regional National Heritage Area Coordinator for the Northeast Region, and the NPS Superintendent of Salem Maritime National Park. The NPS Evaluation Working Group met weekly throughout the evaluation process, involving CPM and Westat as needed.

Augusta Canal National Heritage Area

The staff of ACNHA (the Executive Director, the Manager of Programs and Business Operations, the Marketing and External Affairs Director, and the Educational Programs Coordinator) played key roles in facilitating this evaluation. They provided data and documents, helped with scheduling and planning site visits, identified a pool of contacts for interviews, provided feedback on the evaluation process, and participated in interviews. ACNHA collaborated with the evaluation team to develop the NHA logic model. ACNHA was not involved in the development of the methodology or data collection protocols though they were provided an opportunity to comment. ACNHA staff had the opportunity to review this document for factual accuracy after the draft was completed by Westat in December 2010.

1.3.3 Context

This evaluation of ACNHA follows two major NHA evaluation projects. In 2005, the NPS Conservation Study Institute (CSI) began the process of developing an evaluation strategy for NHAs that culminated in a 2008 report titled *Development of a National Heritage Area Evaluation Strategy: Report on Phase I*. This report was based on CSI's experience conducting evaluations of three Heritage Areas (Blackstone River Valley NHA, 2005; Delaware and Lehigh National Heritage Corridor, 2006; and Cane River National Heritage Area, 2008), as well as substantial input from the Alliance of National Heritage Areas (ANHA) Peer-to-Peer Committee. The evaluation model articulated in the CSI report provides a comprehensive overview of the core ingredients, guiding strategies, implementation activities, and accomplishments of a generic heritage area.

In 2009, CPM undertook the evaluation of the Essex National Heritage Commission. This was the first congressionally mandated evaluation of the nine NHAs authorized in Division II of the Omnibus Parks and Public Lands Management Act of 1996 and built on the structure and content of the program models developed by CSI during their evaluations. CPM's evaluation of Essex National Heritage Commission differed from the CSI evaluations in its objectives and focus. CSI's evaluations were focused on the processes that heritage areas make use of in order to accomplish their goals. It concentrated primarily on the role and benefits of partnership and collaboration. CPM's evaluation, because of the Congressional mandate, focused on outcomes as they related to the authorizing legislation and general management plan, the impact of financial investments, and the role of partnerships in the sustainability of Essex National Heritage Area.

The CPM/Westat evaluations of ACNHA and SSNHA build on CPM's evaluation of the Essex National Heritage Commission. The focus of these two evaluations continues to be on outcomes as they relate to the authorizing legislation and general management plan, the impact of financial investments on accomplishing these outcomes, the role of partners helping the NHA to accomplish its goals, and the sustainability of the NHA. The CPM/Westat evaluation differs from the first CPM evaluation in that it focuses on developing a replicable model of evaluation that can be conducted by NPS. This model is based on triangulated qualitative data collection through topic-centered interviews and document review. It does not include large-scale surveys due to cost and OMB Paperwork Reduction Act issues.

Section 2: Overview of the Augusta Canal National Heritage Area

This section of the evaluation report begins with an overview of the physical and operational aspects of the Augusta Canal National Heritage Area (ACNHA), and the roles and responsibilities of the coordinating entity, the Augusta Canal Authority (ACA). This is followed by descriptions of the types and significance of relationships that exist between and among the ACA, ACNHA staff, stakeholder/partners organizations, and the National Park Service (NPS) in Section 2.2. Finally, Sections 2.3 and 2.4 present a timeline of key events and key evaluation findings, including investments and their long-term impacts.

2.1 Introduction to the ACNHA & the ACA

The ACNHA encompasses the eleven mile Augusta Canal corridor, which originates in Columbia County, GA and runs parallel (southwest) to the Savannah River into the City of Augusta and Richmond County, GA (see Figure 2.1). ACNHA boundaries include the natural and man-made features (e.g., Canal locks and gates) that appear along all three levels of the Augusta Canal itself, as well as a host of historical structures (e.g., textile mills, structures from the Civil War era) and recreational areas (e.g., trails, greenways) that symbolize the many ways the Canal has impacted the region over time. The Augusta Canal has served as a key source of transportation, hydropower, and water supply for the region since the early 1800s. The following are a few highlights from the Augusta Canal's history, some of which describe its role in supporting the start of industrialization in the City of Augusta and the Southeast region of the United States:

- **1845:** The Augusta Canal construction begins. Petersburg boats transport cotton and other freight from upcountry farms via the Savannah River and Canal to the City of Augusta.
- **1847:** The Canal's first textile mill, the Augusta Manufacturing Company, is built.
- **1853:** The first pumping station is built on the Canal, providing the City of Augusta's water supply.
- **1862-65:** The Confederate States of America builds its main powder works facility on the Canal.
- **1870s - 1900s:** The Canal is enlarged and supports the South's largest region of water-powered (hydro-mechanical) textile mills and other non-textile industries.
- **1900s-1940s:** Interest grows in non-industrial (e.g., parks, golf courses) uses for the Canal. Augusta begins to generate electricity for the region using water from the Canal (hydropower).

In the mid-1980s a group of community leaders and citizens in Augusta, GA began advocating and planning for the restoration and conservation of the Augusta Canal. The Canal, which had served as a major source of transportation, hydropower, and water supply for the region beginning in the early 1800s

had become polluted and neglected over the years. Community leaders and grass-roots advocates realized the significant contributions that the Canal had made to the region's history and sought its recognition as a natural, cultural, and historical resource.

In 1989, after many lobbying efforts by community leaders and citizen advocates, the Georgia General Assembly officially created the Augusta Canal Authority as a political subdivision of the State and a public corporation whose purpose is:

“...to promote the revitalization and development of the City of Augusta through the creation of parks, recreation areas, and all other facilities useful or desirable in connection therewith. The creation of such areas is intended to develop and promote for the public good and general welfare, trade, tourism, commerce, industry, and employment opportunities and to promote the general welfare of this state by creating a climate favorable to the location of new industry, trade, and commerce and the development of existing industry, trade, commerce, and tourism opportunities within the City of Augusta.” [GA. L. 1989, p. 4750]

Members of the ACA included community leaders and others who had been advocates for the Canal's restoration and recognition. The ACA's primary focus was, and continues to be, on activities that support the restoration and conservation of the Augusta Canal and its natural, historical, and cultural resources. In the early 1990s, the ACA solicited input from the general public about the proposed future of the Augusta Canal, and hired two architectural firms to incorporate that input and other community feedback into the development of a master plan that would guide the future restoration of and development along the Canal. The resulting plan, the “1993 Canal Master Plan”, was intended to guide restoration and development efforts along the Canal in a manner that preserved its natural features and enhanced its public presence. The 1993 Master Plan was structured to accomplish the following core goals:

1. **Preservation** of the natural, cultural, structural, and other historic elements that are unique to the Augusta Canal corridor;
2. **Conservation** of the Augusta Canal as a natural resource, including creating buffer zones to protect the Canal's natural and historic characteristics;
3. Creation of opportunities for portions along the Canal to be used as sites for public **Recreation;**
4. Communicating information and “stories” about the Canal's unique contributions to regional and national history and culture, and its role as a natural resource through **Education and Interpretation;** and
5. Encouraging **Economic Development** along the Canal that supports increased tourism and real estate opportunities that can help preserve the Canal's unique character and history.

The 1993 Master Plan received approval and recognition from City and County authorities. In 1994 the State of Georgia designated the Augusta Canal as a “Regionally Important Resource” (RIR). This

designation provided a framework for protection of this region in that it was intended to encourage local government to adopt policies that helped protect the Canal and to review development projects that may impact this resource. As a result, in 1994, the City and County gave ACA powers to review all planning and design proposals that affect the Canal.

In 1996, the governing bodies for the City of Augusta, GA and Richmond County, GA merged into a single entity (Augusta-Richmond County Consolidated Government), and several committees and authorities were created to oversee planning and activities in different regions. In 1999, the ACA was expanded from five to 12 members, with ten members appointed by the City/County Commission and two by the area Legislative Delegation, to oversee activities related to the Canal.

The ACA and other Canal preservation advocates saw value in seeking recognition for the Augusta Canal as a nationally significant resource; this was included within the goals set within the 1993 Canal Master Plan. In 1996, Congress acknowledged the national significance of the resources and heritage of the region, designating the Augusta Canal the first National Heritage location in the State of Georgia and one of nine in the country to be officially designated that year under Public Law 104-333 (Division II, Title III). At that time, the Secretary of the Interior entered into a cooperative agreement with the ACA, recognizing it as the coordinating entity. The goals and plans that had been articulated in the 1993 Augusta Canal Master Plan were included under the federal designation, and served as the impetus for development of the ACNHA Management Plan that was approved by the Secretary of the Interior in 2000.

Although the Augusta Canal Authority, as a component unit of the consolidated government of Augusta and Richmond County, may receive charitable contributions, it was reported that many donors are reluctant to give to a governmental entity. Therefore, in 2003, the ACA created the Augusta Canal National Heritage Area, Inc.; this entity (ACNHA, Inc.) became recognized as a “charitable organization” under IRS Section 501(c)(3). This designation facilitates tax-deductible, financial and other contributions to be made to carry out the work of the ACNHA.

To date, the activities and programs supported by the ACA and ACNHA staff have been directed toward restoring and preserving the Canal’s natural and man-made structures; designing and implementing programs and resources for education and interpretation; enhancing economic development along the Canal; enhancing recreational usage of portions of the Canal (e.g., trails); marketing and advertising; and, participating in community planning efforts that affect the Canal region. A detailed description of the ACNHA’s activities and programs and their adherence to the legislation and the ACNHA Management Plan are provided in Section 4.2. Details about the ACNHA’s staffing and the ACA Board structure are provided in Section 3.3.

Figure 2.1 Diagram of Augusta Canal National Heritage Area



2.2 ACNHA's Relationships with Partners/Stakeholders and NPS

2.2.1 Partners and Stakeholder Organizations Relationships

The ACNHA has few formal partners but many stakeholders with strong relationships and investments in the heritage area. The ACNHA's main partnership is with the City of Augusta, primarily with the Utilities and Public Works departments. The Canal serves as the principal source of drinking water for Augusta and functions as a flood-control structure and is operated in these capacities by the City. The two organizations share and exchange responsibilities and resources related to other functions and purposes of Canal, including maintenance of resources at the Headgates area, the trails and towpath on the Canal first level and the Canal itself (e.g., vegetation within and along the waterway.) A second ACNHA formal partnership, though involving less than a day-to-day relationship, is with the Parc Naturel Regional de la Montagne de Reims in France. The ACNHA sought a relationship with the French park as the two organizations share common goals and objectives concerning the protection and interpretation of canal systems in their respective regions. The partnership was established in 2008 and has, to date, largely involved site visits between staff at the two locations and the sharing of information regarding budgeting, conservation, and interpretation efforts.

As described in Section 1, for the most part, the ACA and ACNHA staff have relationships and collaborations with "stakeholder" organizations (e.g., local tourism boards, city administration, historical societies) that are affected to varying degrees by NHA-sponsored activities and that support the ACNHA in its mission to preserve the Canal and recognize its contributions to the region's history. Years prior to the 1996 Heritage Area designation, members of the ACA had begun enhancing public awareness and enlisting the support of community leaders and citizens for the restoration and conservation of the Augusta Canal. The ACA and ACNHA staff have continued these outreach and advocacy efforts over the years, and have maintained relationships with a variety of public and private organizations in the region. The contributions of the partners and stakeholders to the ACNHA and its accomplishments are described more fully in Section 3.4. The importance of their contributions to the ACNHA's sustainability is discussed in Section 6.

2.2.2 ACNHA/NPS Relationship

P.L. 104-333 defined the purpose of the Secretary of the Interior's cooperative agreement with the ACA as providing a management framework that would assist the State of Georgia, local government, and area citizens in, "...retaining, enhancing and interpreting the significant features of the lands, water and structures of the Augusta Canal in a manner that is consistent with positive economic impact and development for the benefit and inspiration of present and future generations in the State of Georgia and the United States." The NPS role since the 1996 designation has been to provide the ACNHA with technical assistance related to funding and administrative issues; NEPA (National Environmental Policy Act) compliance, including Section 106 of the NHPA (National Historic Preservation Act); and for specific projects, as needed. Local NPS support has been available to the ACA and ACNHA staff through the Southeast Regional office in Atlanta, GA and the NHA Liaison in Congaree National Park in South Carolina. As described in greater detail in Section 4.3, the physical distance as well as a difference

in the environments of the two areas limit the help that Congaree can provide and as a result, there has been minimal interaction between ACNHA and Congaree.

2.3 ACNHA Timeline

Since receiving the federal NHA designation in 1996, the ACNHA has undertaken a range of activities³ supporting the restoration, conservation, and interpretation of the Augusta Canal and the resources that are encompassed within the NHA boundaries. A detailed list of the accomplishments is included in Appendix G. A few of the key milestones include:

- 1998:** Support of the renovation of Enterprise Mill (a historic textile mill along the Canal)
- 1999:** Completion of improvements to the Long Gate Spillway (an overflow control area along a popular recreational portion of the Canal) and the opening of a temporary visitor's center for the ACNHA
- 2000:** Signing of an agreement by the ACA to lease space in Enterprise Mill for ACA/ACNHA permanent staff offices and the Canal Interpretive Center (the NHA's educational and visitors' center). This arrangement included a separate agreement for the ACA to run the hydroelectric plant within the mill and sell the power back to the building owner and Georgia Power Company
- 2001:** Purchase of King Mill (an historic textile mill along Canal) and lease to current tenant, Standard Textile of Augusta
- 2003:** Opening of the Canal Interpretive Center in Enterprise Mill
- 2003:** First Petersburg Boat constructed. Interpretive Canal tours begin.
- 2004:** Construction completed on Canal multiuse trail and renovation of four historic buildings in the Headgates area
- 2005:** Renovation completed of Gatehouse and Canal Locks in Headgates area
- 2006:** Completion of dredging and widening of Canal 3rd level and construction of pedestrian bridge across first level of the Canal (trail area)
- 2007:** Completion of construction of bridges across Canal 3rd level
- 2008:** Signing of international partnership agreement with Parc Naturel Regional de la Montagne de Reims (PNR) in France

³ Federal NPS funding may have contributed to certain activities, but only as permitted per the stipulations in P.L. 104-333.

- 2009:** Purchase of Confederate States Powder Works chimney (one of last standing structures from Confederate States of America) and coordination of restoration
- 2010:** Completion of restoration of Confederate States Powder Works chimney and purchase of Sibley Mill (a historic textile mill along Canal)

These and other key milestones are described throughout the remainder of this document.

2.4 Key findings

The key findings from the ACNHA evaluation are organized by the three questions introduced in Section 1 and derived from the legislation, Public Law 110-229, that serve as a framework for this evaluation:

1. Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?
2. What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?
3. How do the heritage areas management structure, partnership relationships, and current funding contribute to its sustainability?

Evaluation Question 1: Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?

As outlined in Table 2.1, the legislated purposes for ACNHA and the goals of the management plan were articulated into six strategy areas of activities that framed our inquiry. Over the last 12 years, ACA, as the coordinating entity, **has attended to each of its legislated purposes and goals outlined in the management plan through the federal resources provided.** Its efforts have centered into six strategy areas: resource preservation; education and interpretation; economic development; recreational usage; marketing and outreach; and planning for community impact. The accomplishments and impacts in each of these areas are briefly described below. A more complete assessment of each of the areas is provided in Section 4.

Resource Preservation: *to create and support physical improvements for the Canal, its lands and historic structures and to support long-term preservation, conservation and reclamation of Canal resources.* Evidence of the impact of ACNHA's efforts to preserve the canal and restore its heritage was gathered through tours of the Canal (by boat as well as car), reviews of documents, interviews with key informants, and intercept interviews with members of the broader community. In addition to **evidence of the positive effects of ongoing cleanup and maintenance of the Canal, numerous major improvements were noted,** including restoration of the Enterprise Mill, and renovation of four historic buildings at the Headgates area, and the Gatehouse and Canal lock system. The most recent restoration involved the Confederate States Powder Works chimney adjoining one of the mills. Current renovation and restoration projects include historic mill workers' neighborhoods (homes and lands) and schools that mill workers' children attended in the 1800s. The ACNHA also has managed the construction of

pedestrian bridges across the Canal. **All sources interviewed were highly consistent in noting the impact of these physical changes** to the Canal that have occurred in the last decade, and **the effects of these changes on community pride**. Several also noted the **improvements to the water quality** from these efforts. The **recognition of the impact** of the Canal cleanup and preservation of resources was not limited to the organizations that were involved in these efforts, but **extended to individuals from the broader community as well**. In addition to restoring the Canal and adjoin properties, the ACA also has **restored hydropower** for the community. **The hydro-electric plants not only restore the heritage of the Canal, but provide a source of ongoing income for the ACNHA**. The restoration of the Canal and its adjoining properties has **engaged members of the community through input into the planning of the restoration activities and direct involvement in the clean-up efforts**. Finally, the stakeholders interviewed, including high level government officials and representatives from community organizations, consistently noted how **improvements in the public and private communities along the Canal (especially Level 1) resulting from ACNHA cleanup and restoration work over the years have led to community pride in the Canal**. Members of the public interviewed noted **improvements in the cleanliness and safety of the Canal** over the years, and how it is being **used more by locals and visitors** for walking, bike rides, and other activities.

Education and Interpretation: *to foster communication of the information and “stories” about the Canal’s unique contributions to regional and national history and culture, and its role as a natural resource.* The ACNHA has **implemented various initiatives under this strategy area**. These include interactive education and development through the Interpretive Center (IC), Canal boats, and interpretive panels, holding educational walking tours, developing education programs geared to state-approved curricula, promoting future stewardship, and conducting special programs.

Since 2004, both the IC and guided boat tours have seen a steady increase in visitation, averaging about 15,000- 20,000 each annually. In particular, the IC and boat tours reportedly have become a destination for school field trips. **With respect to visibility, nearly all the key informants interviewed noted the importance of the IC and boat tours in making the Augusta Canal a destination**. Not only was it recognized as a growing attraction for students, but the venues were reportedly increasingly being used for special events, such as weddings and civic club events.

It is much more difficult to measure the extent to which the ACNHA educational and interpretation activities have increased awareness, understanding, and appreciation for the Canal and particularly its heritage. Intercept interviews at the Arts Festival revealed that **the majority of individuals interviewed who were from Augusta were aware of the Canal and many were aware of the efforts in the past decade to restore it and the mills along its banks**. Less clear was how much the developments increased individuals’ understanding of, and appreciation for, the history of the Canal.

Finally, measuring the extent to which the ACNHA’s activities have fostered canal stewardship is challenging. **Citizens demonstrate stewardship by engaging in clean-up efforts individually, through organizations, and through the newly initiated Adopt-a-Canal Trail program**. As described below, the **community at large appears to have assumed some responsibility for supporting the maintenance of the canal**, demonstrated through the repeated receipt and amount received by the ACA/ACNHA from the county authorized Special Purpose Local Option Sales Tax (SPLOST). **The most**

direct effort to cultivate stewards, the ACNHA, Inc.’s Canal Keepers Society, founded in 2003, has seen slow growth and reportedly has not yet been pursued in a major way.

Economic Development: to encourage enhanced economic and industrial development in the area consistent with the goals of the Augusta Canal Master Plan. ACA has engaged in a number of economic development activities consistent with the original objectives outlined in the Management Plan. These activities include supporting improvements to and development of city, county, and private properties along the canal; purchasing and maintaining historic mills; and promoting tourism through the IC, boat tours, and related activities. **These activities have had both direct and indirect economic impact.**

As noted earlier, **evidence of ACNHA’s preservation efforts are visible in the physical quality of the canal and in the restoration of the buildings** along the Canal, including the mills and the building at the Headgates, among other structures. **Some properties reportedly would have been neglected or lost to development.** Over the years, and especially the last seven, the **ACA has leveraged an increased amount of financial resources from a diverse set of sources.** Some of the funding, particularly the DOT grants and the Special Purpose Local Option Sales Tax (SPLOST) funds, are restricted for particular capital projects, whereas others, though fluctuating from year to year, provide a solid base of resources for the ACNHA.

The increases in visitation at the IC and the boat tours, together with the reported popularity of the venues for other events, suggests that the **community is supportive of the Canal and views it as a community resource.** Noted above, the **continued receipt of funds through the county-authorized SPLOST sales tax also is indicative of community support** for the capital work of the ACA/ACNHA.

Finally, the economic development efforts have had the **most direct economic impact on the area by creating jobs** within the ACNHA itself, and more importantly, in the community as a whole as a result of restoring properties, such as the King Mill that has returned to being a working mill.

Recreational Usage: to retain, enhance and interpret the significant features of the lands, waters and structures of the Augusta Canal for recreational usage. To promote recreational usage of the Canal, the ACNHA built and **operates two Petersburg boats for daily tours and special public and private events; operates the IC daily and for special events as well; has developed and maintained multiuse trails and the Canal towpath for walking, hiking, and bicycling; made portions of the Canal accessible for canoeing and kayaking; and created events** such as “Take a Walk in the Park”, and participates in “Arts in the Heart of Augusta” and Westobou Festivals. The Canal serves as the location for dozens of walk-a-thons, recreational events, races and community fundraisers including the Lock-to-Lock ride, Adventure Race, and geocaching rallies.

In the Fall of 2010, a comprehensive assessment of all the ACNHA land and water trails was conducted by consultants Trail Dynamics, LLC and Kay/Linn, LLC. The resulting trail management master plan outlines a comprehensive program of maintenance and improvement projects including new signage, new facilities and additional trail development that will be implemented over the next several years.

Several sources of data converge to indicate **that the Canal has become an area of recreational activity for the region**. In addition to the earlier presented data on visitation to the IC and the boat tours, annual visitation data, gathered by the ACNHA and **reported in the 2008 study of economic impact of 6 NHAs (MGM, 2010), indicate that approximately 250,000 individuals visited the ACNHA in that year**. In addition an intercept survey of 631 individuals in that same year found that the **majority of visitors (79%) were repeat visitors and 67% were either very or somewhat familiar with the heritage area**. Data from records maintained by the Columbia County Leisure Services indicate that over two years, over **176,000 individuals were estimated to attend events at the Headgates area**. Key informant reports, as well as our intercept interviews, also point to the **increase in popularity of the Canal among exercise and outdoor enthusiasts** for the variety of activities for which it has been restored, including biking, hiking, walking, canoeing, and kayaking. Several key informants also noted that the **recreational qualities of the Canal were fitting into an eco-tourism identity for Augusta**.

Marketing and Outreach: *to market and promote the Canal and the Heritage Area's cultural, natural, scenic and recreational resources*. The ACNHA conducts a variety of marketing and outreach activities, including newsletters, the website, community outreach and networking, and maintaining an international partnership. **ACNHA's emphasis on marketing and outreach efforts has increased a great deal over the last six to seven years, and involves a variety of different types of efforts that span out to targeted markets (such as writers) as well as to the broader public (as in the website)**. Although it is difficult to know the extent to which changes in desired outcomes can be attributed to these efforts, **it is likely that some of the increases in visitation and visibility** (as reported by key informants and to some degree those who were intercepted at the Headgates and Arts Festival) **are a result of these efforts**. **The more formal recognitions received by ACNHA (e.g., Augusta Magazine's first place for Best Tourist Attraction) do appear to be more clearly tied to these efforts**.

Planning for Community Impact: *to participate in planning that encourages enhanced economic and industrial development in the area consistent with the goals of the Augusta Canal Master Plan*. **ACA Board members and ACNHA staff participate in community development and planning efforts that impact the Canal, serve on area boards, attend public meetings, and network with stakeholder organizations**. Data collected through interviews as well as from documents highlight the pivotal role that ACA/ACNHA and especially the Executive Director plays in the community. In particular, the central role of the Canal in the Westobou 2009 Master Plan for the region is, in part, a testament to the strength of the ACA/ACNHA as a planning organization. **Many interviewed cite the ACA/ACNHA's leadership role in preserving the history of Augusta** and providing opportunities in which preservation of the history (such as in saving the Sibley Mill) can provide direction for the future.

Table 2.1 provides a crosswalk between the purposes for the ACNHA as specified in the authorizing legislation and the goals established for the ACNHA as stated in the current management plan. The table also describes ACNHA programs and activities that correspond to these purposes and goals.

Table 2.1. Crosswalk of Heritage Area Purposes, Goal, and Current Activities

Purposes as Specified in Legislation	ACNHA Management Plan Goals	Current ACNHA Goals/Activities
<p>Retain, enhance and interpret the significant features of the lands, water and structures of the Augusta Canal in a manner that is consistent with positive economic impact and development for the benefit and inspiration of present and future generations in the State of Georgia and the United States.</p>	<p><u>Facility Development</u> - Make physical improvements to the Canal itself, as well as the adjoining lands and structures for the purposes of interpretation, education and recreation. This may include direct improvements sponsored by the ACA, as well as investments by the ACA that support development by other parties in the Canal region.</p> <p><u>Resource Stewardship</u> – Conduct activities that support long-term preservation, conservation and reclamation of the Canal’s historic resources, cultural landscapes and natural resources. Related activities may include assistance to public or private local entities needed to preserve Canal resources and settings, as well as advocacy for preservation initiatives.</p> <p><u>Heritage Programming and Outreach</u> - Make interpretive, educational, recreational and other efforts to increase public use and understanding of the Augusta Canal and further its economic sustainability. Related activities include participation in cooperative programs with public and/or private entities, and support for events and programs that use, expand or explain public awareness of the Canal and its unique heritage.</p>	<p>Resource Preservation</p> <p>Education and Interpretation</p> <p>Recreational Usage of ACNHA resources</p> <p>Marketing and Outreach</p>
<p>Present an integrated and cooperative approach for the protection, enhancement and interpretation of the cultural, natural, scenic and recreational resources of the heritage area using a management plan that incorporates Federal, State, Tribal, and local plans, including the 1993 Augusta Canal Master Plan that were in existence at the time of the NHA’s designation.</p>	<p><u>Heritage Infrastructure</u> - Develop a system that supports the accomplishment of goals set for interpretation, education, recreation and tourism along the Canal Corridor. This includes engaging in marketing activities, and providing public information and programs that enable visitors and residents to use, appreciate and understand the Augusta Canal.</p>	<p>Resource Preservation</p> <p>Education and Interpretation</p> <p>Recreational Usage of ACNHA resources</p> <p>Marketing and Outreach</p>
<p>Encourage, by appropriate means, enhanced economic and industrial development in the area consistent</p>	<p><u>Planning and Design Assistance</u> - Offer planning and design assistance to local entities to help preserve and support effective use of the Canal and the surrounding</p>	<p>Economic Development</p> <p>Planning for Community Impact</p>

with the goals of the Augusta Canal Master Plan.	areas. Activities may include contributing to local planning and zoning activities, and supporting programs that assist and/or encourage entities with development and preservation efforts that are compatible with ACA goals.	
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Evaluation Question 2: What have been the impacts of investments made by Federal, State, Tribal, and local government and private entities?

The ACNHA coordinating entity has successfully met the 50 percent federal funding match requirement each year over the entire funding period (1998 through 2009). In fact, the ACA, with \$21.2 million from a range of sources, leveraged over 4 times the \$5.2 million it received from NPS during this period. In addition to an \$8 million bond, one of the largest amounts (\$3.5 million) has come from the Special Purpose Local Option Sales Tax (SPLOST), a 1 percent county tax on items subject to the state sales tax. SPLOST is used for specific capital outlays and as a match for NPS funds. Money from generating hydropower has provided \$2.1 million since 2000, and water revenue has yielded \$1.4 million. Other large sources of funding have included grants for capital projects passed through the State of Georgia from the U.S. Department of Transportation (\$1.15 million) and funding from a variety of state and local grants totaling just over \$1 million. Fees from the Interpretive Center and boat tours have brought in nearly \$900,000 since 2004 and other consistent but smaller sources include interest on the use of money and property (\$548,772), private donations (\$310,172), gift shop sales (\$237,022), and miscellaneous sources (\$268,022).

In examining the use of investments, the evaluation concludes that ACA has been fiscally responsible in expending these funds for programmatic activities that address goals and objectives specified in the authorizing legislation and management plan, as addressed in evaluation question 1. The largest program expenditures have occurred in the areas of resource preservation (28% of funding) and education and interpretation (22%). Economic development accounts for 9% of the expenditures and the program areas of marketing and outreach accounts for 17%, community impact and planning accounts for 14%, and recreation accounts for 10%. Section 5 of this document provides a detailed overview of ACNHA investments and its use of the financial resources received.

Evaluation Question 3: How do the heritage area management structure, partnership relationships, and current funding contribute to its sustainability?

NPS, with the assistance of the stakeholders from many NHAs, defined sustainability for an NHA 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.”

In terms of the heritage area management structure, the evaluation found that ACA has the governance in place and is staffed appropriately to operate a sustainable NHA. The Board of Directors has an

ongoing role in setting policy and approving the direction of the staff, including the budget and financial documents. Board members are extremely involved in ensuring that the ACNHA is informed by the community and is enmeshed in the work of the community. The Board has been less involved in fundraising but is discussing having an annual fundraiser or signature event to support the NHA. Staffing is appropriate to the scope of activities in place, though it was recognized that the Executive Director's unique set of skills and knowledge is both a strength and vulnerability for the sustainability of ACNHA. There are few individuals who would provide the same package of strengths that the current Executive Director has; future replacement of his position to maintain the essential capacities he fills would likely require at least two different individuals to meet the operational and management demands of the position. In addition, two gaps in capacity raised by staff include dedicated attention to coordinating volunteers and increasing the membership of the Canal Keepers Society and expertise in the archiving, curating, and interpretation of historical materials.

Strategic planning has been at the heart of ACA, beginning with the 1993 Master Plan and followed by the 1996 Management Plan. Planning appears to be a strong emphasis of the community overall, with the community focused on a new 20 year plan. One of the areas of ACNHA's management capacity that could be strengthened is its collection and use of monitoring data and records of usage. There are visitation data available through the MGM2 surveys conducting in 2004, 2005, and 2008 that have informed the ACA, as well as some routine data on visitation to the IC and boat tours that are collected and reported in audit reports. There do not appear to be records consistently maintained on the use of the website, school group visits, outreach attempts and so forth. Although it is likely that these data to date may not have appreciatively changed how ACNHA does its work, they may overtime provide some direction in activities to maintain and grow versus those that may need reshaping or elimination.

The ACNHA partnerships and stakeholder relationships contribute towards the sustainability of the ACNHA by supporting its mission and promoting their common interests. In addition to a partnership with the city utilities department, ACA/ACNHA collaborates with local and regional tourism boards, city and county administration, development commissions, and historic and other preservation societies. Each of these organizations is affected to some degree by NHA-sponsored programs and activities and has an interest in and contributes to its sustainability.

In order for ACNHA to be financially sustainable it must have sufficient funds to cover its operating and programmatic expenses. **As noted, since 1998 through 2009 ACNHA has received approximately \$5 million from NPS, just over one-third of \$15 million that could be available under the legislation. During this same time, ACNHA has leveraged more than 4 times the federal NPS appropriation for a total of \$21.2 million of non-NPS funds.** The largest amounts have occurred in the last 8 years, and have come from a diverse set of Federal, State, local, and private funders, including SPLOST. Additionally, staff indicate that Augusta voters have recently extended the SPLOST program which has \$4.17 million earmarked for the Augusta Canal for 2012-2015 Master plan. Other key funding sources include money from generating hydropower, water revenue, grants from the U.S. Department of Transportation to support capital projects, grants from the Georgia Department of Economic Development to support marketing projects, fees from the IC and boat tours, interest on the use of money and property, private donations, gift shop sales, and miscellaneous sources.

Both the NPS funding and the NHA designation have been of value to ACA/ACNHA. The funding has provided flexibility, a consistent source of discretionary funds, and the ability to leverage other resources. The funding has also helped the NHA to have a coherent approach to carrying out its activities. **If the NPS funding is discontinued, the general view among those interviewed and close to the ACNHA is that progress will be slowed and some activities may not be accomplished; the basic structure of the organization would likely remain the same, however, if the other sources of funding (water, hydropower, fees and sales) continue.** One of the vulnerabilities is the fluctuation in water revenues and hydropower sales that prohibit the ACNHA's ability to consistently project the amount of funds available year to year.

Almost without exception, interviewees who had been involved with ACNHA for some time also noted the importance of the NHA designation to the Canal and its ability to be sustained. Those interviewees involved with marketing and tourism note that the NHA designation has served as a good selling point for Augusta. It serves in many ways as a "Good Housekeeping Seal of Approval" and helps to place the Canal among a more elite group of destinations.

Section 3: Augusta Canal Authority Structure and Organization

Section 3 begins with a review of the authorizing legislation (3.1), and describes the ways that the Augusta Canal Authority’s vision, mission, and proposed goals for the ACNHA link to the legislation (3.2). An overview of the organizational structure of the ACA and ACNHA staffing is presented in Section 3.3, and relationships with partner and stakeholder organizations are described in Section 3.4.

3.1 Augusta Canal NHA’s Authorizing Legislation, Mission & Vision

As noted earlier, in 1996, Congress designated the Augusta Canal as a National Heritage Area under P.L. 104-333 (see Division II, Title III) and recognized the Augusta Canal Authority as the coordinating entity. This legislation described the purpose of the Secretary of the Interior’s cooperative agreement with the ACA as providing a management framework that would assist the State of Georgia, local government and area citizens in,

“...retaining, enhancing and interpreting the significant features of the lands, water and structures of the Augusta Canal in a manner that is consistent with positive economic impact and development for the benefit and inspiration of present and future generations in the State of Georgia and the United States.”

Title III authorized the Secretary to appropriate up to one million dollars per fiscal year, and not more than ten million dollars over the course of the cooperative agreement. In 2008, Congress increased the funding cap for each of the 1996 Heritage Area designees to \$15 million (P.L. 110-229 Title IV Section 461.) Federal funding has been approved for the ACNHA until it reaches its sunset date on September 30, 2012. The authorizing legislation includes a “50% Match Requirement” which stipulates that the NPS Federal Assistance Funds (NPSFAF) provided to the ACNHA cannot exceed 50 percent of the total funding it receives. This requirement is intended to encourage the NHA to seek funding from other sources that can support its mission, including the local community.

ACNHA Management Plan

As required, the ACA prepared a document describing the plans for the management and administration of the Heritage Area, and submitted it for approval by the Secretary. The authorizing legislation dictated that the resulting plan should, “... be based on Federal, State and local plans in existence ... including the Augusta Canal Master Plan.” As a result, the ACNHA Management Plan was structured according to the goals and objectives that had been specified in the 1993 Augusta Canal Master Plan. In order to receive the Secretary’s approval, the ACNHA Master Plan needed to meet the following criteria:

- Show that it had strong local support from a diversity of landowners, business interests, non-profit organizations and government in the area;
- Be consistent with, and complement, continued economic activity in the area;
- Show that it had a high potential for effective partnership mechanisms; and

- Not improperly infringe on private property rights, and take appropriate action to ensure that private property rights would be observed.

Additionally, the ACNHA’s authorizing legislation directs that the ACA, the State of Georgia, the City of Augusta and other local political subdivisions should, “...encourage, by appropriate means, enhanced economic and industrial development in the [NHA region] consistent with the goals of the Augusta Canal Master Plan.” P.L. 104-333 prohibits the ACNHA from using any NPS funding that it receives under Title III to acquire real property (real estate), or any interest in real property.

ACA Mission and Vision for the ACNHA

In the late 1980s the original five members of the ACA adopted the mission, “... to establish and implement an overall plan for the preservation, development, and management of the Augusta Canal as a public resource.” This mission was reinforced with the designation of the Augusta Canal as an NHA and remains the driving force behind the ACA’s activities to this day.

The 1993 Canal Master Plan describes various elements that support the ACA’s vision for the Augusta Canal serving as a regional focal point for reinvestment in historic settings, attracting economic development, and providing resources for recreation, interpretation, and environmental learning. From the time of its origin in the late 1980s, the ACA has worked to educate the public about the Canal’s history and benefits, and has invited public investment in its sustainability. The ACNHA program logic model presented in the next chapter (Figure 4. 1) shows the links between the federal legislation, the ACNHA Management Plan, and the ACA’s intended and actualized goals.

3.2 Augusta Canal Authority’s Goals and Objectives

The ACA submitted the Management Plan for the management and administration of the ACNHA to the Secretary of the Interior in October 1999, and received federal approval for the Plan in October 2000. The ACNHA Management Plan was structured considering the goals and objectives that had been specified in the 1993 Augusta Canal Master Plan, and described the following five core elements in the action agenda:

- **Facility Development.** Make physical improvements to the Canal itself, as well as the adjoining lands and structures for the purposes of interpretation, education and recreation. This may include direct improvements sponsored by the ACA, as well as investments by the ACA that support development by other parties in the Canal region.
- **Resource Stewardship.** Conduct activities that support long-term preservation, conservation, and reclamation of the Canal’s historic resources, cultural landscapes, and natural resources. Related activities may include assistance to public or private local entities needed to preserve Canal resources and settings, as well as advocacy for preservation initiatives.
- **Heritage Programming and Outreach:** Make interpretive, educational, recreational, and other efforts to increase public use and understanding of the Augusta Canal and further its economic sustainability. Related activities include participation in cooperative programs with public and/or

private entities, and support for events and programs that use, expand or explain public awareness of the Canal and its unique heritage.

- **Heritage Infrastructure:** Develop a system that supports the accomplishment of goals set for interpretation, education, recreation, and tourism along the Canal Corridor. This includes engaging in marketing activities, and providing public information and programs that enable visitors and residents to use, appreciate, and understand the Augusta Canal.
- **Planning and Design Assistance:** Offer planning and design assistance to local entities to help preserve and support effective use of the Canal and the surrounding areas. Activities may include contributing to local planning and zoning activities, and supporting programs that assist and/or encourage entities with development and preservation efforts that are compatible with ACA goals.

Because most of the objectives specified in the ACNHA Management Plan reflect those described in the 1993 Canal Master Plan, the ACA had already begun working toward accomplishing some of these goals prior to the 1996 NHA designation. As described in Section 2 and outlined in Table 2.1, during the logic modeling session that was conducted in August 2010, ACNHA management staff provided a more refined classification of the ACNHA's current programs and activities that expanded upon the original management plan objectives.

3.3 Augusta Canal Authority's Organizational Structure

ACA and the Board

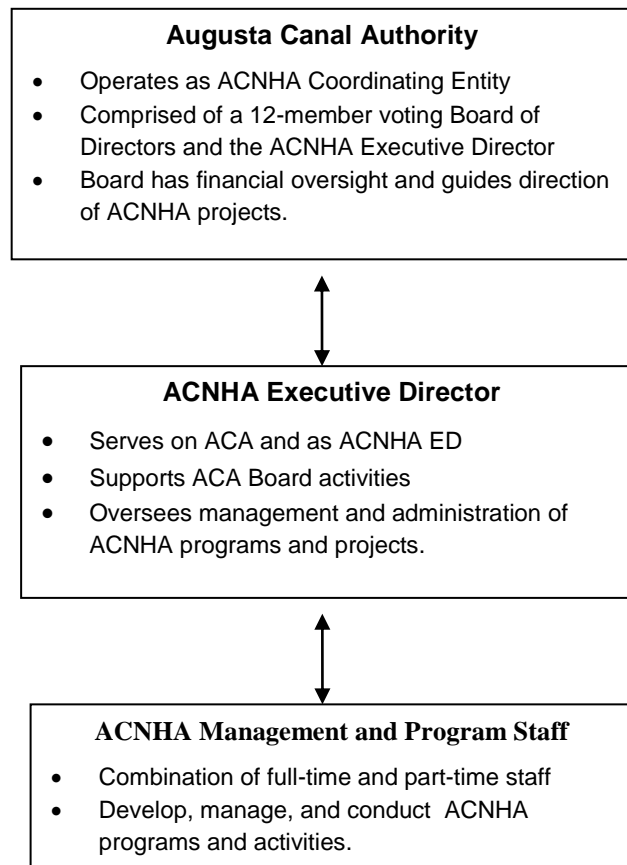
The ACA operates as the ACNHA's coordinating entity and has general oversight over ACNHA management and program staffing. It is currently comprised of a 12-member Board of Directors, plus the ACNHA Executive Director. Board members represent a variety of professionals, including civil engineers, architects, attorneys, and private citizens. Each Board member serves a four-year term, and can be re-appointed indefinitely by the Commissioners. Current Board members include three individuals who were among the original community members that began advocating for the restoration and recognition of the Canal back in the 1980s, and several others have served for over 10 years. All members must be residents of the county. Many report to be active recreational users of the Canal as well. The ACA typically meets on a monthly basis to review business and projects related to the ACNHA, and it has been recognized by local government as a group that should be consulted for projects or development planned along the Augusta Canal. While the ACA does not have any legal authority over zoning and development, it is given the opportunity to review and comment on plans affecting the Canal because of its designation by the State of Georgia as a Regionally Important Resource (RIR). The Georgia Planning Act of 1989 authorized the Department of Community Affairs (DCA) to identify RIRs. A RIR is a natural or historic resource that is of sufficient size or importance to warrant special consideration by the local governments having jurisdiction over that resource. Any local government actions, such as issuing permits or building a public facility, that could impact the RIR is subject to intergovernmental review for consistency with the plan for the RIR.

ACNHA and Staff

Originally, staffing for the ACNHA was comprised of the five ACA board members. An Executive Director has been on board since 1997. The current Executive Director has held the position full-time since 1998, and had been involved in supporting early ACA and ACNHA activities prior to that appointment. The NHA currently operates with the following staff: the Executive Director, the Director of Marketing and Public Affairs, the Manager of Programs and Business Operations, the Ranger/Operations Manager, and the Educational and Programs Coordinator. In addition, there is a Gift Shop and Interpretive Center Manager and clerks that work in the Interpretive Center, boat captains, tour guides, and security.

Figure 3.1 shows an organization chart for the ACA/ACNHA.

Figure 3.1 Organizational Chart for ACNHA and Coordinating Entity



3.4 Augusta Canal Authority's Stakeholder & Partner Relationships

As described in Section 1.3, most of the relationships that the ACA and ACNHA staff have developed within the region are with "stakeholder" organizations. These represent entities such as local and regional tourism boards, city and county administration, development commissions, and historic and other

preservation societies, each of which is affected to some degree by NHA-sponsored programs and activities. The major categories of stakeholders and collaborators are described below.

The Public

One of the key stakeholders for the ACA/ACNHA is the public at large. Both the Board and the staff view the public as being the “owner” of the Canal and its properties and therefore the major stakeholder of their efforts. The planning process for the 1993 Master Plan included a central focus in obtaining public input. In addition, as programs and activities have been put into place, such as Canal clean-up efforts, the ACNHA has looked to the community to participate in these efforts. Adopt-A-Canal Trail, for example, is designed for community groups and individuals to actively participate on a regular basis in the maintenance of specified segments of trails along the Canal.

Local Governmental Partners and Stakeholders

ACA/ACNHA has relationships with a range of state and local government entities. One partnership is with the City of Augusta Utilities Department. In 1997, the Augusta City-Richmond County government entered into an agreement with the ACA to provide financial resources to the ACA that support its mission to restore and preserve the Canal and its resources. Under the agreement, which is renewable every 10 years, Augusta City-Richmond County transfers revenues it receives from the sale of water (stipulations apply) from the Augusta Canal to the ACA on a monthly basis. The ACA uses these funds to pay for its operational expenses - including the salary and benefits for ACNHA Executive Director - and to carry out its functions including those that entail implementing the Canal Master Plan. The mills buy the water they use to generate hydropower from the Utilities Department, and Utilities returns these revenues to the ACA. The City is in charge of operating the Augusta Canal and maintaining the water processing and other facilities. The ACA and ACNHA staff maintains the Canal’s landscape and natural structure, and some of the mill hydropower operations.

Other governmental entities that have a stake in the work of the ACA/ACNHA include the Board of Education and local school districts; the Augusta/Richmond County Department of Recreation; the Mayor and the Administrator of the city of Augusta; and The Columbia County Department of Parks and Leisure Service.

Georgia Governmental Stakeholders

The Georgia State Departments of Economic Development, Natural Resources, and Transportation all work with the ACA/ACNHA, primarily in the role of funders. The Department of Transportation, in particular, has served as a pass-through to ACA on several federal grants over the years, as described in Section 5.

Visitors Bureaus

The ACNHA has worked with both the Augusta Convention and Visitors’ Bureau (ACVB) and the Columbia County Convention and Visitors’ Bureau (CCVB). The ACVB is the local entity that is in charge of promoting and marketing the City of Augusta, GA as a tourist destination. Also housed in the Enterprise Mill along with ACNHA, ACVB staff has regular (often daily) contact with the ACNHA

Marketing and Outreach Coordinator to address issues related to promoting the ACNHA as an educational and eco-friendly tourist destination. The CCCVB is tasked with conducting promotional and marketing activities to generate tourism for Columbia County, GA. The CCCVB is in frequent contact with the ACNHA Marketing Director to coordinate ways to promote and advertise the Headgates area, located in the southern region of Columbia County where the Savannah River and 1st level of the Canal come together, as well as other ACNHA attractions such as the IC and Petersburg Boat Tours. The CCCVB helped obtain the road signage that directs visitors to the Headgates area and the Canal Interpretive Center.

Local Planning and Community Organizations

ACA and ACNHA have collaborative relationships with a number of local organizations. Three organizations with whom they work most closely are Augusta Capital, LLC, Augusta Tomorrow, and Historic Augusta. Augusta Capital is a private for-profit business known for investing in historic properties within and around Augusta, GA. Augusta Capital's mission is consistent with the mission of ACA in that both groups seek to preserve historic structures along the Augusta Canal. In the late 1990s, Augusta Capital purchased Enterprise Mill and provided financial backing for its restoration. Augusta Capital has continued to buy and help restore properties along the Canal over the years and in this way continues to support the ACA in its mission to restore and preserve historical structures in the Canal region.

Augusta Tomorrow is a non-profit organization comprised of community leaders, businesses, and community organizations that serve as a “think tank” for economic planning and development efforts in the City of Augusta. The ACA itself was a “brainchild” of Augusta Tomorrow during a time when it was seeking a way to bring the attention of community leaders to the need to clean up and restore the Augusta Canal region. Augusta Tomorrow members lobbied with local officials to create the ACA, and some of the previous and current members of the ACA Board were at one time members of Augusta Tomorrow. Augusta Tomorrow has created various plans over the years to promote and initiate development in Augusta, including along the Canal region. One of the ACA's most recent contributions has been to Augusta Tomorrow's 2009 Master Plan (The Westobou Vision), which proposes development within the City of Augusta in the Harrisburg (1st Canal level, near Sibley and King Mills) and Laney-Walker (Canal 3rd level) areas. Currently, the ACA is working with Augusta Tomorrow to provide planning direction and some funding for natural landscaping and walking trails that are being constructed near the City's new Judicial Center, which is being constructed along the 2nd level of the Canal.

Historic Augusta, Inc. is a private, nonprofit membership organization dedicated to the preservation of the historic built environment of Augusta and Richmond County. Historic Augusta identifies historic resources in the community, educates the general public about its importance, and assists in preserving historic properties by working with private owners and local, state and federal governments to protect significant buildings, sites, and districts. The ACHNA staff collaborated with Historic Augusta to create an NPS-sponsored “Discover Our Shared Heritage” website on Augusta's National Historic Landmark Districts (<http://www.nps.gov/nr/travel/Augusta>.) Historic Augusta has named several ACNHA buildings to its annual “Endangered Properties” list, thus drawing the attention of potential preservationists. The Sibley Mill, now owned by the ACA, was one such property. In addition, over the past ten years members

of the ACNHA/ACA staff and board have served and continue to serve on Historic Augusta's Board of Trustees.

Alliance of NHAs

The Alliance of National Heritage Areas is a membership organization of the NHAs committed to raising awareness among the Administration, Congress, its partners, and the public of the benefits of NHAs and fostering educational opportunities and partnerships among organizations in the heritage development field. The ACNHA is a member of the Alliance, and the ACNHA director served as the Alliance's chair for six years until February 2010, and vice chair for six years prior to that. The Executive Director of ACNHA believes the Alliance is a critical vehicle for NHAs to have a national impact and a national voice.

International Partnership

The ACA and ACNHA staff has established an international partnership with Parc Naturel Regional de la Montagne de Reims (PNRMR) in France. The international agreement was generated as part of the execution of a Memorandum of Understanding (MOU) between the Federation des Parcs Naturels Regionaux de France and the Alliance of National Heritage Areas of the United States. The French Federation is comprised of 45 regional nature parks, and among them is the PNRMR. This structure is similar to the ACNHA's membership among the U.S. Alliance of National Heritage Areas. Under the MOU, the French Federation and U.S. Alliance of NHAs agreed to cooperate to share best practices; exchange information, staff, and knowledge; promote the principles of sustainable heritage development; and share techniques and methods for measuring economic, cultural, and conservation values that are derived from sustainable heritage and landscape development. The ACNHA and PNRMR entered into an agreement to share this kind of information with one another since they share interests in the preservation of Canal systems and interpretation of the related culture, heritage and landscapes. The agreement went into effect in 2008 and will last for a period of four years. To date, partnership activities have included the exchange of information regarding best practices, visits to each other's site. Although the ACNHA Executive Director encouraged all NHAs to establish international partnerships as part of his role as the chair of the Alliance in order to increase the international visibility of the NHA program and to foster the exchange of knowledge and practices that can benefit the NHAs, ACNHA is the only NHA to date that has done so.

Section 4: ACNHA Fulfillment of the Authorizing Legislation and Management Plan

4.1 Authorizing Legislation and Management Plan Objectives

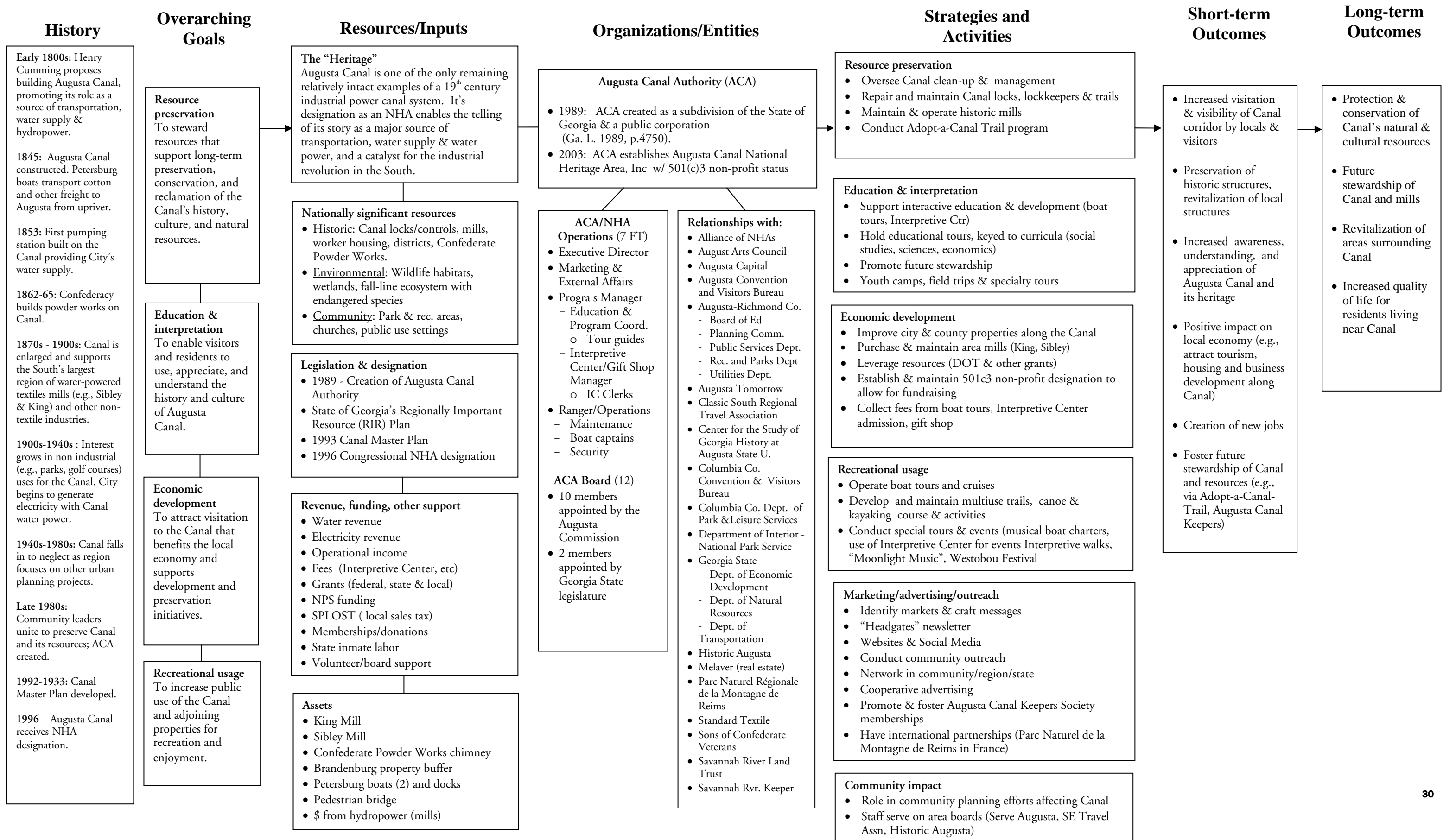
The authorizing legislation (P.L. 104-333) dictated that the ACNHA Management Plan should reflect local plans already in existence, including the 1993 Augusta Canal Master Plan. As a result, the ACNHA Management Plan was structured to reflect five main objectives, many of which had been specified in the 1993 Augusta Canal Master Plan. As described in Section 3.2, ACNHA management staff provided an updated classification of the ACNHA's current programs and activities during a logic modeling session that was conducted with the evaluators in August 2010. The logic model, provided in Figure 4.1, outlines the six program strategies or areas in which the current activities fall. As displayed in Table 2.1, these strategy areas correspond to the original five objectives, with more specific break-out of the growing focus on marketing and outreach activities, and the role of the ACNHA in community planning.

The six strategy areas include:

- Resource Preservation;
- Education and Interpretation;
- Economic Development;
- Recreational Usage;
- Marketing and Outreach; and
- Planning for Community Impact.

Section 4.2 describes the progress made in each of these six program areas and an assessment of their outcomes outlined in the logic model.

Figure 4.1 Augusta Canal National Heritage Area Logic Model



4.2 ACNHA Program Strategies

4.2.1 Resource Preservation Strategy

This strategy area relates to the goals established within the ACNHA Management Plan for Facility Development, Resource Stewardship, and Heritage Programming and Outreach, which in turn relate to the first legislative mandate described in Table 2.1: “Retain, enhance and interpret the significant features of the lands, waters and structures of the Augusta Canal in a manner that is consistent with positive economic impact and development for the benefit and inspiration of present and future generations in the State of Georgia and the United States.”

Activities that fall under the umbrella of Resource Preservation for ACNHA are intended to create and support physical improvements for the Canal, its lands and historic structures, and to support long-term preservation, conservation, and reclamation of Canal resources. Although much of the planning for the activities occurred prior to the NHA designation in 1996, members of the ACA Board (those who were interviewed by the evaluators) and the ACNHA Executive Director reported that receiving the designation provided the impetus needed at community and government levels to make many Canal preservation projects a reality. Since 1996, the ACNHA has been involved in a number of activities intended to preserve and maintain the Canal and its adjacent properties and structures. These have included activities that manage and support clean-up and maintenance of the Canal itself as well as its surrounding structures and natural resources; restoration & maintenance of Canal locks, structures (e.g., the Headgates), and trail systems; the Adopt-a-Canal Trail program; and restoration, maintenance and operation of historic mills (Enterprise, King, Sibley, Powder Works chimney) along the Canal.

Description of Activities

Canal Cleanup, Maintenance, and Repair

The Augusta Canal is physically divided into three sections or levels, and the cleanup efforts and other preservation work of the ACNHA have been staged to some degree by these levels, depending on the resources and support available. Level 1, the largest portion of the Canal that includes several historic textile mills and the Headgates area, was slated first. This work, initiated soon after the NHA designation was received, focused on removal of trash and natural debris from the Canal through dredging, restoration of the Canal’s structural integrity, and restoration or stabilization of historical structures including the historic Headgates structures, and the lock systems. These initial Canal clean-up efforts reportedly yielded huge amounts of trash, some of which included very large items that needed to be professionally removed (autos, appliances). Some citizens had been using the Canal to dump their household trash and it took a few years to break some of this habit. In recent years, Richmond County, through the efforts of ACNHA, has donated trash receptacles and dumpsters along Canal public use areas (e.g. trails and the towpath) to help minimize trash in the Canal.

More recently, work along Level 1 has been geared toward efforts that support the restoration and maintenance of Enterprise Mill and preparing and maintaining the waterway along this level for Petersburg boat tours.

Environmental clean-up and restoration projects along Level 3 have taken longer to put into place than originally planned, but have been completed in recent years with enhanced financial resources, staffing, and increased public interest in developing this region. Much of the work to date on Level 3 has been characterized by environmental remediation funded by Atlanta Gas Light Company (in excess of \$50 million) and includes dredging, physical cleanup (trash removal), and restoring the structural integrity of the Canal banks. Future plans include preservation of historic structures and lands in this area. The ACA has invested \$7.8 million to date in this effort.

The ACA continues to be responsible for ongoing cleanup and general maintenance of the Canal and its structures. ACNHA staff oversee volunteer clean-up efforts, including daily inmate trash cleanup (which began in 2007) and a biannual cleanup involving approximately 150 volunteers; trail and towpath maintenance, including overseeing the Adopt-a-Canal Trail program (described below); general Headgates structures and locks upkeep; hydropower facility operations at Enterprise Mill; and generally ensuring that the property and structures along the Canal region are in good shape.

Many of these cleanup and maintenance activities are performed in collaboration with other organizations. Table 4.1 lists the different activities that involve other organizations.

Table 4.1 Canal Maintenance and Cleanup “Partners”

Atlanta Gas Light Company

- Funded \$50 million environmental remediation project to remove residue and contaminants deposited from an old coal tar gas manufacturing plant on Level 3.

City Utilities

- Maintains Canal locks and other functions related to water-flow maintenance at Headgates and the main water pumping station along the Canal.

Columbia County (GA) Parks & Leisure

- Maintains and staffs Lockkeepers cottage and visitors center located at Headgates.

Local Department of Corrections

- Provides an inmate crew from the local jail to collect trash and natural debris along Canal almost daily.

Standard Textile of Augusta

- Staff at Standard Textile is in charge of general maintenance and operations of the mill itself and the hydropower operations as part of its lease of King Mill from the ACA.

Adopt-a-Canal-Trail (ACT)

- Volunteers ‘adopt’ sections of land or water trails and perform quarterly clean-ups of their sections. Overseen by ACNHA staff member.

“Community Partners for Clean Waterways” and “Rivers Alive” (latter is state sponsored)

- Hold events to clean up sections along the Canal a few times a year.

Fort Gordon soldiers and members of Sierra Club

- Hold clean-up activities during the year.

SORBA (Southeast Off-Road Bicycling Association - area citizens biking club)

- Helped create and still maintains the biking trails along Canal.

Groups from local schools, area colleges, churches, citizen group

- Work on ACNHA events and/or conduct their own Canal trash clean-up activities

Adopt A Canal Trail Program

The Adopt-a-Canal Trail Program, started in January of 2010, provides opportunities for volunteers (groups and individuals) to assist Canal staff by monitoring, maintaining, and enhancing a trail or canal segment for at least a year. It is described separately from the other cleanup activities as it is intended to be more than a cleanup effort, but one that provides for greater community involvement and stewardship in the canal. Volunteers are asked to visit the section quarterly or more frequently to do a variety of activities, including clearing the trail of debris and litter; pruning limbs that interfere with the trail; and inspecting signs, bulletin boards, and other areas as well as any problems due to fallen trees, erosion or suspicious activities. Volunteers are asked to provide a brief written report after each visit. Staff indicate that all 12 land trail segments and one water segment have been adopted thus far.

Restoring, Maintaining, and Operating Historic Mills and Other Properties and Structures

A large focus of the ACA's work since the NHA designation has been in facilitating the renovation of the historic mills and other structures lining the Canal region. Many of the historic mills – including Enterprise, King and Sibley mills - played a significant role in the City of Augusta's contributions to the textile industry beginning in the mid-1800s and have been credited with helping to launch the Industrial Revolution in this part of the South. These textile mills operated using hydropower that was generated using Canal water; three currently have functional hydropower operations that generate electricity for the businesses housed in them to this day.

Within a year of the NHA designation, the ACA began working with Augusta Capital, LLC, the owners (at that time) of the Enterprise Mill (circa 1848), to oversee its restoration and renovation as a commercial and residential site. This three-story building has served many purposes over the past two centuries, including as a flour mill, a grist mill, and, by 1878, a textile mill. Enterprise ceased operation as a working textile plant in 1983. By 1998, a portion of it had been converted to condominiums, and the rest occupied by a variety of businesses and organizations, including Augusta Capital and Augusta Tomorrow. Two years after the renovation of the Enterprise Mill was completed, the ACA signed a lease to house the ACNHA staff offices in the complex. Enterprise Mill also serves as the location of the Canal Interpretive Center and is adjacent to the Petersburg tour boat docks. The ACA's lease (now established with the new building owner) includes a separate agreement for ACA to run the hydroelectric plant that still functions within the mill in exchange for a reduced lease rate. The electricity that is generated from the hydropower is used to power the businesses and residences within the mill. The agreement allows the ACA to sell any "extra" power that exceeds the building's needs to Georgia Power and keep the profits.

In the past ten years, a number of additional restoration and new construction activities have occurred. Between 2003 and 2005, in collaboration with Columbia County, renovation was completed on four historic buildings at the Headgates area and to the Gatehouse and Canal lock system. In 2010, ACA completed the restoration of the Confederate States Powder Works chimney. Current renovation and restoration projects include historic mill workers' neighborhoods (homes and lands) and schools that mill workers' children attended in the 1800s. The ACNHA also has managed the construction of pedestrian bridges across the Canal.

Although ACA often leads the restoration efforts affecting the Canal region, they typically work in collaboration with other community organizations. Several organizations, such as Augusta Capital, Augusta Tomorrow, and Historic Augusta, for example, have contributed to these projects through the provision of financial and other resources, advocacy, and planning. Before receiving NHA designation, members of the ACA were the ones doing much of the coordination and work themselves, and sought support from these other organizations and the community for specific projects. After receiving the NHA designation and ACNHA staffing became more stable, larger projects could be tackled and sustained as needed with support from these organizations. For example, Augusta Tomorrow and the ACNHA are currently working together on implementing the parts of a new Master plan that involve the preservation and development of properties along the 2nd and 3rd levels of the Canal (e.g., Harrisburg and Laney-Walker districts). The plans are to restore some of the existing historic buildings and encourage their use for commercial and residential sites.

As with clean-up efforts, progress on restoration projects on the 2nd and 3rd levels has been slower than intended due to factors such as environmental contamination concerns, low community interest in some projects, funding needs, zoning and permit requirements, need for community and/or government support, and competition with developers for certain spaces. Over the years, the ACA's negotiations for the preservation of some of the area mills and other historic structures has necessitated a considerable amount of advocacy and negotiation to save the structures; several were demolished for development and others remain prime targets for future development. Others, such as the Headgates, would have likely been neglected and lost to deterioration.

Resource Preservation Outcomes

We examined the following outcomes for the resource preservation activities:

- Preserving the canal and its historical resources;
- Restoring hydropower to the community; and
- Engaging residents and visitors in the ACNHA.

Preserving the Canal and its historical resources

As noted in Section 2, the evaluators obtained evidence of ACNHA's efforts to preserve the canal and restore its heritage through tours of the Canal (by boat as well as car), reviews of documents, interviews with key informants, and intercept interviews with members of the broader community. Table 4.2 lists the improvements that have been made since 1998. All sources interviewed were highly consistent in noting the impact of the physical changes to the Canal that have occurred in the last decade. Several also noted the improvements to the water quality from these efforts. Stakeholders interviewed throughout the government and in community organizations attributed these changes to ACNHA advocacy and cleanup efforts. The recognition of the impact of the Canal clean-up and preservation of resources was not limited to the organizations that were involved in these efforts, but extended to individuals from the broader community as well. Over half (19 of 32) of the individuals interviewed during the Arts in the Heart of Augusta Festival) had visited the IC Center or the Canal and those who had seen it in its original

condition years ago were impressed by the restoration and new-found usage as a site for businesses and condos.

ACNHA efforts have also had an impact on individual organizations. A representative from Columbia County's Parks and Leisure Services, for example, reported the benefit that the organization has had from the ACNHA efforts. Because Columbia County shares the west side of the upper level of the Canal with ACNHA (i.e., the Augusta City-Richmond County government leased some of upper 1st level land to Columbia County before NHA designation), the county government has a keen interest in the Canal. Before ACNHA conducted repairs and cleanup, the Headgates structures (gatehouse, locks, Lockkeeper's cottage, pavilion) were unsafe, neglected and largely unused. Now the county representatives report that the public uses the trails and visits historical structures in this area on a regular basis.

Table 4.2 Accomplishments in Canal Cleanup and Preservation

- 1998:** Renovation of Enterprise Mill
- 1999:** Completion of improvements to Long Gate Spillway (overflow control area along a popular recreational portion of the Canal)
- 2000:** Signing of agreement to lease space in Enterprise Mill for ACA/ACNHA staff offices (included provisions for the ACA to run the hydroelectric plant within the mill and sell the power back to the building owner.)
- 2001:** ACA purchase of King Mill and lease to current tenant, Standard Textile of Augusta
- 2004:** Completion of Canal multiuse trail and renovation of four historic buildings in the Headgates area
- 2005:** Renovation of Gatehouse and Canal Locks in Headgates area
- 2006:** Dredging and widening of Canal 3rd level and construction of pedestrian bridge across Canal (trail area)
- 2007:** Construction of bridges across Canal 3rd level
- 2009:** Purchase of Confederate States Powder Works chimney
- 2010:** Completion of restoration of Confederate States Powder Works chimney
Purchase of Sibley Mill

Restoring hydropower to the community

As noted, as part of the Enterprise Mill lease, ACNHA staff operates the hydroelectric plant (for the ACA) within the mill and, in return, receives a reduced lease rate. Based on the lease agreement, the residences and businesses within Enterprise Mill are first in line for the power produced; the ACA can then sell the balance to Georgia Power. Since 2003, the Enterprise hydroelectric plant has produced and sold to the Enterprise Mill between 2,842,718 (2009) to 4,170,219 (2010) kilowatt hours annually, and have had revenues ranging from \$130,031 to \$196,000 a year. Cumulative income for the Enterprise Mill over the past eight years is \$1,280,704 (see Table 4.3).

During the same time, power was also sold to Georgia Power and ranged from 1,341,970 kilowatt hours in 2007 to 3,508,183 kilowatt hours in 2010. Income earned similarly ranged from \$38,745 in 2007 to \$121,203 in 2010, for an eight year total of \$660,354. Some of the fluctuation in production and income is attributed to equipment failure (i.e., shaft that needed repair and thus had to be offline for a period of time in 2007), and to the draining of the Canal in 2009, prohibiting the generation of power. Other fluctuations are due to rate changes and demand. In 2006, for example, a decrease in production was offset by the rate in KWH charged to Enterprise, a higher demand for electricity due to increased occupancy in the Enterprise Mill, and a one-time payment by Georgia Power of \$38,655 for prior year underpayment.

In 2001, the ACA purchased King Mill and leased it to the current tenant, Standard Textile of Augusta. Under its lease with the ACA, Standard Textile staff operates the hydroelectric plant within that mill and uses the power it generates for its manufacturing operations. Standard sells any “extra” power that is generated by this process to Georgia Power.

In August 2010, the ACA purchased Sibley Mill (built in the 1880s), which includes its own hydroelectric plant. The ACA now operates the hydroelectric plant. Purchase of this mill was taking place during our data collection period, and, at that time, the ACA was considering plans to restore the site and prepare it for occupation by businesses or purchase by a developer that would redevelop the buildings as multiuse development.

Table 4.3
Hydropower Revenues

	Enterprise Mill, LLC		Georgia Power		Total	
	<u>KWH</u>	<u>Amount</u>	<u>KWH</u>	<u>Amount</u>	<u>KWH</u>	<u>Amount</u>
2003	3,793,636	\$130,021	3,276,694	\$69,032	7,070,330	\$199,053
2004	3,935,123	\$134,975	3,422,973	\$92,150	7,358,096	\$227,125
2005	3,925,787	\$134,655	2,655,683	\$86,173	6,581,470	\$220,828
2006	4,124,981	\$187,017	2,213,070	\$103,705	6,338,051	\$290,722
2007	3,775,998	\$177,472	1,341,970	\$38,745	5,117,968	\$216,217
2008	3,977,793	\$186,956	1,689,432	\$71,025	5,667,225	\$257,981
2009	2,842,718	\$133,608	2,240,632	\$78,321	5,083,350	\$211,929
2010	4,170,219	\$196,000	3,508,183	\$121,203	7,678,402	\$317,203
TOTAL	30,546,255	\$1,280,704	20,348,637	\$660,354	50,894,892	\$1,941,058

Engaging residents and visitors

Residents, and to a lesser degree, visitors, have been engaged in the Canal resource preservation efforts in a variety of ways. From its initial efforts in the late 1980s and early 1990s, the ACA has obtained input from the broader community in its planning and restoration processes. Focus groups were conducted with community members back in the early 1990s so community input could be incorporated into the creation of the 1993 Canal Master Plan; that document later provided the foundation for the ACNHA Management

Plan. Volunteers are also engaged through volunteer clean-up activities, as described in Table 4-1, and through the Adopt-a-Canal Trail program. In fact, one woman approached during the Arts in the Heart of Augusta Festival had participated in a Canal clean-up as a volunteer and a few knew of others in their schools and colleges who had participated in these efforts. One person at the Headgates spoke of having helped pick up trash along the Canal as part of a church event

The stakeholders interviewed, including high level government officials and representatives from community organizations, consistently noted how improvements in the public and private communities along the Canal (especially Level 1) have led to community pride in the Canal. Prior to the clean-up, in the 1980s and 1990s, the Canal was considered a source of embarrassment. ACNHA staff believes citizens now view the Canal more as a resource to be preserved and less of a dumping ground. This was corroborated by individuals interviewed through intercept interviews at the Art Festival. Those who tended to know about the Canal clean-up activities had lived in the area for several years and had seen/heard about the progression over time. They described improvements in the cleanliness and safety of the Canal over the years, and how it is being used more by locals and visitors for walking, bike rides, and other activities. People reportedly use public trails and visit historical structures in this area on a regular basis; some individuals who work at the medical college, for example, use the towpath to bike or jog to work from Columbia County. During our visit on a weekend day, we noted approximately 50 cars parked at the Headgates area and a number of people engaged in biking, hiking, and walking the Canal.

Interviewees at the Headgates area also spoke about how the building of trails along Canal and structural enhancements (Lockkeeper's cottage, locks, pedestrian bridges) have led to increases in public use (largely by locals but also by tourists) of these recreational resources over the past few years. Many of the key informants interviewed also report on the sense of community pride and interest in keeping the Canal clean.

4.2.2 Education and Interpretation

Activities that fall under this category are intended to foster communication of the information and “stories” about the Canal’s unique contributions to regional and national history and culture, and its role as a natural resource. These activities are related to the Management Plan goals of Heritage Programming and Outreach, and Heritage Infrastructure. In addition, this area relates most closely to the legislated goal, “Present an integrated and cooperative approach for the protection, enhancement and interpretation of the cultural, natural, scenic and recreational resources of the Heritage area...”

The key ACNHA activities within the education and interpretation area include:

- Supporting interactive education and development, such as through boat tours, the Interpretive Center, interpretive signage, and web-based information to educate the public about the Canal’s history, area mills and use of hydroelectric power;
- Holding educational tours and development of education programs keyed to state-approved curricula for grades pre-K to 12 (such as in social studies, science, economics);
- Promoting current and future stewardship; and
- Conducting youth camps and summer programs.

Supporting interactive education and development, such as boat tours and the interpretive center

Several activities and developments have been put into place over the last 12 years by ACNHA to support interactive education and development. The three major developments have been the Interpretive Center, tours of the Canal in Petersburg boats, and interpretive panels along the towpath.

Constructed at a cost of \$3.2 million, the Interpretive Center (IC), located on the first floor of the Enterprise Mill, opened in 2003 after four years of development and funding provided in part by a \$1.8 million loan. The plan for the IC design and construction was developed by professional architects who specialize in the design of interactive museums and other interpretive sites. The IC is designed to tell the story of how the City of Augusta used the Canal to “reinvent itself and define its destiny”. The IC occupies over 10,000 square feet of space (including room for a gift shop), and has a variety of exhibits describing the Canal’s natural, regional, and cultural history and how the Enterprise and other mills along the Canal fit into that history. Exhibits focus on the history of the Canal, including the construction of the Canal in 1845, its use in the transport of cotton and other freight into Augusta in the mid and late 1800s, and the more recent history from a time of neglect (1940s-1980s) to its restoration. In addition to interactive exhibits that describe the various features of the Canal and its operation (including a hydropower demonstration turbine), there are exhibits on the role of the mills throughout history (including wartime and their support of the Confederacy) and what the lives of the mill workers were like. A working loom in the IC demonstrates how the machine, of which there once had been several hundred running simultaneously in Enterprise Mill, operates and spins cotton yard for the production of textile goods. Finally, a 10 minute educational film, “The Power of a Canal”, is shown at intervals in a theater just off the lobby and weaves together the various pieces of the Canal’s story that are displayed throughout the IC.

The ACNHA constructed and operates two modern-day replica Petersburg Boats that can seat 48 persons. The boats and two boat docks were constructed at a cost of \$972,931. The vessels were designed by a Marine historian and constructed in the style of the original Petersburg Boat, used in the 1800s to move freight down the Canal into Augusta. Each boat has a tour guide and a captain that has been licensed by the US Coast Guard. A boat dock was constructed in 2003 to launch boat tours, which operate several times daily. Hour-long tours cover about half of the length of the Canal’s first level and provide information about key historic sites (mills), points of interest (historic Canal neighborhoods and lands), and the natural resources that line the Canal. In addition to the daily one-hour tours, there are Saturday three-hour sunset cruises, a moonlight music cruise on Fridays in the spring and fall months, special themed cruises, and private charters.

A third key activity in interactive development is the interpretive panels that line the Canal towpath. The towpath, which once functioned as the path used by mules to pull the canal boats down the Canal from the Headgates into Augusta, is now used as a recreational trail for walking, hiking, running, and biking (as described more fully in the section on recreational use below). There are numerous interpretive panels along the towpath that provide detail on the history and resources of the Canal. The panels are placed at approximately half mile intervals along the towpath, and have information about some key historic locations and Canal wildlife. The panels were originally funded by a \$25,000 grant from Searle Pharmaceuticals. In the past few months, the towpath has become a “digitrail”, through the use of

Smartphone technology. In October, the ACNHA began to use QR code tags (square black and white boxes similar to UPC bar codes) to link Smartphones (iPhone, Android and other 3G mobile phones) to specially created mobile web pages by scanning the QR tag with a phone's camera. The technology permits the uploading of not only written information, but photos, maps, additional weblinks, and videos (soon to come). These digital markers can provide for dynamic information, allowing changes and updates to occur as needed. The digitrail project was designed and implemented through the volunteer efforts of an ACA board member who had the idea sparked while attending a conference in June held by the Alliance of National Heritage Areas.

The ACNHA maintains a website (www.augustacanal.com) with links to educational materials and resources of the NPS, the Historic American Engineering Record and other relevant sources. Teaching materials and lesson plans for educators are available for download.

Another key interpretive activity is the publication of a Canal history book "The Brightest Arm of the Savannah: The Augusta Canal 1845-2000" authored by Ed Cashin, Ph.D., a Georgia historian. The ACA commissioned Dr. Cashin to write a comprehensive history of the Canal in 1999, funded in part by a grant from the Monsanto Corporation. The book is intended to be a resource for the general public as well as for the ACNHA tour guides. The ACNHA has donated copies to every middle and high school in three counties. (Further discussion of the book is provided below under marketing, advertising, and outreach section).

Holding Educational Tours Keyed to Curricula

The IC and boat tours have become a destination for school field trips from local school districts. Curricula and lesson plans in a range of subjects (science, history, economics, language arts) have been created to meet both Georgia and South Carolina educational standards for pre-kindergarten through grade 12. The ACNHA Education Program Coordinator posts curricula and lesson plans on the NHA's website for teachers to reference (updated yearly) and does educational programming in liaison with the schools. The Educational Program Coordinator, hired in 2008, hires and trains all tour guides, creates materials for the educational programs, and conducts presentations at schools and community programs. New interpretation and educational resources are planned and will be put into place as ACHNA projects are finished, such as purchase of additional mills and historic buildings, building of trails, and various projects along the Canal 3rd level.

In 2007, the ACNHA, Inc. established the Edward Cashin Young Learners Fund to provide scholarships to students who otherwise could not afford field trip fees. (The fund honors the author of the Canal's history book, Dr. Ed Cashin, who died in 2007.) Donors may sponsor full classes or individual students.

Promoting Stewardship

A key focus of the ACNHA education programming is promoting future stewardship of the Canal. Lessons include information on the ecosystem, the importance of historic preservation and caring for both man-made and natural environments. A unit on volunteering has been developed for elementary students that includes a canal clean-up outdoor activity. Staff report that more than 5,000 students participate in

Canal field trips each year. Specific measurements of increased stewardship attitudes and behaviors, however, have not been made.

Another activity designed to help promote stewardship of the Canal, though not an education activity per se, is membership in the Augusta Canal Keepers Society. The Society is named after the Canal lockkeeper who once lived at the Headgates and tended to the Canal gates and locks. Three levels of membership support are available. In turn, the Keepers receive newsletters, free admission to the Augusta Canal Interpretive Center, discounts on gift shop merchandise and can participate in special "Canal Keepers" events throughout the year. Staff indicate that the program has not had many participants to date (financial numbers from memberships are presented in Table 4-5).

Holding Special Programs

Summer and other youth programs designed to address the Canal's natural resources and history are made available each year and take place at the IC and different points along the Canal. Special programs, for example, are held for boy scouts and girl scouts, geared to helping them achieve specific badges. Adult special programming includes interpretive walks led by local subject-matter experts such as faculty from Augusta State University or the Audubon Society.

Educational and Interpretation Outcomes

Outcomes examined related to education and interpretation include:

- Visitation of locals and tourists to the Canal and visibility in the community;
- Awareness, understanding, and appreciation for the canal and its heritage; and
- Fostering current and future stewards of the Canal.

Visitation and visibility

Since 2004, both the IC and the boat tours have seen a generally steady increase in visitation, with 2009 as the exception due to the draining of the canal several months in the spring. The number of visitors for the IC and the boat tours is nearly 20,000 each annually, with a large proportion being school students. Table 4.4 displays the numbers of visitors for the IC and the boat tours. Although demographic information is not collected on each visitor, visitors to the IC are invited to sign a guest book in which they indicate if they are local or from out of town. Staff report that their analysis of IC guest book data collected between April and September, 2010 found that of the 685 individuals, 18 groups, and 11 families noted in the guestbook, approximately thirty percent were from the Augusta metro area. Visitors came from 40 states and 8 foreign countries. Two-thirds of all visitors were from either Georgia or South Carolina.

Data from other studies provide a different picture. As noted earlier, the ACNHA took part in three iterations of a heritage area economic impact study that conducted intercept surveys with a sample of visitors to each NHA that collected demographic and behavioral information and calculated the economic impact the visitation. Called the Money Generation Model or MGM2 studies, the survey was based on one developed for the National Park Service in 1995 and modified in 2001. Multiple NHAs participated

in each study. In the most recent cycle (2008), a sample of 631 visitors were interviewed. As noted earlier, most of the respondents in this survey (74%) as well as in the two previous surveys were local residents who had been to the ACNHA more than once. In addition, based on data collected by the ACNHA, the study estimated that the NHA receives approximately a quarter of million visitors per year.

Table 4.4 Visitors for IC and Boat Tours, 2004- 2009

	IC visitors	Boat passengers
2004	9381	14325
2005	14095	15721
2006	14627	17722
2007	18151	19349
2008	17284	19606
2009	11,259	10029
2010	16237	17791
Total	101034	114543

The IC has become a destination for field trips for students in both Georgia and nearby counties in South Carolina. Staff report that, in 2009, 6609 students visited as part of 100 groups; in 2010, 7409 students in 150 groups. Feedback obtained from two teachers from the Columbia County (GA) School District acknowledged the importance of having educational programming that meets their state curriculum standards. Both teachers return to the IC each year and said their students look forward to these field trips. Many districts have cut back on field trips due to budget constraints. Because ACNHA trips are affordable as well as educational and fun for the students, teachers in their school district often choose it as the one class trip they are allowed to make for the school year.

With respect to visibility, many of the key informants interviewed noted the importance of the IC and boat tours in making the Augusta Canal a destination. Not only was it recognized as a growing attraction for students, but the venues were reportedly increasingly being used for special events. For example, one woman interviewed at the Arts Festival noted that her daughter had her wedding at the venue.

Awareness, understanding, appreciation

Given the limitations in our methodology, it was much more difficult to measure the extent to which the ACNHA educational and interpretation activities have increased public awareness, understanding, and appreciation for the Canal and particularly its heritage. Intercept interviews at the Arts Festival revealed that all of the individuals interviewed who were from Augusta were aware of the Canal and many were aware of the efforts in the past decade to restore it and the mills that align it. Less clear was how much the developments increased individuals’ understanding of, and appreciation for, the history of the Canal. Several reported their understanding of the Canal’s heritage, but reported it was attained during their school days. One individual did report, however, that he understood and appreciated the Canal after reading Cashin’s book. Of the six individuals interviewed who were from outside Augusta, none of them were aware of the Canal and its attractions.

Fostering Current and Future Stewards

Our methodology also limited our ability to determine the extent to which citizens were viewing themselves as stewards of the Canal and its adjoining properties. Two measures include the number of volunteers and the participation in the Augusta Canal Keepers Society. Staff report that approximately 150 volunteers participate in clean-ups four times a year (described in an earlier section). In addition, there has been recent interest in the Adopt-a-Canal Trail program. Staff note that Canal Adopter groups range from families of three to corporations with as many as 600 employees, but the actual size of this volunteer pool or the depth of the commitment cannot be readily assessed with the information available. Participation in the Augusta Canal Keepers Society, has not been high and has been inconsistent across the years. Staff acknowledge that greater attention is needed in this area if the Society is to grow.

4.2.3. Economic Development

ACNHA Economic Development activities relate directly to the Management Plan goal established for Planning and Design Assistance, but also touch upon actions that support goals for Facility Development; Resource Stewardship; and, Heritage Programming and Outreach. This work meets the legislative requirement that ACNHA programs will, “Encourage, by appropriate means, enhanced economic and industrial development in the area consistent with the goals of the Augusta Canal Master Plan.”

The ACNHA activities that have been conducted under the general rubric of economic development are consistent with many of the original objectives outlined in the Management Plan. These activities encompass those that have direct economic impact as well as those that have more indirect or catalytic economic impact. These activities include:

- Supporting improvements to and development of city and county properties along the canal;
- Purchasing and maintaining historic mills;
- Leveraging financial resources;
- Developing and operating the IC (including gift shop), and boat tours from which fees are collected; and
- Facilitating private property development/redevelopment.

Supporting improvements to properties along the canal

As noted above, under Resource Preservation, a significant portion of the ACNHA effort has been to improve the city and county properties along the Canal, often together with other groups such as Augusta Capital LLC. In addition to the clean-up efforts to the Canal itself, and to the preservation of the mills (described in the next section) activities have included improvements to the adjoining lands and structures. These have included:

- Construction of the Long Gate Spillway improvements (1999, controls Canal overflow on 1st level);
- Landscape improvements at the Bulkhead bridge entrance (2000);
- Improvements to the Raw Water Pumping station parking lot and landscaping (2001);
- Construction of Petersburg Boats and docks (2003);

- Construction of canal multiuse trail (2003-4);
- Construction of third canal improvements (2004-present);
- Construction of fender dock at bulkhead gates (2004);
- Renovations of four Headgates historic buildings and the locks (2004-2005);
- Construction of cover over Petersburg dock (2005)
- Construction of pedestrian and auto bridges over the Canal (2006-2007);
- Repairs to the banks of the Canal (2008-2009);
- Repairs to the collapsed bank on third level of canal (2006);
- Restoration of Confederate States Powder Works Chimney (2010).

Purchasing and maintaining historic mills

Since its designation as an NHA in 1998, the ACA has purchased or been involved in the purchasing of two historic mills and facilitated the private redevelopment of two others. The King Mill was purchased by ACA for \$250,000 after the owners abruptly ceased operations in May 2001, putting 306 mill hands out of work. The authority leased the building to a new operator, Ohio-based, Standard Textile, who rehired most of the workers and continues to process textiles from that location and uses hydropower to operate. In 2010, ACA purchased the second mill, Sibley Mill, situated on the site of the Confederate Powder Works, for \$800,000 and has a functioning hydropower plant. The Sibley Mill structure has not yet been renovated.

Identified in the Canal's 1993 Master Plan as potential site for a Canal Visitor Center and mixed use redevelopment as commercial/retain complex, the Enterprise Mill was purchased by Augusta Capital LLC in 1996. The Mill now houses offices and apartments, and is the home for the ACNHA offices and the Interpretive Center. It also is the location for the Petersburg boat docks where the tours originate and end. The 1993 Master Plan also recommended the Canal be used to link to the nearby medical district to intensify land use on the first level with the Canal serving as an amenity to attract new development. Augusta Capital purchased the Sutherland Mill, renovating the structure as a LEED certified office space and in 2010 leased a major portion of the property to a major medical practice.

Leveraging Financial Resources to Foster and Spur Economic Development

The ACA has leveraged financial resources from a diverse set of sources, including federal, state, and local grants; local tax revenue; revenue from selling the hydropower; fees from the IC, boat tours; gift shop sales; loans; special events and private donations and miscellaneous resources. Each of these financial sources and how it was used to foster economic development is described below.

Local Government Support

In 1997, Augusta City-Richmond County government entered into an agreement with the ACA to provide financial resources to the ACA to support its mission to restore and preserve the Canal and its resources. Under the agreement, which is renewable every 10 years, Augusta City-Richmond County transfers revenues it receives from the sale of water (stipulations apply) from the Augusta Canal to the ACA on a monthly basis. The ACA uses these funds to pay for its operational expenses - including the salary and benefits for ACNHA Executive Director - and to carry out its functions including those that entail

implementing the Canal Master Plan. Since 2002, ACA has received \$1.4 million dollars in water revenue.

Grants Received

As Table 4.5 shows, the ACA has been successful in receiving grants from a variety of sources since 2003. From pass-through grants the State of Georgia received from the Department of Transportation, ACA received \$500,000 to cover the costs of the Petersburg Boats and docks, and approximately \$650,000 in years 2004 through 2006 to cover the costs of the Gatehouse and locks.

ACA received two \$15,000 grants from the Community Foundation of the Central Savannah River Area (CSRA) to expand its programming in the sciences and math. The funding supported both the development of portable exhibits to teach about the interaction of the man-made and natural environments and the creation of lesson plans using these exhibits (keyed to the educational standards used in Georgia and South Carolina). In 2006 a \$7,601 “Save Our History” grant was awarded by the Discovery Channel to fund a special elementary school oral history outreach project called “History is Fantastic.” Funding received from the Convention Visitors Bureau (CVB) and Georgia Tourism supported marketing and advertising. A grant from the Porter Fleming Foundation and from the Georgia Department of Economic Development supported the development of a CD of original Augusta Canal music and songs.

Table 4.5 Grants Received [2003-2010]

	DOT	CVB	GA Tourism	GA Dept of Econ Dev	Private Foundations	TOTAL
2003	\$352,034					\$352,034
2004	\$369,638	\$16,000				\$385,638
2005	\$189,023	\$25,500			\$10,000	\$224,523
2006	\$ 52,543	\$22,500			\$7,601	\$82,644
2007		\$20,500			\$14,472	\$34,972
2008		\$30,484	\$20,467	\$1,830		\$52,781
2009		\$24,350	\$12,065	\$5,420	\$3,000	\$44,835
2010		\$20,250	\$13,182	\$6,860	\$15,000	\$55,292
TOTAL	\$963,238	\$159,584	\$45,714	\$14,110	\$50,073	\$1,232,719

Fees and Purchases

Since 2003 with the initiation of the Petersburg boat tours, the ACNHA has collected fees for the tours as well as fees from visitors to the IC. Boat tour fees also include a visit to the IC and range from \$12-24 depending on the length of the tour. The fee for the IC alone is \$6. Students and groups pay a reduced fee. Since 2004 annual amount from the IC admissions and boat tours has ranged from \$93,650 in 2004 to a high of \$188,026 in 2008. Overall, the amount from the IC and boat tours has steadily increased, with the exception of 2009 which dipped lower due to the inability to run the boat tours during the

draining of the canal during the spring months. Similarly, purchases from the gift shop have generally increased over the years, ranging from \$16,081 to \$43,178 a year in gross sales. From 2003 to 2005, the ACNHA ran a special event, the canal canoe cruise and cookout, with varying amounts in proceeds over the year. The ACNHA also receives funds from a National Trails Day event, raising approximately between \$2,000-\$5,000 per year. Table 4.6 provides an overview of the revenue received from these canal tours and from visitation to the Interpretive Center.

Table 4.6
Revenue generated from Tours and Interpretive Center Visitation

	IC/Boat Tour Admissions	Gift Shop	Canal/Canoe Cruise Income	National Trails Day	TOTAL
2003		\$15,346	\$9,843		\$25,189
2004	\$93,650	\$20,761	\$9,616	\$2,601	\$126,628
2005	\$131,892	\$33,312	\$11,877	\$1,806	\$177,887
2006	\$152,482	\$35,696	\$425	\$2,060	\$190,663
2007	\$177,704	\$43,178		\$4,295	\$225,177
2008	\$188,026	\$38,641		\$3,236	\$229,903
2009*	\$120,149	\$28,129		\$4,602	\$152,880
2010	\$176,293	\$37,355		\$4,770	\$218,048
TOTAL	\$1,040,196	\$252,418	\$30,761	\$23,370	\$1,346,745

*2009 tour revenue limited to 8 months operation due to lack of water

SPLOST Tax

As noted in several earlier sections, the ACA/ACNHA has been a recipient of the Special Purpose Local Option Sales Tax (SPLOST). SPLOST was enacted by the Georgia legislature in 1985 and authorizes a 1% county tax on items subject to the state sales tax and is used for specific capital outlays. Funds received by the ACA from SPLOST must be applied towards work on Canal improvements, as local match for federal grant programs, or the extension of the New Bartram Trail project. As Table 4.7 shows, over \$4.5 million in SPLOST has been received.

Table 4.7 SPLOST, 1999-2008

Year	Amount
1999	\$206,231
2000	\$182,105
2001	\$499,150
2002	\$100,000
2003	\$100,000
2004	\$100,000
2005	\$306,250
2006	\$100,000

2007	\$2,500,000
2008	\$462,062
Total	\$4,555,798

Loans

In 2001, the ACA was able to obtain a \$1.8 million bank loan to build the Interpretive Center. It had a five year payoff date, with \$360,000 paid back each year.

Other Funding Leveraged

Recently, ACA negotiated with Atlanta Gas Light for in excess of \$50 million for environmental improvements and repairs needed on the third level of the Canal. \$125,300 was also secured from the Sons of the Confederacy to help pay for the restoration of the Confederate Powder Works Chimney along the first level of the Canal.

Economic Development Outcomes

Outcomes examined related to economic development include:

- Preservation of the Canal and its historical resources;
- Amount and diversity of sources of funding committed;
- Community support and connection; and
- Job creation.

Preservation of the Canal and its Historical Resources

As noted earlier, evidence of ACNHA’s preservation efforts are visible in the physical quality of the canal and in the restoration of the buildings along the Canal, including the mills and the building at the Headgates, among other structures. The leadership and unique role that ACNA played in these efforts was voiced by all key informants. For some properties, such as the Lockkeepers cottage, reportedly would have likely been neglected and the most recently purchased mill, Sibley, was on Historic Augusta’s list of endangered properties. Several stakeholders spoke about the positive impact of the restoration efforts on the value and significance of historic properties along the Canal.

Amount and Diversity of Resources

The ACA has leveraged financial resources from a diverse set of sources, including federal, state, and local grants; local tax revenue; revenue from selling the hydropower; fees from the IC, boat tours, and other Canal activities, such as canoe cruises; gift shop sales; loans; and private donations and miscellaneous resources. The amounts of several of these resources have generally increased over time. Some of the funding, particularly the DOT grants and the SPLOST funds, are restricted for particular capital projects. The fees from the IC, boat tours, and other canal activities help to support those efforts,

but are reportedly not self-sustaining. The revenue received from the water revenues and the selling of the hydropower, though fluctuating year to year, provide a solid base of resources for the ACNHA.

Community Support and Connection

The increases in visitation at the IC and the boat tours, together with the reported popularity of the venues for other events, suggests that the community is supportive of the Canal and views it as a community resource. Many individuals we interviewed spoke about the heavy use by locals and visitors of the Canal and attributed that to the ACNHA's renovation and preservation work. Several interviewees also thought that this work had actually increased tourism. One source remarked "The ACNHA gives the government a good return on its investment". "

As noted, an even stronger measure of community support is the repeated receipt and amount received from the SPLOST sales tax. Because this tax goes to a vote in a county referendum, it demonstrates the support that the county and the commission has for the Canal.

Job Creation

The economic development efforts of the ACA/ACNHA have helped to create several jobs within the ACNHA operations to sustain the activities (e.g., boat captains, tour guides, clerks, and hydropower plant operators, and management staff). The Alliance of National Heritage Area's MGM2 2008 study concluded that the ACNHA's annual direct economic impact was \$1,426,400 with job creation impact of 37 jobs. In addition, a significant measure of the impact the economic development efforts of the ACNHA have on job creation is the restoration of the King Mill. By purchasing the property and leasing it back to Standard Textile, the ACA/ACNHA helped to save most of the 300 jobs lost when the plant closed.

4.2.4. Recreational Use

ACNHA programming that is related to recreational usage of the Canal and its resources correspond to the ACNHA Management Plan objectives for Facility Development; Heritage Programming and Outreach; and, Heritage Infrastructure. The legislative mandates that are addressed by ACNHA recreational activities are: "Retain, enhance and interpret the significant features of the lands, waters and structures of the Augusta Canal..."; and, "Present an integrated and cooperative approach for the protection, enhancement and interpretation of the cultural, natural, scenic and recreational resources of the Heritage area...".

Activities included under this category are:

- Operating Petersburg boat tours and special cruises along the Canal (e.g., Moonlight Music boat charter events);
- Conducting visitor tours of the Interpretive Center and having the IC and Headgates area available for special events (e.g., receptions);
- Developing and maintaining multiuse trails and the Canal towpath for walking, hiking, and bicycling;

- Presenting interpretive walks;
- Making portions of the Canal accessible for canoeing and kayaking;
- Serving as a venue for fundraisers and sports events such as walk-a-thons, bike-a-thons, races and rallies; and
- Participating in regional public events such as “Arts in the Heart of Augusta” and Westobou Festival.

Providing a place for recreation has been a main focus of the ACNHA since its beginning. One of the earliest activities of the ACNHA has been the sponsorship of boat tours along the Canal in historic Petersburg boats. These tours are designed to replicate the experiences of those who once transported freight down the Canal in the 1800s, while providing information to visitors about the Canal’s history and natural resources. With the construction of the Petersburg boats and docks in 2003, these tours became a daily activity. Special boat cruises also are held as well as private charters for weddings and other events.

The towpath is the ACNHA’s main recreational trail for hikers, bicyclists, and runners. It is approximately seven miles long and runs between the Canal and the Savannah River. There are several additional dirt trails for mountain biking maintained by area biking clubs; a trail that goes along Lake Olmstead (adjoining the canal and formed after the canal enlargement during the 1870s), and a few trails that connect with other parts of the city and historic landmarks as well as others that connect with nearby hiking and biking trails. A hiking and biking map was created by the ACNHA that outlines these trails and is available in hard copy as well as on the ACNHA website.

The Canal is also used for water recreation by both canoeists and kayakers. The canal can be accessed at the first level from several low points along the banks. The Headgates areas, especially the Pavilion, and the IC also are used for public and private events, such as weddings, birthday parties, and civic club events. Between January 1, 2008 and December 31, 2010 records maintained by the Columbia County Leisure Services noted that the Headgates area meeting and recreational facilities were rented for 859 events, with estimated attendance at these events at 176,408 over the two year period

Recreation Usage Outcomes

The most central outcome related to recreation usage is the extent to which citizens of Augusta/Richmond County and Columbia County, as well as tourists, are using the Canal for the variety of activities for which it has been restored, including biking, hiking, walking, canoeing, and kayaking. As noted, the 2008 MGM2 study estimated that the ACNHA received 245,779 visitors that year, and the intercept survey indicated that most were repeat visitors. It is not clear from these data, however, how many visit the area to engage in one or more of these recreational activities versus visiting the IC and taking a boat tour. During our site visit, we obtained some qualitative indicators that suggest the area is attracting citizens and, to some degree, tourists. Key informant reports, as well as our intercept interviews, point to an increase in popularity of the Canal among exercise and outdoor enthusiasts. A frequent comment by individuals with whom we spoke at the Headgates was the fact that the Canal was located in the city and was very accessible. Although at least one person noted that there were still some concerns for safety on parts of the Canal, most indicated that its restoration had made it a destination for them, especially on the weekends. Several of the key informants also noted that the recreational qualities of the Canal were fitting into an eco-tourism identity for Augusta. As an example, during our visit, the Ironman Triathlon was held in the city.

Although those with whom we spoke at the Headgates used the Canal repeatedly, some noted they would use it more and for a range of activities if there were recreational retail options at the Canal like kayak/canoe rentals, bike rentals, and refreshments. The Augusta Canal Trail Assessment and Management Plan, completed in late 2010, recommends a number of projects, including improved directional signage, rental concessions, and more trails and trail-side amenities to increase appropriate, sustainable recreational use.

4.2.5. Marketing, Advertising, and Outreach

ACNHA Marketing and Outreach programs meet Management Plan objectives for Heritage Programming and Outreach, and Heritage Infrastructure, and the legislative mandates for: “Retain, enhance and interpret the significant features of the lands, waters and structures of the Augusta Canal...”; and, “Present an integrated and cooperative approach for the protection, enhancement and interpretation of the cultural, natural, scenic and recreational resources of the Heritage area...”

The ACNHA conducts a variety of activities to market and advertise the work of the ACNHA, as well as performing outreach on behalf of the organization. The activities include:

- Identifying markets and developing promotional messages, materials and advertising;
- Producing the “Headgates” newsletter to inform the public about ACNHA projects and fundraising effort;
- Maintaining the ACNHA website and social media presence;
- Producing and distributing press materials (news releases, press kits, photos);
- Hosting familiarization (FAM) tours for travel journalists, tour operators;
- Conducting community outreach to increase awareness of the Canal and its resources;
- Networking with public and stakeholder organizations, including the development of cooperative advertising;
- Establishing a 501c3 and promoting Augusta Canal Keepers Society memberships; and
- Developing and maintaining international partnerships.

Prior to the establishment of the position of a Director of Marketing and External Affairs, marketing, public relations, and outreach were handled by the Executive Director and the ACA Board. From 1998 to 2003, the marketing and outreach activities largely centered around developing and operating the website; initiating the Headgates newsletter (originally published semi-annually, now quarterly); developing a logo now used on all Canal materials; conducting an annual canal cruise and bike ride; developing signage; and publishing brochures. There were also efforts centered around visitors’ services, including the development of the temporary location for a visitor’s center, provision of port-a-lets, and the construction of docks for the forthcoming Petersburg boats as well as docks for canoeists and kayakers.

A significant activity during these early years, referred in Section 4.2, was engaging the services of Dr. Ed Cashin, the director of the Center for the Study of Georgia History at Augusta State University to complete research and preparation of a manuscript on the history of the canal entitled *The Brightest Arm of the Savannah: The Augusta Canal 1845-2000*. The ACA/ACNHA worked with him over several years in reviewing the manuscript; selecting photographs and illustrations for the book. The ACA/ACNHA

published the volume in late 2002, with a book signing in December of that year at the Augusta Museum of History. The book subsequently received the Lila Hayes award from the Georgia Historical Society for the best book on local history for 2002.

Once a fulltime Director Marketing and External Affairs was hired in 2003, the span of activities in this area grew and formalized. There is now a marketing plan developed by the Director that outlines an action plan for targeting and marketing the ACNHA to different groups, including regional visitors, local residents, and students in Georgia. Marketing strategies and public relation activities have expanded beyond the website and Headgates newsletter to include a Facebook page and a Twitter account; ads in a range of magazines (such as *Southern Living*, *Augusta Magazine*, *Georgian Voyager Magazine*) as well as billboards and other publications; tours for different audiences such as travel writers; participation in co-op advertising programs with the Augusta Metro Convention and Visitors Bureau; articles in local and national newspapers and magazines; press releases on projects and other events of the NHA; presentations; and participation in community and regional workshops, promotional activities, and festival booths. Events that have been conducted to engage the public include Take a Walk in the Park, Moonlight Music Cruises, Adopt A Canal Trail, and membership in the Canal Keepers Society. In addition to the regular promotions, there have also been promotions to support specific projects, such as moonlight cruises.

The Director works with the State and local convention and visitors bureaus to generate ads and other marketing strategies. Augusta Tomorrow, Historic Augusta, and Columbia County Parks and Leisure have supported efforts to draw in community support for preservation initiatives by including ACNHA in their own advocacy, outreach, and fundraising and collaborating on others. Several representatives interviewed from these organizations note that the ACNHA having a fulltime marketing and outreach director has helped foster these collaborations. Prior to this position, collaborations were more event-specific and did not have a consistent focus on fostering tourism.

The Director also works on grants applications and proposals specifically to support some marketing activities, and has received funding from the Convention Visitors Bureau and the Georgia Tourism Division, to support marketing and advertising. As noted, funding was also received from the Georgia Department of Economic Development and Porter Fleming Foundation to support the development of a CD of songs inspired by the Canal.

The Director works with the Educational Programs Coordinator on events and planning directed toward schools and local youth. In addition to the direct efforts at marketing, the Executive Director and the ACA Board also engage in efforts in advocacy and development work that likely add to the marketing and outreach outcomes of the ACNHA.

Another element of outreach has been to foster stewardship of the canal by local citizens through charitable donations. One of the fundraising structures of the ACNHA is the Augusta Canal Keepers Society, an annual membership program offering discounts and special benefits at several levels. To date, it has raised typically less than \$10,000 annually. As shown in Table 4.8, it has also received several general cash donations, the largest of which, \$250,000, given in 2006 by the Herring Group, was

designated to fund new trails, a boardwalk and a Petersburg Boat dock adjacent to the Herring Group’s proposed lifestyle development on Canal’s upper First Level. (This project has not yet been executed.)

Table 4.8 ANCHA Membership Proceeds, 2004 – 2009

Year	Amount
2003	\$4,760
2004	\$5,125
2005	\$8,075
2006	\$252,765 ⁴
2007	\$5,505
2008	\$4,738
2009	\$4,429
2010	\$4,465

A final element of the marketing and outreach efforts is ACNHA’s international partnership with Parc Naturel Regional de la Montagne de Reims (PNR) in France. In 2008, the Authority signed a four year agreement with PNR to provide a delegation for alternating years between the Parc and the Canal National Heritage Area. The purpose is to exchange ideas and to promote tourism. The first delegation visit occurred in Augusta in October of 2008, and in 2009, an Augusta delegation visited the Parc.

Marketing and Advertising Outcomes

The main outcome measures used to assess the ACNHA’s marketing and advertising include:

- Increased visitation and visibility of the Canal corridor by locals and visitors; and
- Increased awareness, understanding, and appreciation of the Canal and its heritage.

Data in Figure 4.4 present the number of visitors to the IC and boat tour passengers each year and generally show an increase in those numbers over time. Additional use of the Canal for biking, walking, canoeing, kayaking and other activities is not systematically counted annually, but all reports from key informant and intercept interviews is that these activities have increased over the years. There are also reports that the Canal is used more frequently for private events such as weddings and anniversaries, and that the convention bureaus promote the venues for these activities. Local convention and tourism organizational representatives in particular note that tourism has increased and that the NHA has been a draw for tourists, especially those interested in eco-tourism, history, and recreation. City officials also stressed how the Canal aligns with strategies for promoting Augusta as a destination for eco-tourists. Travel writers (e.g. tourism and nature magazines) who visit the City are reported to include the Canal and ACNHA attractions in their stories, which in turn promotes the city and the Canal as tourist destinations to both national and international markets.

The ACNHA has received several recognitions in recent years that appear to be a result of the marketing and outreach efforts. In three of the last four years, ACNHA has received *Augusta Magazine’s* first place

⁴ This amount includes a \$250,000 donation by the Herring Group.

for Best Tourist Attraction, and first place for Best Place to Walk Your Dog. It has also received the magazine's recognition as Best Kept Recreational Secret in 2009 and the Best Place to Ride Your Bike in 2008 and 2007. In 2006, for *Imaging our History*, the National Historic Landmarks annual photography context, the ACNHA received first place (Southeast) and Third place (National) for photographic of Sibley Mill and Confederate State Powder Works.

As noted earlier, it is difficult to assess the broader awareness, understanding, and appreciation of the Canal's heritage, given our methodology, and even more difficult to attribute any measure of that to the marketing and outreach efforts of ACNHA. Several interviewed did remark about ACNHA's expanded marketing efforts and believed that the Canal was a draw for tourists. A few community members interviewed in the intercept surveys also noted that they had seen flyers about the Canal or had read about it in the paper. What is clear is that ACNHA's emphasis on marketing and outreach efforts has increased a great deal over the last six to seven years, and involves a variety of different types of efforts that span out to targeted markets (such as writers) as well as to the broader public (as in the website)

4.2.6. Planning for Community Impact

ACA's involvement in community planning efforts directly meet the Management goal established for Planning and Design Assistance, and touch upon those for Facility Development. Such actions help meet the legislative requirement that ACNHA programs will, "Encourage, by appropriate means, enhanced economic and industrial development in the area consistent with the goals of the Augusta Canal Master Plan."

The activities that fall under this strategy include participation in community development and planning efforts that impact the Canal, and membership on area boards and attendance at public meetings. Each area of activity is described below.

Leading and Participating in Community Planning

Over the years, longstanding members of the ACA Board and the ACNHA Executive Director have invested time and effort in voicing the needs and significance of the Canal to the general public and government entities to ensure that they have some role in community development and planning efforts that impact the Augusta Canal. Advocacy for Canal clean-up and related preservation activities was initiated in the 1980s by original ACA members, and the 1993 Canal Master Plan outlined key action steps for the different activities that support preservation and clean-up. Prior to federal funding, the Executive Director and Board members were very involved in doing the work of the canal clean-up and associated activities themselves. With federal funding and other resources, the ACA was able to hire full-time staffing for its programs and operations, allowing the Executive Director to focus on advocacy, planning, and development efforts, including seeking and leveraging other funding sources for projects. The Executive Director, in particular, has had a considerable role in working with a range of community leaders and organizations in advocating for the Canal efforts that can improve its physical condition, communicate its heritage, and encourage the public's use of the Canal. He has also had a role in broader community efforts that involve the Canal.

A significant portion of the Executive Director's time is reportedly focused on obtaining buy-in from government stakeholders and developers to leverage the financial and other resources to support the Canal clean-up and other preservation efforts. For example, the Executive Director negotiated with the local government to have ACNHA and Augusta Utilities (water, sewer) share responsibilities for Canal clean-up and maintenance as part of formal agreement between the ACNHA and the City. The city's water supply comes from the Canal and therefore, the utilities department and ACNHA have shared interest in keeping the Canal clean and functional. The two organizations coordinate their maintenance efforts so that they are not duplicative.

Several stakeholders, especially those that collaborate on preservation efforts, note the lead role that the ACNHA Executive Director plays in the community. Many historic properties were being lost to developers before he stepped in with strong advocacy and tangible preservation plans. The consistent message was that his skills and personality were instrumental in leveraging the purchase and restoration of a number of the historical structures, and that he is looked to for his leadership in the community.

Recent planning efforts include coordinating design improvements with the Army Corps of Engineers for reducing flooding conditions in the first level of the canal (2009); serving on the Oversight Committee for the consultant selection and preparation for a new master plan for the cities of Augusta GA and North Augusta, SC; and sponsoring a planning Charette to develop a strategy for the third level of the canal.

Serving on Area Boards

Members of the ACA, the Executive Director and ACNHA management staff have helped to ensure their role in community planning and development via membership on area boards for historical societies (e.g., Historic Augusta) and development groups (Augusta Tomorrow), attendance at public meetings, and networking with stakeholder organizations. The Executive Director in 2009 served on the Oversight Committee for Augusta Tomorrow, Inc for the development of the new Master Plan for Augusta/North Augusta. In this role, he oversaw the funding of the development of market creation projects for four elements of the plan that were located within the National Heritage Area. In addition, he is currently chairman of the Augusta Convention and Visitors Bureau and Secretary/Treasurer of the Augusta Foundation for the Arts.

The Director of Marketing and External Affairs is a member of the Augusta Tourism Marketers Association, a member of the Board of Trustees for Historic Augusta, and president of the Classic South Regional Travel Association. The latter enables ACNHA to market itself as a travel destination in conjunction with the State of Georgia Department of Economic Development.

Community Planning Outcomes

A main outcome for community planning is the impact that it has on the preservation of historical structures as well as the revitalization and economic climate of the community. Although it is difficult to attribute community outcomes to any one organization's efforts, data collected through interviews as well as from documents highlight the pivotal role that ACA/ACNHA and especially the Executive Director plays in the community. In particular, the central role of the Canal in the Westobu 2009 Master Plan for the city is in part a testament to the strength of the ACA/ACNHA as a planning organization. Many

interviewed cite the ACA/ACNHA's leadership role in preserving the history of Augusta and providing opportunities in which preservation of the history (such as in saving the Sibley Mill) can provide direction for the future.

4.3 NPS and ACNHA Relationship

As described in Section 2, since 1996 local NPS support has been available to the ACA through the Southeast Regional office in Atlanta, GA and the NHA Liaison in Congaree National Park in South Carolina. Congaree, located approximately 75 miles from Augusta, serves as the ACNHA's closest national park alliance and thus is paired with this NHA. Congaree, as a swamp territory, and the Canal, as an urban-based resource, have little in common with respect to mission and activities. Differences in the two areas' environments, compounded by the physical distance, have resulted in little interaction between the two entities. The relationship has generally been limited to administrative issues. It was suggested that a more beneficial relationship for ACNHA may be to be paired with a national park that has a similar mission and therefore information and resources that can more closely support the Canal's needs. Although this type of pairing would involve another out-of-state park that would be located even further than Congaree, the difficulties posed by the physical distance would likely not be significantly greater than the difficulties already posed by the current physical distance and difference in mission.

Section 5: Public/Private Investments in ACNHA and their Impact

The legislation that created ACNHA, as amended by Congress in 2008, mandated the following concerning federal appropriations to ACNHA:

- (a) **IN GENERAL** —There is authorized to be appropriated under this title not more than \$1,000,000 for any fiscal year. Not more than a total of \$15,000,000 may be appropriated for the Partnership under this title.
- (b) **50 PERCENT MATCH** —Federal funding provided under this title, after the designation of this Partnership, may not exceed 50 percent of the total cost of any assistance or grant provided or authorized under this title.

In this section of the document, we describe the public and private investments that support ACNHA activities, determine if the ACNHA coordinating entity (ACA) meets legislative requirements with regard to additional investments required, and summarize the ways in which ACA makes use of heritage area investments.

5.1 Investments in ACNHA Activities

The financial investments that support ACNHA activities can be divided into the following categories:

- **Federal NPS Funding** — Funding provided to ACA through NPS since 1998; and
- **ACNHA Non-NPS Federal Funding** — All non NPS federal funding, grants, contributions, and donations, made directly to ACA to help meet its mission and counted towards match requirements. These funds include monies from federal Department of Transportation grants, the State of Georgia, local governmental entities, individual contributions, revenue generated from the generation of hydropower, water revenue, and sales revenue from the Interpretive Center and boat tours.

ACA's audited financial statements indicate that between 1998 and 2009, over \$26 million in financial resources was directed toward ACNHA-related activities. Table 5.1 presents more detail on the direct financial support for ACA. From 2003 to 2005, the primary other federal funding sources were pass-through grants the State of Georgia received from the Department of Transportation. These grants were designated to build the boats and docks and the gatehouse and locks. Over time, ACA has received numerous State and local support in the form of local tourism and economic development grants and revenue generated from the Special Local Options Sales Tax (SPLOST). In 2007 and 2008, SPLOST revenue comprised the majority of the State and local funds received, with \$2.5 million and \$462,062 received in the respective years. Since 2003, ACA has received consistent revenue from sales in the Interpretive Center gift shop averaging at \$33,860 of income per year, and since 2004 ACA has averaged \$144,000 of income per year from the Interpretive Center and boat tour fees. Also, since 2000, ACA has

received an average of \$214,000 per year and \$180,000 per year in hydropower and water revenue, respectively.

Table 5.1 Direct Financial Investments in ACA, Total and by Year

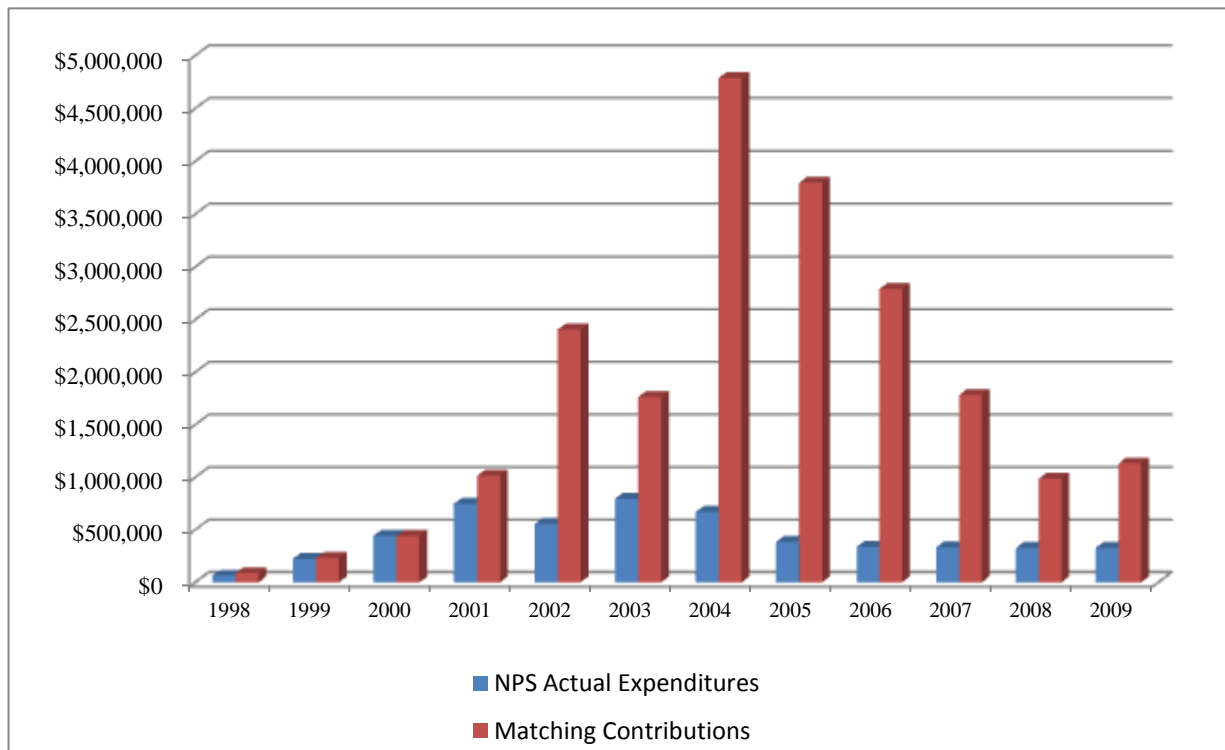
Year	Federal - NPS	Other Inter-governmental	Private - Individual	Sales - IC	IC and Boat Tours	Hydro-power	Water	Other Charges for Services	Use of money/property	Misc	Total
1998	\$63,147	-	-	-	-	-	-	\$194,157	\$65,933	\$520	\$323,757
1999	\$224,276	\$19,615	-	-	-	-	-	\$123,437	\$71,453	\$13,731	\$452,512
2000	\$442,998	\$248,205	-	-	-	\$83,899	-	-	-	\$37,547	\$812,649
2001	\$748,531	\$712,094	-	-	-	\$220,223	-	-	\$272,398	\$13,990	\$1,967,236
2002	\$554,757	\$243,032	-	-	-	\$216,838	\$179,521	-	\$6,836	\$23,401	\$1,224,385
2003	\$796,544	\$490,262	-	\$16,081	-	\$199,053	\$136,035	-	\$2,071	\$21,630	\$1,661,676
2004	\$669,481	\$4,223,384	-	\$38,235	\$93,650	\$227,125	\$258,781	-	\$3,689	\$18,736	\$5,533,081
2005	\$386,120	\$4,987,995	\$40,740	\$34,061	\$131,892	\$220,828	\$181,144	-	\$13,150	\$32,852	\$6,028,782
2006	\$337,954	\$1,014,670	\$63,988	\$39,872	\$152,482	\$290,722	\$162,628	-	\$13,615	\$8,415	\$2,084,346
2007	\$333,372	\$2,572,054	\$39,972	\$43,178	\$177,704	\$216,217	\$162,321	-	\$52,024	\$88,577	\$3,685,419
2008	\$327,805	\$519,209	\$40,104	\$39,371	\$188,026	\$257,981	\$162,123	-	\$37,741	\$3,611	\$1,575,971
2009	\$328,000	\$172,851	\$41,321	\$26,224	\$120,149	\$211,929	\$194,741	-	\$9,862	\$5,052	\$1,110,129
TOTAL	\$5,212,985	\$15,203,371	\$226,125	\$237,022	\$863,903	\$2,144,815	\$1,437,294	\$317,594	\$548,772	\$268,062	\$26,459,943

By Congressional instruction, ACA/ACNHA must match its federal assistance equally with non-NPS dollars. To do this, the expectation is that ACA will leverage its federal assistance funds to secure additional funding in support of its mission. To date, ACA has exceeded the 50 percent federal funding match requirement over the entire funding period. As of 2009, it received \$5.2 million worth of NPS federal funding and has \$21.2 allowable matching dollars. Table 5.2 presents the federal funds, the ACNHA non-NPS funds, and the match ratio by year. Graph 5.1 presents the 50 percent match results by year.

Table 5.2 Overview of Federal Funds, Matching Contributions and Match Ratio by Year

	NPS Approved	NPS Actual Expenditures	Matching Contributions	Match Ratio
1998	\$257,304	\$63,147	\$87,043	1.38
1999	\$542,841	\$224,276	\$232,610	1.04
2000	\$644,000	\$442,998	\$441,785	1.00
2001	\$663,100	\$748,531	\$1,014,747	1.36
2002	\$467,400	\$554,757	\$2,405,991	4.34
2003	\$578,217	\$796,544	\$1,763,301	2.21
2004	\$387,155	\$669,481	\$4,788,042	7.15
2005	\$386,120	\$386,120	\$3,796,489	9.83
2006	\$337,654	\$337,954	\$2,790,604	8.26
2007	\$333,372	\$333,372	\$1,781,964	5.35
2008	\$327,805	\$327,805	\$987,544	3.01
2009	\$328,000	\$328,000	\$1,131,034	3.45
TOTAL	\$5,252,968	\$5,212,985	\$21,221,154	4.07
AVERAGE MATCH RATIO				4.07

Graph 5.1 ACA/ACNHA Match Results by Year



5.2 Use of Financial Resources

ACA uses its direct financial resources to support its programmatic initiatives and operational activities. Of the funds available to ACA/ACNHA since 1998, 19% or \$5.2 million were NPS federal funds and 81% percent, or \$21.2 million, were non-federal funds. Some of these non-federal funds received were restricted for expenditures in certain activities. For instance, funds received from the SPLOST tax must be applied towards work on Canal improvements, as local match for federal grant programs, or the extension of the New Bartram Trail project. ACA has also received private donations that must be applied to the Confederate States Powder Works Chimney. According to the 2009 Statement of Net Assets, ACA/ACNHA had \$16,824,332 in assets, 13 percent of which, \$2,108,615, were restricted funds.

Since 1997, ACA has had a fund created from revenue generated through the sale of water power to the local mills. The beginning balance for this fund was \$1,024,638 in 1997 and money was drawn from or added to this fund over time. During years when expenditures exceeded ACA income, losses were subtracted from the fund and for those years when ACA income exceeded expenditures, profits were added to this fund. As of 2009, the ACA fund balance is \$2,215,803. Table 5.3 below displays ACA/ACNHA's income generation, expenditures and fund balance over time.

Table 5.3 ACNHA Income, Expenditures and Fund Balance by Year

	Income	Actual Total Expenditures	Ending Fund Balance
1997	\$0	\$0	\$1,024,638
1998	\$323,757	\$150,190	\$1,196,256
1999	\$452,512	\$456,886	\$1,191,882
2000	\$812,649	\$884,783	\$1,163,933
2001	\$1,967,236	\$1,763,278	\$1,367,891
2002	\$1,224,385	\$2,960,748	\$1,114,879
2003	\$1,661,676	\$2,559,845	\$533,359
2004	\$5,533,081	\$5,457,523	\$337,791
2005	\$6,028,782	\$4,182,610	\$472,922
2006	\$2,084,346	\$3,128,558	\$152,990
2007	\$3,685,419	\$2,115,337	\$2,310,242
2008	\$1,575,971	\$1,315,627	\$2,566,498
2009	\$1,110,129	\$1,459,034	\$2,215,803
TOTAL	\$26,459,943	\$26,434,869	N/A

ACA/ACNHA expenditures since 1998 total \$26.4 million, divided between operational expenses, capital outlay, and the program activity expenses as displayed in Table 5.4. Operational expenses include staff salaries, utilities and phone, and other administrative expenses. Programmatic expenses are those resources dedicated to ACNHA activities, such as resource preservation and education and interpretation. Since, 1998, ACA/ACNHA has spent \$4.2 million in operational expenses and \$15.1 million on capital

outlay, and \$7.0 million on programmatic expenses. As noted in table 5.4, the operational expenses for ACA/ACNHA fluctuated over time. In the early years there were only two staff members. In 2001, the staff size began to increase and the organization was paying double lease payments when it moved its location to Enterprise Mill. Also, from 2002-2007, the coordinating entity was paying professional fees for planning and design services for the Interpretive Center. The operational expenses decreased in recent years, 2008 and 2009, because part-time staff were not hired since the Canal was being drained. Capital outlay expenses included expenses incurred with the construction of the Interpretive Center and 3rd level improvements.

Table 5.4 Operational Spending by Year

Year	Operational Expenses	Capital Outlay	Program Expenses	Total
1998	\$142,115	\$8,075		\$150,190
1999	\$3,553	\$20,839	\$432,944	\$457,336
2000	\$170,760	\$595,257	\$118,766	\$884,783
2001	\$678,474	\$768,496	\$316,308	\$1,763,278
2002	\$332,085	\$2,267,339	\$361,324	\$2,960,748
2003	\$543,247	\$1,440,040	\$576,558	\$2,559,845
2004	\$501,207	\$4,234,846	\$721,470	\$5,457,523
2005	\$524,373	\$2,934,061	\$724,176	\$4,182,610
2006	\$516,777	\$1,775,484	\$836,297	\$3,128,558
2007	\$494,710	\$676,887	\$943,740	\$2,115,337
2008	\$167,559	\$150,736	\$997,332	\$1,315,627
2009	\$168,561	\$240,862	\$1,049,611	\$1,459,034
TOTAL	\$4,243,421	\$15,112,922	\$7,078,526	\$26,434,869

With respect to program expenditures, the largest expenditures have occurred in the areas of resource preservation (28% of funding), and education and interpretation (22%). Economic development accounts for 9%, marketing and outreach accounts for 17%, community impact and planning accounts for 14%, and recreation accounts for 10%. Table 5.5 presents ACNHA total program expenditures for only 2001 to 2009 when staff compensation and rental expenses were allocated to program activities. Prior to 2001, \$94,093 of program expenses were allocated to marketing and visitation activities, \$127,644 to planning activities, \$466,730 to resource development and interpretation, and \$71,510 to technical assistance and interpretation.

Graph 5.2 ACNHA Direct Expenditures by Program Type, Total 2001-2009

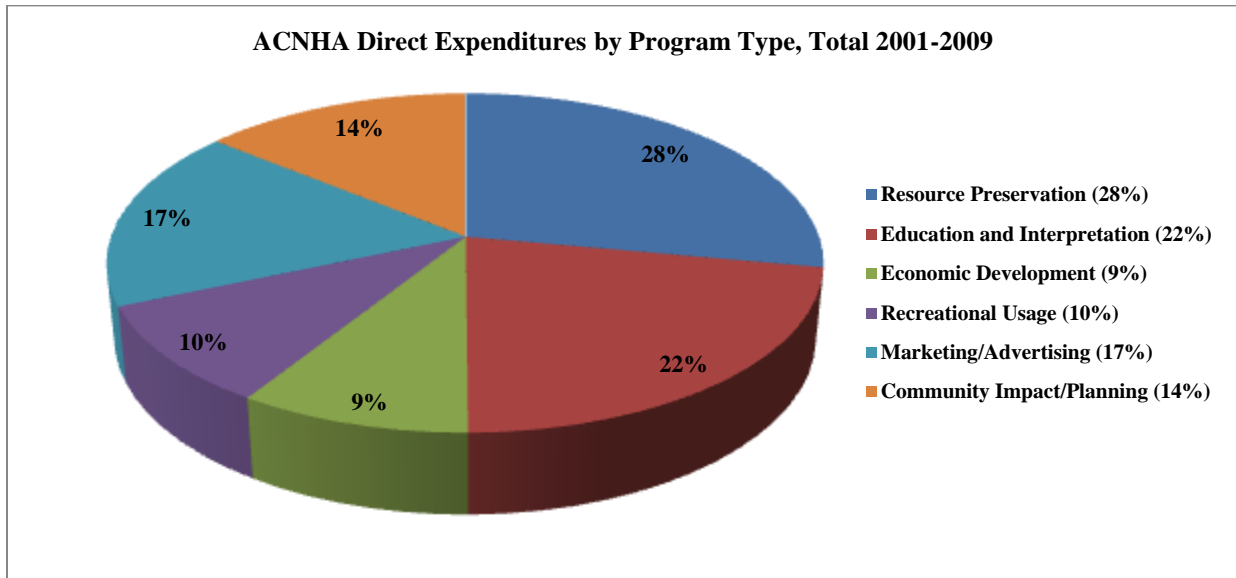


Table 5.5 presents a detailed breakdown of ACNHA program expenditures over the last nine years.

Table 5.5 ACNHA Program Expenditures by Year, 2001-2009

	2001	2002	2003	2004	2005	2006	2007	2008	2009	Total
Resource Preservation	\$72,776	\$67,475	\$166,862	\$214,899	\$188,683	\$216,809	\$257,841	\$280,887	\$353,220	\$1,819,452
Education and Interpretation	\$108,901	\$105,652	\$136,790	\$153,895	\$160,685	\$167,459	\$188,941	\$198,640	\$217,511	\$1,438,474
Economic Development	\$29,789	\$32,208	\$52,961	\$66,524	\$70,339	\$74,849	\$78,858	\$89,281	\$95,025	\$589,834
Recreational Usage	\$31,378	\$33,988	\$56,078	\$70,532	\$74,586	\$79,388	\$83,574	\$94,700	\$100,761	\$624,984
Marketing/Advertising	\$23,436	\$25,089	\$96,140	\$127,847	\$141,825	\$171,996	\$173,877	\$205,917	\$167,531	\$1,133,657
Community Impact/Planning	\$50,029	\$96,910	\$67,729	\$87,774	\$88,058	\$125,796	\$160,649	\$127,907	\$115,564	\$920,415
TOTAL	\$316,308	\$361,324	\$576,558	\$721,470	\$724,176	\$836,297	\$943,740	\$997,332	\$1,049,611	\$6,526,816

5.3 Impact of Investments

The evaluation assessed the investments made to ACA to promote the work of the heritage area and the impacts of these investments in helping accomplish the purpose of the legislation. Based on our analysis, ACA has successfully met the 50 percent federal funding match requirements over the entire funding

period and annually since 1998. ACA has been able to successfully leverage the NPS dollars to attract funding from other local sources and to generate its own revenue. Of the funds available to ACA since 1998, 19%, \$5.2 million were NPS federal funds and 81%, \$21.2 million, were non-NPS funds. As of 2009, ACA's fund balance was \$2,215,803. Also, in examining the use of ACNHA investments, the evaluation concludes that ACA has been fiscally responsible in expending these funds for programmatic activities that address the goals and objectives specified in the authorizing legislation and management plan. The following section further examines the financial sustainability of ACNHA as well as other aspects of the NHA's sustainability.

Section 6: ACNHA Sustainability

6.1 Defining Sustainability

The third question guiding the evaluation, derived from legislation (P.L. 110-229) asks “How do the coordinating entity’s management structure, partnership relationships and current funding contribute to the NHA’s sustainability?” To guide the assessment of sustainability, we have adopted the definition developed by NPS, with the assistance of stakeholders from a number of National Heritage Areas. Sustainability for an NHA is as follows:

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

In the following sections, we address each of these components, drawing on the data provided in previous sections.

6.2 Honoring the Legislative Mandate of the NHA

As stated in legislation, the purpose of the Augusta Canal NHA is to assist the State of Georgia, its units of local government and area citizens in,

“retaining, enhancing and interpreting the significant features of the lands, water and structures of the Augusta Canal in a manner that is consistent with positive economic impact and development for the benefit and inspiration of present and future generations.”

This section of the document describes and assesses how ACA/ACNHA's management, leadership and relationships with NPS and with stakeholder organizations aid in the development and sustainment of the National Heritage Area.

6.3 ACHNA's Management Capacity

6.3.1 Governance, Leadership, and Oversight

Board Members

As discussed in Section 2, ACA has a 12 member Board of Directors that provides governance for the ACNHA (nonprofit) as well as the ACA. Many of the members have had a long tenure on the Board, with three members serving on the Board even before ACA was designated as an NHA. From its initial days, the Board has assisted the Executive Director in planning, and prior to having staff, carried out many of the functions now handled by staff. In addition, because members represent areas of expertise that are useful to the NHA, such as architecture and engineering, they are often called upon to offer their skills and knowledge. However, the ACA's strict Conflict of Interest provision prohibits board members receiving payment for their work and thus from involvement in some of the larger activities that may fit within their area of expertise.

Although there are likely a multitude of criteria that can be used to assess and evaluate a Board of Directors, one set of criteria that helps in assessing sustainability is the extent to which the Board of Directors has a clear understanding of its roles and responsibilities and fulfills these roles. Typically, boards of nonprofit organizations have three areas of responsibility (e.g., Martinelli, 2010). These include planning and policy development; community and organizational development; and fundraising and support development. Each of these areas is reviewed for the ACA Board.

Planning and policy development includes determining and refining, as needed, an organization's mission and vision, and developing policies, especially in response to major issues that are having or could have significant impact on the organization and its constituencies. Monitoring the performance of an organization's programs, products and services also falls within this area of responsibility. The ACA board was very involved in setting the mission of ACNHA and has an ongoing role in setting policy and approving the direction of the staff, generally through review and approval of the budget and financial documents. Board members are less likely to engage in monitoring activities. Based on our interviews with staff and Board members, it is clear that Board members are kept abreast of program developments and their progress; what they lack, as noted later, are more routine monitoring data that could help inform their ongoing decision making.

The second area of Board responsibility, *community and organizational development*, can include a number of different activities, such as broadening the organization's base of support in the community; outreach to the community to identify new issues, opportunities and community needs; and maintaining accountability to the public, funders, members, and clients. It also includes ensuring that staff have training and capacity building opportunities. The ACA Board has been extremely involved from the outset in ensuring that the ACNHA is informed by the community and is enmeshed in the work of the

community. For example, several interviewees stressed the role that the community played in providing input into the initial planning of the canal and the interlocking roles that several Board members (as well as the Executive Director) have with other community efforts and organizations, such as the current Westobu master planning effort spearheaded by Augusta Tomorrow. It is less clear what role the Board has in ensuring that the staff have the training and capacity building that they need; this was less touched upon in the interviews and appears to be an activity that is handled within the staff itself rather than an area of Board responsibility.

The third area, *fundraising and support development*, includes Board members giving personal time and money; developing donors, members, and supporters; leading and supporting fundraising campaigns and events as well as maintaining accountability to donors and funders. Interviewees knowledgeable of the Board role reported that the Board has been less involved in fundraising but is discussing having an annual fundraiser.

Executive Director

ACNHA's Executive Director has been with ACA since 1998. Prior to joining ACA, he held various positions in the community, including county manager, staff position at Augusta Tomorrow, and a consultant to ACA. From both staff and stakeholder reports, the current Executive Director plays a pivotal position in the ACNHA and in the community at large. His blend of skills, from planning to management to leveraging funding to operating the hydro-turbines, was cited repeatedly as an incredible advantage for the organization. He is universally recognized as having both the work ethic and know-how to run the machinery and handle any operational issues that arise, to the planning and political know-how to leverage funding, partnerships, and collaborations. Board members interviewed recognized the need for the ACNHA to follow the master plan, but also emphasized the importance of being flexible and creative in order to seize opportunities when they arise. The Executive Director is often credited with his ability to seize these opportunities as well as to make some happen. Building the Petersburg boats was cited as an example of the Executive Director's ingenuity and confidence in bringing unusual activities within the ACNHA. ACA received funding from the Department of Transportation to seek bids for building the boats, but did not receive any. The assumption was that prospective bidders were scared away by the many government rules and paperwork requirements involved. As a result, the Executive Director hired builders to work in-house, and, in turn, completed all the required paperwork so that the boats could be built as planned.

The current Executive Director's unique set of skills and knowledge is both a strength and vulnerability for the sustainability of ACNHA. There are few individuals who have the same package of strengths as the current Executive Director; future replacement of his position would likely require at least two different individuals to handle both the operational and management roles he now fills.

6.3.2. Staffing and Operations

In addition to the Executive Director, full-time staff of the organization includes the Manager of Programs and Business Operations, the Director of Marketing and Public Affairs, the Ranger/Operations Manager,

and the Educational and Programs Coordinator. Part-time employees include boat captains and tour guides, among others.

The composition and size of the staff appear sufficient to meet the objectives of the organization and to manage and perform the variety of activities underway. The addition of the Educational and Programs Coordinator was made two years ago to fill the growing need of a liaison to work with the schools in creating tours and programs geared to the standards in the Georgia and South Carolina school systems. Two gaps in organizational capacity raised by staff include someone with dedicated attention to coordinating volunteers and increasing the membership of the Canal Keepers Society, and someone with expertise in the preservation, interpretation, and curation of historical resources and artifacts (i.e., need for a historian or curator).

6.3.3 Strategic Planning and Adaptive Management

Strategic planning has been at the heart of ACA, beginning with the 1993 Master Plan and followed by the 1996 Management Plan. The 1993 plan's goals, including historical preservation, conservation, tourism and recreation, education and interpretation, and economic development continue to guide the activities of the organization today. Board and staff members interviewed acknowledge that although the plans guide ACA's work, there is also a degree of opportunism, such as seeking grants that are available at any given time, to fund particular piece of the plan. The ACA board has scheduled a strategic planning update retreat for first quarter of 2011. Planning appears to be a strong emphasis of the community overall, with Augusta Tomorrow having developed a Master Plan for the city in 1989 (which they describe as being 98% implemented) and currently working on a new 20 year plan.

6.3.4 Monitoring and Record Keeping

As noted above, one of the areas of ACNHA's management capacity that could be strengthened is its collection and use of monitoring data and records of usage. Some data on visitation to the IC and the boat tours are collected, but data reporting and analysis is inconsistent. Periodic MGM2 economic impact studies were conducted in 2004, 2005, and 2008 but the data analysis and reporting has varied from year to year. School and group tour activity and outreach efforts are reported to the ACA Board each month. Guest book entries with zip code, number in party, and inquiries about how visitors learned about the Canal are collected, but the data have not been analyzed on a consistent basis. Data on the use of the website was initiated in 2010. Therefore, many data collection efforts are in place, but the site may benefit from a more consistent data collection, analysis, and reporting system that maximizes and coordinates what is already collected and caters to the decision making needs of the staff and Board. The system should be designed so that it can be maintained by staff with minimal burden.

6.4 Financial Sustainability, the Importance of NPS Funds, and the Importance of NHA Designation

6.4.1 Financial Sustainability

As noted earlier, there are several critical components to NHA sustainability, including but not limited to financial sustainability. In order for an NHA to be financially sustainable it must have sufficient funds to cover its operating and programmatic expenses. Table 6.1 presents ACNHA’s NPS funds received; non NPS funds received; and total expenses by year. As the chart shows, the federal investment in ACHNA has ranged from a low of \$63,147 in its initial year of funding to a high of \$748,531 in 2001. In the past six years, the ACNHA has received an annual award averaging about \$350,000. The total received over the twelve years is approximately \$5.2 million, a little more than a third of \$15 million that could be available under the legislation.

Table 6.1 also shows the leveraging strength of the ACA, particularly in the past eight years. As described in Section 5, ACA has sought and received funding from a diverse set of Federal, State, local, and private funders. One of the largest amounts (\$4.1 million) of funding has come from the Special Purpose Local Option Sales Tax (SPLOST), a one percent county tax on items subject to the state sales tax. SPLOST is used for specific capital outlays. Money from generating hydropower has provided \$2.1 million since 2000, and water revenue has yielded \$1.4 million. Other large sources of funding have included grants from the U.S. Department of Transportation (\$1.1 million) to support capital projects such as the Petersburg boats and docks and the gatehouse and locks, and funding from a variety of state and local grants totaling just over \$1 million. Fees from the Interpretive Center and boat tours have brought in nearly \$900,000 since 2003, and other consistent but smaller sources include interest on the use of money and property (\$548,772), private donations (\$310,172), gift shop sales (\$237,385), and miscellaneous sources (\$268,062).

Table 6.1. Federal Funds Received, Non-federal Funds Received, Total Revenue and Total Expenses by Year

Year	NPS Revenue	Non-NPS Revenue	Total Revenue	Expenses
1998	\$63,147	\$260,610	\$323,757	\$150,190
1999	\$224,276	\$228,236	\$452,512	\$457,336
2000	\$442,998	\$369,651	\$812,649	\$884,783
2001	\$748,531	\$1,218,705	\$1,967,236	\$1,763,278
2002	\$554,757	\$669,628	\$1,224,385	\$2,960,748
2003	\$796,544	\$865,132	\$1,661,676	\$2,559,845
2004	\$669,481	\$4,863,600	\$5,533,081	\$5,457,523
2005	\$386,120	\$5,642,662	\$6,028,782	\$4,182,610
2006	\$337,954	\$1,746,392	\$2,084,346	\$3,128,558
2007	\$333,372	\$3,352,047	\$3,685,419	\$2,115,337
2008	\$327,805	\$1,248,166	\$1,575,971	\$1,315,627
2009	\$328,000	\$782,129	\$1,110,129	\$1,459,034

Total	\$5,212,985	\$21,246,958	\$26,459,943	\$26,434,869
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As indicated in Table 5.3, ACA’s actual total expenditures were more than the income received for six of the twelve years since 1998. A review of the ACA’s financial audits indicates that in these years, the reserves from the ACA fund balance were used to compensate for the difference. The fund began in ACNHA’s early years when they had a shared financial system with the city of Augusta. In addition to revenue that was generated in the City account, i.e. water payments, ACA also accrued their excess revenues in this fund as well. By 2000, ACA was no longer sharing its financial system with the city of Augusta, but continued to use the fund, adding or depleting from the balance on a yearly basis. For instance, ACA was able to add \$2,169,520 to the fund in 2007 when its revenues exceeded its expenditures. Therefore, even though there have been years in which expenditures outweighed the revenues, ACA had enough money in its fund balance to make up the difference. According to the 2009 Statement of Revenues, Expenditures, and Changes in Fund Balance Governmental Funds, ACA had \$2,215,803 in its fund at the end of the year.

6.4.2 The Importance of NPS Funding and NHA Designation

NPS funding provides flexibility and a consistent source of discretionary funding for the ACA. Several of the largest other funding amounts (SPLOST and Department of Transportation) are restricted in use for capital projects. The NPS funding has provided ACA with flexibility to leverage other resources that can help preserve historical structures. A number of interviewees believe that NPS funding and NHA designation serves as an attraction for additional funds. Interviewees also regard the NPS funding as providing the impetus to implement the 1993 master plan and 1999 management plan. Before ACA received NPS funding and NHA designation, the progress and approach was described as piecemeal; the funding has allowed the approach to have more coherence. If NPS funding is discontinued, the general view among those interviewed and close to the ACA is that activities will likely be slowed, but the basic structure of the organization would likely remain the same as long as other sources of funding (water, hydropower, fees and sales) continue. One concern is that water revenues and hydropower sales fluctuate and are linked to the conditions of the Canal; it is difficult, therefore, for the ACA to consistently project the amount of funds available year to year.

Almost without exception, however, interviewees noted the importance of the NHA designation to the Canal and its ability to be sustained. Interviewees involved in marketing and tourism note that the NHA designation has served as a good selling point for Augusta. It serves in many ways as a “Good Housekeeping Seal of Approval” and helps to place the Canal among a more elite group of destinations.

6.5 ACNHA Partnerships

ACNHA operates with few formal partners, but more through collaboration and stakeholder relationships. These collaborative and stakeholder relationships, although not critical to the day-to-day operations of ACNHA, are important for sustaining the organization. Relationships are established with the public at large; local government agencies, such as City of Augusta Utilities Department; state government agencies, such as Department of Transportation; Georgia visitors’ bureau; local planning and community

organizations; the Alliance of NHAs; and an international partnership with Parc Naturel de la Montagne de Reims in France. These stakeholder relationships impact the sustainability of ACNHA by providing input on strategic plans as well as providing grants and funding support for heritage area projects. The City of Augusta's Utilities Department, for example, finances ACA operational expenses – including the salary and benefits for ACNHA Executive Director – and provides water and hydropower revenues to the ACA.

Overall, interviews with ACA/ACNHA staff and with stakeholder organizations indicate that these collaborations are significant for sustaining the heritage area's mission and plans, and in financially sustaining the heritage area's work. In reviewing the financials for ACNHA, it is clear that the support of these stakeholder relationships is substantial in helping the heritage area leverage and attract a range of sources of funding.

6.6 Sustainability Summary

The evaluation found that the ACNHA coordinating entity has a number of the critical components of sustainability in place. It has the necessary governance and is staffed appropriately to operate a sustainable NHA. With the exception of having an active involvement in fundraising, the Board of Directors effectively leads the ACA and has ongoing roles in setting policy, approving the direction of the staff, and ensuring that the ACNHA is informed by the community as well as enmeshed in the work of the community. Staffing for ACNHA is also appropriate to the scope of activities in place, though it was recognized that the Executive Director's unique set of skills and knowledge is both a strength and vulnerability for ACNHA's sustainability. In addition, two gaps in management capacity include dedicated attention to coordinating volunteers and increasing the membership of the Canal Keepers Society, and expertise in curating and archiving of historical artifacts.

Strategic planning has been at the heart of ACA, beginning with the 1993 Master Plan and followed by the 1999 Management Plan. Planning appears to be a strong emphasis of the community overall, with the community focused on a new 20 year plan. As noted, one of the areas of ACNHA's management capacity that could be strengthened is its collection and use of monitoring data and records of usage.

ACNHA's stakeholder relationships have been significant for sustaining the heritage area mission and plans, as well as in financially sustaining the heritage area's work. In reviewing the financials for ACA, it is clear that the support of these stakeholder relationships is substantial in helping leverage other sources of funding. Over the past 12 years, ACNHA has received approximately \$5.5 million from NPS, a little more than one-third of \$15 million that could be available under the legislation. During this same time, ACNHA has leveraged more than 4 times the federal NPS appropriation for a total of \$21.2 million of non-federal funds.

Both the NPS funding and the NHA designation have been of value to ACNHA. The funding has provided flexibility, a consistent source of discretionary funds, and ability to leverage other resources. The funding has also helped the ACNHA to have a coherent approach to implementing its management plan. If the NPS funding is discontinued, the general view among those interviewed and close to ACA/ACNHA is that progress will be slowed and some activities may not get accomplished; the basic

structure of the organization would likely remain the same if other sources of the funding (water, hydropower, fees, and sales) continue.

Almost without exception, interviewees also noted the importance of the NHA designation to the Canal and its ability to be sustained. Those interviewees involved with marketing and tourism note that the NHA designation has served as a good selling point for Augusta. It serves in many ways as a “Good Housekeeping Seal of Approval” and helps to place the Canal among a more elite group of destinations.

Appendix A.

Augusta Canal and Silos and Smokestacks National Heritage Area Evaluation Methodology July 2010

Background and Purpose

In May 2008, Congress passed legislation⁵ which requires the Secretary of the Interior to evaluate the accomplishments of nine National Heritage Areas (NHAs) no later than three years before the date on which authority for federal funding for each of the NHAs terminates. Based on findings of each evaluation, the legislation requires the Secretary to prepare a report with recommendations for the National Park Service's future role with respect to the NHA under review.

The National Parks Conservation Association's Center for Park Management (CPM) conducted the first evaluation of Essex National Heritage Area in 2008. CPM, in partnership with the National Park Service (NPS), has contracted with Westat to evaluate the next two NHA sites: Augusta Canals in Augusta, GA and Silos and Smokestacks in Waterloo, IA. Each evaluation is designed to answer the following questions, outlined in the legislation:

1. Based on its authorizing legislation and general management plan, has the Heritage Area achieved its proposed accomplishments?
2. What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?
3. How do the Heritage Areas management structure partnership relationships and current funding contribute to its sustainability?

This document presents Westat's methodology for conducting the NHA evaluations, including our core evaluation approach; evaluation design; associated data collection methods, sources, and measures; and analysis and reporting plans. Our methods build upon the methodologies and instruments used in previous NHA evaluations conducted by the Conservation Study Institute and with the Essex Evaluation.

In addition to outlining our core approach to the evaluation, this document describes the process Westat will use to tailor the approach for each of the specific NHA evaluations.

Core Evaluation Approach

⁵ From P.L. 110-229, Section 462. EVALUATION AND REPORT, signed May 8, 2008

Our approach to the NHA evaluation centers around three basic principles – stakeholder collaboration, in-depth and triangulated data collection, and efficiencies of time and effort. The evaluation will use a case study design, examining each NHA individually. The case study design is appropriate for addressing the NHA evaluation questions since there are multiple variables of interest within each NHA and multiple sources of data with the need for convergence or triangulation among the sources. As noted below, data sources in each site will include documents, key informants from the coordinating/management entity and partner organizations, and community stakeholders. Data collection will be guided by a case study protocol outlining the domains and measures of interest using topic-centered guides for extracting data from existing sources and for interviewing key informants (individually and in group interviews).

The evaluation will incorporate a collaborative approach with project stakeholders to ensure that it is relevant to all and is grounded in the local knowledge of the site as well as designed to meet legislative requirements. Therefore, in the design and implementation of each evaluation, we will include the perspectives of CPM, the NPS Working Group, the NPS Expert Panel, the NPS Comptroller, the NPS liaison with each heritage area, and NHA leadership and community partners. Working products will be developed in close coordination with CPM, the NPS Working Group and the NHA evaluation sites throughout the evaluation process. Involving all key stakeholders and including varying perspectives at each stage of the process will ensure that the data collection methods and indicators, the analysis, and interpretation of the findings reflect their views and concerns. A detailed timetable of the expected deliverables and the process for gathering a range of stakeholder perspectives is provided in Appendix A.

Core Evaluation Design and Measures

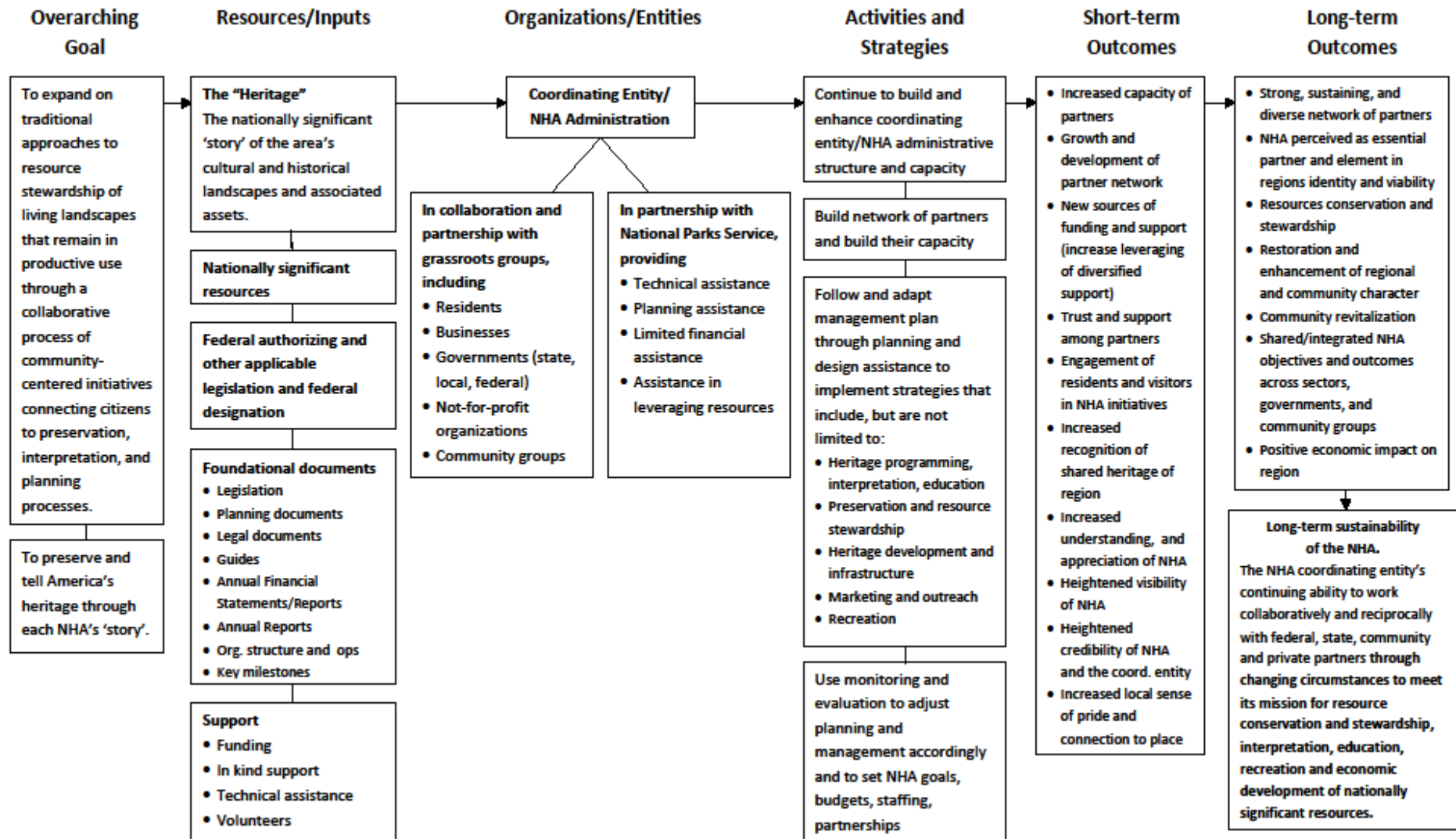
Westat is developing a core evaluation design that will then be tailored for each NHA evaluation. Three tools guide the development of the core evaluation design: the NHA Logic Model (Figure 1), the NHA Domain Matrix (Appendix B), and a comprehensive case study protocol. The basic structure of the NHA Logic Model is a visual representation of the:

- overarching goal for a NHA;
- resources and key partnerships available to help an NHA accomplish its goals;
- activities and strategies that are being implemented to accomplish the NHA goal;
- intended short and long -term outcomes; and
- the linkages among the activities, strategies, and outcomes.

The logic model provides a blueprint for the case study design, outlining the components to examine, the indicators to measure, and the relationships to investigate between the various activities and outcomes. It therefore is a key tool for outlining the data that should be collected as well as the types of analyses that might be conducted. In addition, it provides an efficient way to display the underlying logic or

framework of the NHA. For the core evaluation design, the NHA logic model has guided the development of the NHA Domain Matrix, which will in turn inform the development of a case study protocol to conduct the evaluation.

Figure A-1. NHA Logic Model



Appendix B presents the NHA Domain Matrix. Guided by an understanding of the NHA as depicted in the NHA Logic Model, this matrix is designed to thoroughly address the three key evaluation questions outlined in the legislation. The left-hand side of the matrix lists the key domains and measures required to answer each evaluation question. Each of these domains and measures are cross-walked with the potential data sources. Many of the domains will be informed by more than one data source, as is typical in a case study, to provide for more valid and complete results through triangulation of multiple perspectives. The sources for data collection include: existing NHA documentation, including foundational and financial documents; interviews with NHA staff and key partners; and input from citizens in the NHA community. Westat will also conduct a literature review of research methodology to ensure the reliability and validity of indicator selection and subsequent operationalization. A later section of this methodology will provide greater detail about the selected data sources and process for data collection. A brief synopsis of the Domain Matrix and how it guides our approach to addressing the key questions follows:

Evaluation Q.1: Based on its authorizing legislation and general management plan, has the Heritage Area achieved its proposed accomplishments?

In addressing this question we will collect data through interviews and documents on the nature of the proposed NHA activities; how these activities are being implemented by either the local coordinating entity/management entity, partnership network and/or the local community; and, the impacts of the activities. The measures also will address whether the NHAs are implementing the activities proposed in the initial NHA designation, and if not, what circumstances or situations may have led to their adaptation or adjustment. This examination consists of in-depth interviews with staff to understand what activities have resulted from the NHA designation that was initially not intended or expected. Also, in assessing the goals and objectives of the NHA, we will try to discern if there were mechanisms in place prior to establishment of the NHA intended to achieve these goals.

Evaluation Q.2: What have been the impacts of investments made by Federal, State, Tribal, and local government and private entities?

Addressing this question will begin with gathering information through interviews with key NHA management staff and a review of financial data forms. Understanding what investments have been made will involve collecting data on both financial and non-financial investments, including data on the amount, nature, and sources of these investments over time. We will also examine the impact of these investments and how they are helping the NHAs achieve their intended outcomes through data collected from reviewing NHA plans and interviews with key partners and local residents of the NHA community. In cases when an NHA has numerous investment sources, we will focus on the NHA's "major" sources and whether these sources are restricted or unrestricted funds. To identify "major" sources of investment, we will examine the range of investment sources and characterize them by financial or time commitment thresholds.

Evaluation Q.3: How do the NHA's management structure, partnership relationships and current funding contribute to its sustainability?

Data to inform this question will be primarily gathered from interviews with key NHA management staff and a subset of NHA partners, and by performing a review and analysis of the NHA financial documents. The definition of sustainability developed by the NPS working group (Appendix C) will be employed in addressing this question. We will examine the nature of management structure and partnership network and their contribution to sustainability. We will also assess the financial investments over time and their corresponding impact on the financial sustainability of those investments and their future with and without future federal funding. Specifically, we will perform an analysis of the ratio of federal funding to other fund sources and the change in this ratio over time overall and for specific activities. We will also interview NHA leadership and board staff to understand the extent to which fundraising activities have been prioritized for specific activities. Based on these analytic and data collection activities, an attempt would be made to determine what the likely effects on the NHA would be if federal funding was discontinued; specifically, which activities might have a prospect of continuing without federal funding, which would likely end without federal funding, and therefore, which goals and objectives might not be reached.

Data Collection Methods

The planned data collection methods include: topic-centered interviews with NHA management staff; topic-centered interviews with members of the NHA partner network; community stakeholders; review of the NHA plans and legal documents; review of the NHA guides, brochures, websites and other descriptive documents; and review of the NHA financial data records. In the sections below, we describe each of these methods, including how we will select the data sources, what data we will collect, and the tools we will use to collect the data. For each of the methods, we will begin by developing a 'generic' instrument that corresponds to the key elements outlined in the domain matrix. The process for tailoring the instruments to each of the evaluation sites include:

Foundational Document Review

A first set of documents will be reviewed to frame the decisions and actions of the coordinating entity's role in implementing the designated NHA's objectives. These documents provide many of the objectives for the NHA and frame expectations for the local coordinating entity. These documents include:

- **Legislation** – all federal, state and/or local legislation that provides the legal framework for the NHA
- **Plans** – all planning documents, including updates, developed by the coordinating entity and/or partners that are intended to deliver the legal mandates defined by Congress and/or other legislative bodies

- **Legal documents** – documents signed by the coordinating entity that allow it conduct/produce routine NHA business

Another set of documents will be obtained and reviewed to understand the nature of NHA activities and their relationship with NHA objectives. These documents include:

- **Guides** – documents designed to define how NHA business operates
- **Annual financial statements and reports** – includes audits, tax returns, budget activities and performance program reports
- **Annual reports** - includes reports to Congress, to partners and to the NPS and others
- **Organizational structure and operations** – how the coordinating entity, board(s) and committees do NHA work, their roles and functions
- **Key milestones** – a timeline of major events that document the evolution of the NHA to include outside influences affecting your planning and implementation process

We will collaborate with each of the NHA coordinating entities and NPS to gather these materials. In reviewing these documents we will use a case study protocol to abstract key information and make use of data analysis software, such as NVivo, to meaningfully structure the data. This review of documents will be critical in helping us tailor the specifics of the evaluation for each site, particularly in selecting NHA staff and partners to interview.

Financial Data Review

Our approach to the financial data review is informed by the Essex evaluation, particularly with respect to the types of data collected and the nature of the analyses performed. We will review key NHA financial data records such as audits, tax returns, budgets and performance program reports to collect data on the amount and sources of funding for the NHA, trends in funding over a ten year period, and the impact of these resources on the economic sustainability of the NHA. We will coordinate with each of the NHA coordinating entities and NPS to gather these materials.

Topic-centered interviews with Executive Directors and staff of the NHA coordinating entity

During a two day site visit, key staff from the NHA coordinating entity will be interviewed. The staff will include the Executive Director and staff in key roles identified through review of the foundational documents. For example, some of the staff selected for interviews could include managers of specific NHA activities (i.e. programming or marketing directors), or staff who work in finance, development or partner relationship functions. A topic-centered, semi-structured protocol will be used to conduct each of the interviews, obtaining information about the background of the NHA, NHA activities and investments, and their associated impacts, including their contribution to NHA sustainability. We will conduct individual interviews with the staff with the most history and scope of understanding of the NHA

operations, such as the Executive Director or Finance Manager. Other staff, especially those with similar roles such as program assistants will be interviewed in groups to maximize the number of viewpoints gathered. Each of the topic-centered interviews will be semi-structured, outlining the key areas to cover and probes that are specific to the site. As new areas emerge, the interviews will be flexible to collect information on these areas. Although all interviews will be conducted on site at the coordinating entity, follow-up telephone conversations will be conducted as needed to capture additional information. We expect to interview up to 9 staff in each NHA.

Topic-centered interviews with members of the NHA partner network

Members of the NHA partner network will be interviewed in order to gain an understanding about NHA activities and investments and their associated impacts, including their contribution to NHA sustainability. A topic-centered, semi-structured interview protocol will guide these interviews, some of which will be conducted individually, either in person or by telephone, and others that will be conducted through group interviews to maximize the number of viewpoints gathered. We expect to select 15-20 partners from each NHA to interview. In determining criteria for selecting partners to interview, we will review foundational documents and website materials for each NHA site. These criteria will likely include the level of the partner's relationship with the NHA, the extent to which they participate and/or support NHA activities, their financial relationship and their geographic representation. We will share the list of selected partners with the NHA for completeness and will incorporate the NHA's suggestions of other partners who should be interviewed. Once this list is finalized, Westat will contact the partners for interview scheduling. We expect to have a range of stakeholders and organizations participate in these interviews adding to the multiple sources of data for triangulation.

Community Input

Members of the NHA community will be invited to provide their input about the nature and impact of NHA activities through a variety of strategies in the NHA, including opportunities for written comments, semi-structured individual interviews, and focus groups. These different data collection approaches will be used with a range of community stakeholders including residents, tourists and local representatives and will be designed to provide opportunities for dialogue about the NHA. Through these different approaches, we will collect data to provide a sense of whether the NHA is meeting some of its intended outcomes, such as engaging residents and enhancing their understanding of the NHA. The different data collection approaches will provide opportunities for both written and oral dialogue. Westat will work with the NHA coordinating entity and local partners in arranging these strategies.

It is important to recognize the limitations in the data that will be collected through the community input strategies. First, as we will be identifying 'convenient' groups of individuals, it is likely that those involved will not be fully representative of local residents, tourists, and volunteers. Depending on how they are identified, they have more or less motivation to be interested in the NHA. In addition, the data collected will be largely qualitative. We will not be able to develop quantitative indicators of the community input, but rather collect more impressionistic input that will provide an indication based on each respondent's background, prior involvement, and interest as to how well the NHA is enhancing community awareness of, appreciation of, and involvement in the NHA.

Analyze Data and Findings Report

The analysis and synthesis of each NHA's data will be guided by the overall protocol and the Findings Document Outline (Appendix D). Data reduction will first begin by summarizing the data within each domain area, first within each source, and then synthesizing the data across sources. Attempts will be made to reconcile any issues or discrepancies across the sources by contacting the relevant parties at each NHA. Data will be summarized within each domain and analyzed for relationships, guided by the logic model. To the degree possible, results will be displayed graphically and in tables. Findings will reflect the triangulated information – where appropriate and feasible, it will be important to ensure that the results not only reflect the perspectives of the key informants but are substantiated with data from documents and other written sources.

Results of each NHA evaluation will be communicated in a Findings Document. The report will be guided by a modification of the outline finalized by the NHA Evaluation Working Group. Westat will first share a draft of the report with the Executive Director of the NHA coordinating entity for a review of technical accuracy. The Director will have the opportunity to share the report with other staff and stakeholders as desired, and can provide comments to the evaluation team, either in writing or via telephone discussion. Finally, if necessary to discuss differences, a joint telephone conversation involving the NHA Executive director, CPM and Westat can be held to discuss the comments and to arrive at a resolution.

Also throughout this review process, we will ensure CPM and NPS are informed of each NHA's comments and feedback. Once the NHA's feedback is reviewed and incorporated, Westat will submit the draft reports to CPM and the NPS Working Group for review. Once this review is completed, Westat will then submit the draft reports to the NPS Peer Committee and NPS Expert Panel. Westat expects to have the Final Findings Document for each evaluation complete by December 2010.

Tailoring the Evaluation Design for NHA Evaluation Sites

The core evaluation design will be tailored to Augusta Canals and Silos and Smokestacks, the two sites to be evaluated by Westat. A preliminary “meet and greet” visit to both NHAs will largely inform how the protocols should be customized for each site, including the domains that are relevant, the probes that should be added to inquire about each domain, and the specific data sources that are relevant for the site. We will work with the Executive Director to determine the key staff to involve in individual and group interviews during a second site visit, partner organizations that should be represented, and strategies to obtain community input.

During the initial site visit, a customized logic model for each NHA will be developed; detailing the NHA's goals, resources, partnerships, activities and intended outcomes. This process will involve a group meeting with NHA management staff and partners to get a diverse range of perspectives and obtain a complete picture of the designated NHA. In preparation for this visit, we will review existing

documentation for the NHA sites. We expect these preliminary “meet and greet” visits and logic modeling sessions to involve about 1 day of travel and meeting time each.

Once the tailored logic models are finalized for each NHA evaluation site, Westat will then adapt the NHA Domain Matrix and comprehensive case study protocol that were developed as part of the core evaluation design. These tailored tools will still address the evaluation research questions identified by the legislation, but will ensure that the questions are geared toward the specific aspects of each NHA site.

Data collection for each NHA evaluation will occur during a second visit to each NHA site, and is expected to last 2-3 days depending on the scope of the site. We will use hardcopy and email memos to keep the NHA Executive Directors informed of our evaluation activities both pre- and post- site visits. Westat will have a system in place to ensure that the information communicated to each NHA site is received.

Evaluation Limitations

To the greatest extent possible, Westat has tried to ensure this evaluation methodology thoroughly addresses the three research questions. There are parameters to this methodology that result in a few limitations on evaluation findings. In some instances, there is a trade-off between maximizing the time and efficiency for the evaluation and the ability to thoroughly collect information from a range of stakeholders. For instance, to obtain input from community stakeholders, a survey is not possible within the current evaluation due to OMB Paperwork Reduction Requirements. Therefore, the data sought in a variety of ways will substitute for the survey and the input received will be a more qualitative assessment of the community’s perceptions of the NHA. As noted, limitations to the community input include convenient, rather than representative, samples of tourists, local residents, and volunteers, and impressionistic rather than quantitative data on the impact of the NHA on stakeholder knowledge, attitudes, and involvement in the NHA. Therefore, the data obtained will have to be viewed with these limitations in mind.

Moreover, this evaluation methodology is restricted in the amount of information Westat can capture on what would be the probable effects of sunsetting an NHA. For example, there is interest in understanding what types of activities and mechanisms existed prior to the NHA and thus might have some ability to survive beyond federal funding. It is unclear, however, if reliable and complete sources of historical information on the NHA area before federal funding exist or if they are feasibly accessible within the time and resource constraints of the current evaluation. Westat will rely upon documents and interviews with key NHA staff to gather historical input and attempt to identify through this data collection and the analysis of funding information the extent to which activities have possibility of sustainability at some level. Only the most obvious sources of sustainability will likely be able to be identified.

Appendices

Appendix A1: Timetable of deliverables

Appendix A2: NHA Domain and Source Crosswalk

Appendix A3: NPS Working Group Definition of Sustainability
Appendix A4: Findings Document Outline

A1. Timetable of Deliverables

Deliverable	Due Date
Task 1 - Refine Project Methodology	
Comments from NPS Working Group on Logic Model and Domain Matrix	6/16/2010
Draft Evaluation Methodology and Findings Report Outline to CPM	6/18/2010
Draft Evaluation Methodology and Findings Report Outline to NPS	6/22/2010
Review Evaluation Methodology and Findings Report Outline on NPS Working Group Call	6/24/2010
Comments from NPS Working Group on Evaluation Methodology and Findings Report Outline	6/29/2010
Draft Evaluation Methodology to Peer Review and Panel of Experts	7/1/2010
Comments from Panel of Experts and Peer Review	7/6/2010
Submission of Final Evaluation Methodology to Comptroller	7/8/2010
Comptroller Approval	7/14/2010
Task 2 - Site Prep, Logic model and Instrument Development	
Draft Data Collection Protocols to CPM and NPS	7/23/2010
Silos and Smokestacks Site Visit	
Introductory Teleconference with Silos and Smokestacks	7/15/2010
Silos and Smokestacks Meet and Greet Visit	7/19/2010 - 7/21/2010
Draft Logic Model to Silos and Smokestacks	7/26/2010
Comments on Logic Model from Silos and Smokestacks	7/30/2010
Draft Silos and Smokestacks Logic Models + Data Collection Instruments to CPM and NPS	8/5/2010
Comments from CPM +NPS Working Group on Silos and Smokestacks Materials	8/12/2010
Augusta Canal Site Visit	
Introductory Teleconference with Augusta Canal	7/16/2010
Augusta Canal Meet and Greet Visit	8/02/2010- 8/03/2010
Draft Logic Model to Augusta Canal	8/6/2010
Comments on Logic Model from Augusta Canal	8/13/2010
Draft Augusta Canal Logic Models + Data Collection Instruments to CPM and NPS	8/20/2010
Comments from CPM +NPS Working Group on Augusta Canal Materials	9/9/2010
Task 3 - Additional Data Collection and Site Visits	
Silos and Smokestacks Site Visit	
Share Logic Model and Data Collection Instruments with Silos and Smokestacks	8/16/2010
Comments from Silos and Smokestacks	8/18/2010
Silos and Smokestacks Second Site Visit + Town Hall Meeting	8/23/2010- 8/25/2010
Augusta Canal Site Visit	
Share Logic Model and Data Collection Instruments with Augusta Canal	9/13/2010
Comments from Augusta Canal	9/15/2010

Augusta Canal Second Site Visit + Town Hall Meeting	9/20/2010- 9/21/2010
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Deliverable	Due Date
Task 4 - Findings Documents	
Draft Findings Document to Silos and Smokestacks and Augusta Canal	11/12/2010
Comments from Silos and Smokestacks and Augusta Canal	11/19/2010
Second Draft Findings Document to CPM and NPS Working Group	12/3/2010
Comments from CPM and NPS Working Group	12/10/2010
Third Draft Findings Document to NPS Peer Committee and Panel of Experts	12/17/2010
Comments from NPS Peer Committee and Panel of Experts	12/24/2010
Final Findings Document	1/15/2011

A2. Domain and Source Crosswalk

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Websites, Other Documents	Financial Data Forms
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?						
Heritage Programming, Interpretation and Education – Activities and programs that foster public support and appreciation for the NHA site and tell the story of its natural, historical and cultural significance to our nation						
Nature of NHA activities						
Description of programming, interpretation and education activities	x	x		x	x	
Description of activities that were initially not intended	x	x		x	x	
Implementation of each activity						
Role of the coordinating entity	x	x		x	x	
Role of NHA administrative staff	x	x		x	x	
Role of the partnership network	x	x		x	x	
Role of the local community	x	x	x	x	x	

Research Question, Domains, Measures 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, Websites, Other Documents	Financial Data Forms
<p>Impact of activities</p> <p>Engagement of residents and visitors (# served/involved/affected)</p> <p>Increased understanding, awareness and appreciation of NHA resources and stories</p> <p>Increased recognition of shared heritage of region</p> <p>Greater amount and diversity in sources of funding committed to interpretive and educational programming</p> <p>Job creation</p>	<p>x</p> <p></p> <p></p> <p>x</p> <p>x</p>	<p>x</p> <p>x</p> <p></p> <p></p> <p></p>	<p>x</p> <p>x</p> <p>x</p> <p></p> <p></p>	<p></p> <p></p> <p></p> <p>x</p> <p></p>	<p></p> <p></p> <p></p> <p></p> <p></p>	<p></p> <p></p> <p></p> <p>x</p> <p>x</p>
<p>Preservation and Resource Stewardship– Activities that support long-term preservation, conservation and reclamation of natural, cultural and historic resources; includes implementing environmental conservation efforts</p>						
<p>Nature of NHA activities</p> <p>Description of preservation and resource</p>	<p>x</p>	<p>x</p>	<p></p>	<p>x</p>	<p>x</p>	<p>x</p>

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Websites, Other Documents	Financial Data Forms
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?						
stewardship activities	x	x				x
Description of conservation efforts related to folklore, folk life, life ways and traditions	x	x				
Description of activities that were initially not intended				x	x	
Implementation of each activity						
Role of the coordinating entity (e.g., administration of grants; provision of TA)	x	x		x	x	
Role of NHA administrative staff	x	x		x	x	
Role of the partnership network	x	x		x	x	
Role of the local community	x	x	x	x	x	
Impact of activities						
Environmental, cultural and historic resources conservation	x	x		x	x	
Artifact or building restoration	x	x		x	x	

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Websites, Other Documents	Financial Data Forms
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?						
Greater amount and diversity in sources of funding committed to conservation and stewardship	x	x		x		x
Increased local sense of pride and connection to place		x	x			
Increased capacity of partners	x	x				
Growth in partner network	x	x		x		
Community revitalization	x	x	x		x	
Job creation	x					x
Development and Infrastructure – Heritage based development activities that further provide educational and inspirational opportunities for current and future generations						
Nature of NHA activities						
Description of physical improvement and development activities	x	x		x	x	
Description of activities that were initially not intended	x	x		x	x	

Research Question, Domains, Measures 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, Websites, Other Documents	Financial Data Forms
Implementation of each activity Role of the coordinating entity (e.g., administration of grants; provision of TA) Role of NHA administrative staff Role of the partnership network Role of the local community	 x x x x	 x x x	 x	 x x x	 x x x	
Impact of activities Development/construction that is successful in meeting objectives Increased local sense of pride and connection to place Heightened visibility of NHA resources and stories	 x	 x	 x x	 x	 x	

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Websites, Other Documents	Financial Data Forms
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?						
Job creation	x					x
Marketing and Public Outreach – Activities that increase public use and awareness of the NHA and further its economic sustainability						
Nature of NHA activities						
Description of marketing and public outreach activities (e.g., promotional materials, events programming)	x	x	x	x	x	
Description of activities that were initially not intended	x	x		x	x	
Implementation of each activity						
Role of the coordinating entity (e.g., creation of marketing plans)	x	x		x	x	
Role of NHA administrative staff	x	x		x	x	
Role of the partnership network	x	x		x	x	
Role of the local community	x	x	x	x	x	

Research Question, Domains, Measures 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, Websites, Other Documents	Financial Data Forms
Impact of activities Engagement of residents and visitors (# served/involved/affected) Increased understanding, awareness and appreciation of NHA resources and stories Increased recognition of shared heritage of region Greater amount and diversity in sources of funding Growth and development of partner network Heightened visibility of NHA resources and stories Job creation	 x x x x x x x	 x x x x x x	 x x x x	 x 	 x 	 x x
Planning and Technical Assistance – Activities that build local community capacity and assist individuals, organizations and communities who are involved in NHA interpretation, education, preservation and development activities						
Nature of NHA activities						

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Websites, Other Documents	Financial Data Forms
<p>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?</p>						
<p>Description of planning and technical assistance activities (e.g., leading conferences and workshops; technical assistance to local organizations; targeted financial assistance, catalyst, facilitation, convening, negotiating)</p>	x	x		x	x	
<p>Description of activities that were initially not intended</p>	x	x`				
<p>Implementation of each activity</p>						
<p>Role of the coordinating entity (e.g., coordinating, planning)</p>	x	x		x	x	
<p>Role of NHA administrative staff</p>	x	x		x	x	
<p>Role of the partnership network</p>	x	x		x	x	
<p>Role of the local community</p>	x	x	x	x	x	
<p>Impact of activities</p>						
<p>Increased capacity of partners</p>	x	x				

Research Question, Domains, Measures 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, Websites, Other Documents	Financial Data Forms
Growth and development of partner network	x	x				
Trust and support among partners	x	x				
Heightened credibility of NHA	x	x				
Job creation	x					x
Mechanisms in place to achieve NHA goals and objectives						
Description of activities/mechanisms in place prior to NHA designation	x	x				

Research Question, Domains, Measures 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, Websites, Other Documents	Financial Data Forms
<p>Financial investments:</p> <p>Amount of federal funding over time</p> <p>Amount and sources of leveraged funds over time</p> <p>Nature/amount in grants sought and grants awarded over time</p> <p>Amount/diversity of donor contributions over time</p>	<p>x</p> <p>x</p> <p>x</p> <p>x</p>			<p>x</p> <p>x</p> <p>x</p> <p>x</p>		<p>x</p> <p>x</p> <p>x</p> <p>x</p>
<p>Impact of financial investments</p> <p>Amount of dollars committed to each NHA activity (Interpretation & education, Preservation, Development, Technical assistance and Marketing) over time</p> <p>Revenue generated from NHA program activities – educational and recreational</p> <p>Consistency of donor support</p>	<p>x</p> <p>x</p> <p>x</p>	<p>x</p>	<p>x</p>			<p>x</p> <p>x</p> <p>x</p>

Expansion of base of donors over time	x		x	x	x	x
Job creation	x					x
Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Websites, Other Documents	Financial Data Forms
Evaluation Q.2 What have been the impacts of investments made by Federal, State, Tribal, and local government and private entities?						
Other types of investment						
Partnership contributions (e.g., time, staff, resources)	x	x		x	x	x
Community contributions (e.g., volunteerism)	x	x	x	x	x	x
Donated services and supplies	x	x				x
Impact 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
Job creation	x					x

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Websites	Financial Data Forms
Evaluation Q.3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?						
Nature of management structure						
Description of management structure	x	x		x	x	x
Description of NHA mission and vision	x			x	x	
Description of NHA goals	x			x	x	
Description of staffing and volunteers	x	x	x	x	x	x
Description of governance & role in organization	x	x		x	x	
Description of executive leadership& role in organization	x	x		x	x	
Coordinating entity'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		
Investments in developing staff and career advancement opportunities	x			x		x

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Websites	Financial Data Forms
Evaluation Q.3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?						
Clear NHA goals with well-defined timeframes	x	x		x		
System for setting annual goals or for establishing budgets	x					x
Systematic process for collecting data on measurable goals and usage of data (monitoring and evaluation)	x			x		
Established fundraising plan (immediate and long-term, sustainable impacts)	x	x		x		x
Established system of financial accountability	x			x		x
Transparency of systems for setting goals, establishing budgets and financial accountability (a public or private process)	x			x		
Stakeholder development plan (sustainable impacts)	x	x				
Growth and development of partner network	x	x		x		
Transparent and effective communication channels with governance, staff, volunteers,	x	x	x	x		

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Websites	Financial Data Forms
Evaluation Q.3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?						
partners, etc						
Established and consistent communication mechanisms with partners, members and local residents	x	x	x	x		
Coordinating entity has leadership role in partner network	x	x				
Nature of partner network						
List of partners	x	x		x	x	
Purpose of each partnership	x	x		x		
Partners' involvement with NHA	x	x		x		
Resource commitment from partners (for what? for how long?)	x	x				

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Websites	Financial Data Forms
Evaluation Q.3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?						
Partner network's contribution to sustainability						
Broad base of partners representing diverse interests and expertise in the NHA	x	x		x	x	
Partner collaboration and combination of investments to accomplish NHA objectives	x	x		x	x	
Partner retention over time	x					
Number of partners over time	x			x		
Partners' role(s) on NHA boards	x	x				
Trust and support among partners	x	x				
Financial sustainability						
Amount of dollars committed to each NHA activity over time	x	x		x		x
Allocation of federal funds over time	x			x		x
Sources and amount of leveraged funds over time	x			x		x

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Websites	Financial Data Forms
Evaluation Q.3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?						
Analysis of ratio of federal funding to other fund sources and change in the ratio over time				x		x
Nature of other non-federal investments	x					x
Extent to which fundraising activities have been prioritized over time	x	x		x		
Analysis of likely effects on NHA activities if they could not be financially sustained	x	x				
Economic impact on sustainability						
Resource stewardship resulting in improved economic value of NHA	x	x				x
Improved earned income over time	x					x
Trends in return on fundraising investment	x	x				x
Trends in contribution and grants ratio – indicates dependence on voluntary support	x					x
Trends in debt ratio	x					x
Trends in average annual operating revenue	x					x

Research Question, Domains, Measures 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, Websites	Financial Data Forms
Job creation	x					x

A3. NHA Sustainability Definition

NATIONAL HERITAGE AREA WORKING DEFINITION OF SUSTAINABILITY[†]

P. L. 110-229, the legislation that governs this evaluation process, includes the following mandate:

(3) 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.

In an effort to clarify the “critical components of sustainability”, NPS, with the assistance of National Heritage Area stakeholders, created the following definition for sustainability:

National Heritage Area Sustainability

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.

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

- Coordinating entity and the National Park Service honoring the legislative mandate of the National Heritage Area
- 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
- Partnering with diverse community stakeholders including serving as a hub, catalyst and/or coordinating entity for on-going 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.
- Outreach and marketing to engage a full and diverse range of audiences

[†]January 5, 2010, from Martha Raymond, National Coordinator for Heritage Areas, NPS. Working Definition of National Heritage Area (NHA) Sustainability – An earlier iteration of the above definition

was developed as part of facilitated discussion during the July, 2009, NHA Evaluation Meeting in Washington, DC, modifying the definition used at the start of the evaluation process in 2008. The Alliance of National Heritage Areas (ANHA) also developed a definition of sustainability in 2009. In November, 2009, the NHA Evaluation Working Group combined the July definition with the ANHA definition to develop the above language as a guide during the NHA evaluation process.

A4. NPS Working Group Definition of Sustainability

For Evaluations of NHA Coordinating Entities per P.L. 110-229

Section 1: Introduction (common to all NHA Coordinating Entity evaluation reports)

- A. Define and describe the National Heritage Areas (NHAs) and NHA coordinating entities along with the range of NHA coordinating entity relationships that commonly exist (including with NPS) (include map)
- B. Define the purpose of the evaluation in relationship to PL 110-229 and outline the key research questions
- C. Describe the evaluation methodology (including limitations), tools, and roles/functions

Section 2: NHA Coordinating Entity Overview (Background)

- A. Introduction of the NHA and NHA coordinating entity (include map)
- B. Overview of the relationships between and among the NHA coordinating entity, Partners, and the National Park Service
- C. Key findings, including investments and their long-term impacts
- D. Timeline of key events (including investments and key events affecting, influencing, and changing local priorities/needs)

Section 3: NHA Coordinating Entity Structure and Organization

- A. Authorizing legislation (summary; complete in appendix), NHA's vision and mission, and NHA coordinating entity's mission (include a chart linking these to the legislation NHA Plan goals/objectives, guiding principles, NHA coordinating entity organizational documents, and any partnership pacts— show how vision and mission/goals/objectives align with legislation)
- B. How and why NHA coordinating entity goals and objectives changed over time (present graphically) (adaptive management) (including reflecting changes in the local and national economy)
- C. Organizational structure of the NHA coordinating entity (management, coordination, decision-making, and priority-setting present graphically if possible and link to legislation, management plan, and other formal organizational documents)
- D. Describe partner relationships

Section 4: NHA Coordinating Entity’s Fulfillment of the Authorizing Legislation and Management Plan

- A. Description of requirements defined in the authorizing legislation and management plan
- B. Identification (and assessment of progress) of the NHA coordinating entity’s programs/activities and the ways in which they fulfilled the intent of the authorizing legislation and management plan (taking adaptive management into consideration)
- C. Description (and assessment of progress) of the NPS/NHA coordinating entity relationship and how it compares to what is described in the authorizing legislation and management plan (taking adaptive management into consideration)

Section 5: Public/Private Investments (Federal, State, Tribal, and local government and private entities) in the NHA Coordinating Entity and their Impact

- A. Overview of the investments made in the NHA coordinating entity since its inception, broken down by major category (include a chart and/or graph showing investments over time if possible)
- B. Analysis of how the NHA coordinating entity utilized its investments - grants, development expenses, volunteer program, marketing, education, preservation, tourism, program management, etc. (include a chart and/or graph showing the expenditures over time if possible)
- C. The impact of the NHA coordinating entity’s investments including, but not limited to, interpretation, education, preservation, conservation, recreation economic development, and tourism. Look at short term outcomes and also long term outcomes from earlier years

Section 6: Identification and Assessment of Components Required for Maintaining a Successful and Sustainable (self-sufficient) NHA Coordinating Entity

- A. Define important management roles/functions and the extent to which they exist (formal or informal)
- B. Define partnerships/interrelationships that are needed to achieve sustainable results and the extent to which they exist (formal or informal)
- C. Define financial resources needed and their role in defining and sustaining the NHA coordinating entity
- D. Describe the role that catalyst funding has played and continues to play in the NHA coordinating entity (leveraging)
- E. Define the NPS’ current role and how it impacts the sustainability of the NHA coordinating entity

Appendices:

- 1 Evaluation Legislation
- 2 Authorizing Legislation
- 3 Terminology
- 4 Evaluation Methodology

Appendix B

Augusta Canal NHA Management Topic-centered Discussion Protocol Version 09.16.10

INTRODUCTION

Thank you for talking with me today. As part of the federally mandated evaluation of NHAs we are talking with members of the Augusta Canal Authority (ACA) and NHA staff with the most history and scope of understanding of the NHA's operations. As you know, we developed a logic model using information learned during our last visit to Augusta Canal and from a review of some of the documents you have provided. We'll refer to it during our discussion to help me gain a more detailed understanding of the Augusta Canal Authority (ACA) and the NHA, including the background and history of the Heritage Area, your different activities and investments and their associated outcomes, and their contribution to the NHA's sustainability.

Your participation in this interview is voluntary and it should take about 1 – 2 hours to complete.

1. To start off, could you tell us about your role with the ACA and the NHA? When did your work with the ACA begin?

[Review goals, etc from logic model]

HISTORY AND BACKGROUND

1. Please tell me about the ACA's organizational history and evolution prior to the Augusta Canal's NHA designation, (perhaps starting with the efforts beginning in the 1980s.)

Probes: - How the ACA was created

- Impetus behind the RIR plan
- Impetus/funding/etc behind the creation of the Canal Master Plan

2. How did the designation of the NHA come about? Was that part of the thinking behind the Master Plan? What was viewed as important about getting NHA designation?

3. What is the ACA's relationship like with NPS? Has that relationship evolved over time?

Probes: - Relationship with the national office

- Relationship with regional (K. Lynn Berry, SE Region)

- Relationship with the National Park (Tracy Swartout, Superintendent, Congaree National Park)

4. How are the management and operations of the ACA currently structured? How has this structure changed over time and why?

[NOTE: We know much of this per the staff chart we have, but will clarify for accuracy.]

- Probes:*
- Description of executive leadership, role in organization & community
 - Description of governance & role in organization
 - Description of staffing and volunteers
 - Description of any outside circumstances [such as changes in the economy, environmental challenges from major storm damage, etc.] that may have necessitated changes in management approaches

or

structure.

5. What is the mission and vision for the ACA? What are its goals? Have these changed over time and why (if not in nature, in priority?)?

6. Please review the nonprofit (501c3) with us and how it works vis a vis the ACA generally. Is the coordination of the heritage area its only area of responsibility? If not, how do you separate the activities?

- Probe:*
- Is it used for specific types of fund raising or stakeholder investment building?

ACTIVITIES

A. Resource Preservation

Let's talk about the ACA's role with regard to the oversight and management/coordination of the heritage area, Augusta Canal and its associated resources. During the logic modeling session and our review of documents we identified some of those activities as:

- Overseeing Canal clean-up & management
- Repair and maintenance of Canal locks, lockkeepers & trails
- Restoration, maintenance and operation of historic mills (Enterprise, Sibley)
- Adopt-a-Canal Trail program

- Role in community planning that impacts the Canal (e.g., Brandenburg buffer property)

1. Are there other activities related to oversight and management of the Canal and other resources as part of the Authority that could be added to this list? If so, what are those?

[Ask 2a-2g for each activity listed above]

2a. What does this activity entail?

- Probes:*
- How has it changed over time?
 - How central is this activity to the ACA?

2b. Which ACA/NHA staff are involved in [ACTIVITY] and what is their role?

Probe: Were any Board members involved now or in the past?

2c. Who outside of the ACA (e.g., organizations, agencies, departments) is involved and what is their role?

2d. What role, if any, have members of the local community played (e.g. Adopt-a-Trail program)?

2e. What, if any, challenges have you encountered in implementing this activity?

2f. How was this activity initiated and by what organization(s)? Are there any that you initiated that are now owned/administered by others?

2g. Is this action financially self-sustaining and/or managed by others?

3. What outcomes do you hope to achieve with these activities?

Probe: What have been the key outcomes of these activities?

4. What kind of an impact do you think that these activities have had in the community?

- Probes:*
- Engagement of residents and visitors/future stewardship
 - Educational/interpretational impacts
 - Preservation of Canal and its historical resources
 - Restoration of hydroelectric power source to community
 - Economic (Job creation)

5. How does the ACA evaluate/assess the effectiveness of its activities related to the oversight and management of the Augusta Canal and its associated resources?

- Probes:*
- What measures do you/would you use?
 - Are any outcome data available?

B. Education & Interpretation

Now, let's talk about the ACA's role in establishing and providing educational and interpretive opportunities related to the Canal, its resources and its heritage. Activities that we have identified through our last visit included:

- Supporting interactive education & development through tours of the Interpretive Center to educate about the history of the Canal, areas mills and the use of hydroelectric power
- Petersburg boat tours along the Canal
- Generation of hydroelectric power for the City of Augusta
- Holding educational tours in the interpretive Center keyed to curricula (social studies, sciences, economics)
- Promoting future stewardship (youth camps, field trips)

1. Are there other activities that could be added to this list? If so, what are those?

[Ask 2a-2g for each activity listed above]

2a. What does this activity entail?

- Probes:*
- How has it changed over time?
 - How central is this activity to the ACA?

2b. Which ACA/NHA staff are involved in [ACTIVITY] and what is their role?

Probe: Were any Board members involved now or in the past?

2c. Who outside of the ACA (e.g., organizations, agencies, departments) is involved and what is their role?

2d. What role, if any, have members of the local community played (e.g. volunteerism)?

Probe: - Roles at Interpretive Center (tours, demonstrations, etc.)
- Roles in activities supporting future stewardship

2e. What, if any, challenges have you encountered in implementing this activity?

2f. How was this activity initiated and by what organization(s)? Are there any that you initiated that are now owned/administered by others?

2g. Is this action financially self-sustaining and/or managed by others?

3. What outcomes do/did you hope to achieve with these activities?

Probes: - What have been the key outcomes of these activities?
- Were any outcomes unexpected or longer term than expected?
- Are there any outcomes that took place over time rather than right away?

4. What kind of an impact do you think that the ACA's educational and interpretive efforts related to the Canal and its resources have had in the community?

Probes: - Engagement of residents and visitors/future stewardship
- Educational/interpretational impacts
- Preservation of Canal and its historical resources
- Restoration of hydroelectric power source to community
- Economic (Job creation)

5. How do you evaluate/assess the effectiveness of your education and interpretation activities?

Probes: - What measures do you/would you use?
- Are any outcome data available?

C. Economic Development

During our first site visit to Augusta Canal, we learned about some of the activities that the ACA has conducted to support local economic development, including:

- Supporting improvements to city & county properties along the Canal
- Purchasing & maintaining area mills (King, Sibley)
- Promoting & fostering the Augusta Canal Keepers Society (memberships)
- Leveraging financial resources (DOT & other grants)
- Establishing & maintaining 501c3 non-profit designation to allow for fundraising
- Collecting fees from boat tours, Interpretive Center admissions, gift shop purchases, etc.

1. Are there other activities that could be added to this list? If so, what are those?

[Ask 2a-2g for each activity listed above]

2a. What does this activity entail?

- Probes:*
- How has it changed over time?
 - How central is this activity to the ACA?

2b. Which ACA/NHA staff are involved in [ACTIVITY] and what is their role?

Probe: Were any Board members involved now or in the past?

2c. Who outside of the ACA (e.g., organizations, agencies, departments) is involved and what is their role?

2d. What role, if any, have members of the local community played (e.g. volunteerism for cleanup, etc)?

2e. What, if any, challenges have you encountered in implementing this activity?

2f. How was this activity initiated and by what organization(s)? Are there any that you initiated that are now owned/administered by other(s)?

2g. Is this action financially self-sustaining and/or managed by others?

3. What outcomes do/did you hope to achieve with these activities?

Probes: - What have been the key outcomes of these activities?

- Were any outcomes unexpected or longer term than expected?
- Are there any outcomes that took place over time rather than right away?

4. What kind of an impact do you think that the ACA's economic development efforts have had in the community?

- Probes:*
- Preservation/restoration of Canal and its historical resources
 - Source of hydroelectric power source to community
 - Tourism
 - Economic (Job creation, incl. numbers and types of jobs created)

5. How do you evaluate/assess the effectiveness of the ACA's economic development activities?

- Probes:* - What measures do you/would you use?
- Are any outcome data available?

D. Recreational Usage

Activities we learned about during the original logic modeling session that are related to supporting the Canal as a source of recreation and nurturing its cultural heritage include:

- Operating boat tours and cruises
- Developing & maintaining trail walks, kayaking spots
- Conducting special tours & events (musical boat charters, use of Interpretive Center for events)
- "Take a walk in the Park"
- "Moonlight Music"
- Westobou Festival

2. Are there other activities that could be added to this list? If so, what are those?

[Ask 2a-2g for each activity listed above]

2a. What does this activity entail?

- Probes:* - How has it changed over time?
- How central is this activity to the ACA?

2b. Which ACA/NHA staff are involved in [ACTIVITY] and what is their role?

Probe: Were any Board members involved now or in the past?

2c. Who outside of the ACA (e.g., organizations, agencies, departments) is involved and what is their role?

2d. What role, if any, have members of the local community played (e.g. volunteerism at festivals)?

2e. What, if any, challenges have you encountered in implementing this activity?

2f. How was this activity initiated and by what organization(s)? Are there any that you initiated that are now owned/administered by other(s)?

2g. Is this action financially self-sustaining and/or managed by others?

3. What outcomes do/did you hope to achieve with these activities?

- Probes:-* What have been the key outcomes of these activities?
- Were any outcomes unexpected or longer term than expected?
 - Are there any outcomes that took place over time rather than right away?

4. How do you think the local community has been impacted by the different activities that the ACA engages in to support the Canal as a source of recreation and to celebrate its cultural heritage?

Probes:

- Engagement of residents and visitors/tourism
(if available: numbers, types, who targeted)
- Educational/interpretational impacts
- Promotion of stewardship
- Economic

5. How do you evaluate/assess the effectiveness of ACA activities that support the Canal as a source of recreation and celebration of its cultural heritage?

Probes:

- What measures do you/would you use?
- Are any outcome data available?

E. Marketing/Advertising

Marketing/advertising and outreach activities that you told us the ACA conducts:

- Identifying your targeted markets & crafting messages
- Producing the “Headgates” newsletter
- Conducting community outreach to increase awareness of Canal and its resources
- Networking in the community
- Having international partnerships (Parc Naturel de la Montagne de Reims in France)

1. Are there other activities that could be added to this list? If so, what are those?

[Ask 2a-2h for each activity listed above]

- 2a. What does this activity entail?

Probes:

- How has it changed over time?
- How central is this activity to the ACA?

- 2b. Who/what are your target markets?

Probe:

- Are you targeting specific activities to these markets? If so, how?

2c. Which ACA/NHA staff are involved in [ACTIVITY] and what is their role?

Probe: Were any Board members involved now or in the past?

2d. Who outside of the ACA (e.g., organizations, agencies, departments) is involved and what is their role?

2e. What role, if any, have members of the local community played (e.g. volunteerism to help at promotional events)?

2f. What, if any, challenges have you encountered in implementing this activity?

2g. How was this activity initiated and by what organization(s)? Are there any that you initiated that are now owned/administered by other(s)?

2h. Is this action financially self-sustaining and/or managed by others?

3. What outcomes do/did you hope to achieve with these activities?

Probes: - What have been the key outcomes of these activities?

- Were any outcomes unexpected or longer term than expected?
- Are their any outcomes that took place over time rather than right away?

4. How do you think the local community has been impacted by your marketing and outreach activities?

- Probes:*
- Engagement of residents and visitors/tourism
 - Educational/interpretational impacts
 - Promotion of future stewardship
 - Economic impacts

5. How do you evaluate/assess the effectiveness of your marketing and outreach activities?

- Probes:* - What measures do you/would you use?
- Are any outcome data available?

STAKEHOLDERS AND THEIR RELATIONSHIPS WITH THE ACA AND NHA

1. Please describe some of the organizations/agencies/businesses that the ACA has ongoing relationships with, and why these relationships are important to the Augusta Canal NHA. Begin with those organizations that have more central relationships to the ACA.
2. How have these relationships evolved over time? For instance, are there organizations you wanted to be sure to have on board for the NHA designation (or that were central in helping to create the ACA) and those that you entered into relationships with later on?

Probes: - Growth/change in number and nature of organizations over time?
- Different types of organizations that are “stakeholders” (non-profits, volunteer-led organization, for-profits, etc)

3. What types of services or support do the ACA and the NHA receive from these organizations?
4. What types of services or support do these organizations receive from the ACA?
5. What benefits do you think each gains from participation with the heritage area?
6. In what ways have relationships with these organizations influenced the ACA and the NHA?
[\[NOTE: Look at the main topic areas in the logic model for examples of activities in which stakeholder organizations may have been an influence \(Resource Preservation, etc\) or in which they have a stake.\]](#)
7. What kinds of challenges have you faced in working with these organizations? What impacts, if any, have these challenges had on NHA related outcomes?
8. Are there other organizations that the ACA is still planning to connect with? If so, what are those and why are you seeking a relationship?

QUESTIONS FOR EXECUTIVE LEADERSHIP AND ACA BOARD MEMBERS

1. Please tell us about the history of and/or your role on the ACA Board. Has your/their role changed across the life of the ACA (since 1989)? What interested you enough to step onto the board? Is it/Has it met your expectations? How?

Probe: What was your involvement prior to being on the Board (or ED)?

2. What are the general responsibilities of ACA board members? For instance, does it involve setting goals, establishing budgets and financial accountability for the ACA and NHA activities? How has this changed over time?
3. How do the skills and expertise that you and other Board members bring to the table contribute to the NHA's sustainability?
4. Do you/ Board members assist with fundraising and investment development? Contribute financially? Get involved in specific activities? (Over time and now)
5. What kind of fundraising plan (immediate and long-term, sustainable impacts) is in place?
6. What is the process of communication between Augusta Canal NHA staff and ACA Board members? (frequency, nature)
7. What activities has the ACA conducted over the years to garner community support for the NHA?
8. Can you tell us what you think have been your greatest successes and most serious challenges across the history of the Augusta Canal NHA?
9. How would the Heritage Area be affected if the ACA no longer received federal NHA funding? What does the NHA designation itself provide above other designations that the ACA has?

Probe: Which program areas would be affected and how?

ACCOMPLISHMENTS, CHALLENGES AND LESSONS LEARNED

[NOTE: Omit those items that Dayton already answered in the previous section.]

1. In your experience, what have been some of the major accomplishments for the ACA and how have these impacted the Augusta Canal NHA?
2. Could you tell us about some of the challenges the ACA and the NHA have faced?
3. How have the ACA's activities and their impact on the Augusta Canal NHA influenced changes the region over the past 12 years? What evidence is there of these changes/impacts?

Probe: How has the impact of ACA efforts changed over time?

4. What kinds of evidence of community support have you seen for the NHA and the ACA?

Probe: Examples (e.g., volunteerism, donations/funding, invitation for ACA to participate on the boards of other organizations, engagement of govt leadership, etc?)

5. What additional activities/goals would you hope to see the ACA accomplish for Augusta Canal? What are future goals or aspirations for the ACA?
6. What, if any, changes would it be helpful for the ACA to make to achieve its goals?
7. How would the NHA be affected if it no longer received federal NHA funding?

Probe: - Which program areas would be affected and how?
- What else would be affected?

Appendix C

Augusta Canal NHA Topic-centered Partner Discussion Protocol Version 09.16.10

INTRODUCTION

Thank you for meeting with us today to talk about your organization's involvement with the Augusta Canal National Heritage Area (NHA) and the Augusta Canal Authority (ACA). We are from Westat, a private research firm based outside of Washington DC and we are conducting an evaluation of National Heritage Areas for the National Parks Service (NPS). We're interested in learning about your relationship with the Augusta Canal Authority and the NHA and how it impacts your organization.

Your participation in this discussion is voluntary and it should take about an hour to complete.

BACKGROUND

1. Please describe your organization.

Probes:

- What type of organization is this (i.e. historical society, agency, etc)?
- Area of focus, missions & goals
- How large is it – staffing, budget, geographic reach

2. What is your position and role in the organization?

PARTNERSHIP HISTORY WITH AUGUSTA CANAL AUTHORITY

1. When did your organization begin to work with the ACA?

- Probes:*
- What factors influenced the decision to work with the ACA?
 - What areas do you have in common?

2. How long have you personally been involved with the ACA?

3. What is the nature of your organization's current relationship with the ACA?

Probes (Select as appropriate for this organization):

- What types of services/programs/benefits do you receive through the ACA?
- What types of services/programs/benefits does the ACA receive through you?

4. How has your relationship with the ACA evolved over time?

- Probes:*
- Has the impact of your relationship changed over time – grown stronger, weaker or stayed the same?
 - Description of any outside circumstances [such as changes in the economy, environmental challenges from major storm damage, etc.] that seemed to necessitate changes in the ACA’s management approaches or structure.

5. Describe how your partnership with the ACA has impacted your organization.

- Probe:* What benefits has your organization gained from working with this heritage area and/or coordinating entity?

COLLABORATION

1. What does having a relationship with the ACA help or enable you to do (that you might not necessarily be able to do without them)?

Probes (Select as appropriate):

- Has it helped you connect with and collaborate with other organizations? If so, which ones?
- Has your relationship with the ACA helped you build or enhance your financial, programming or organizational capacity? If so, how?
- Has it helped you have more...?
 - o Visibility (community, regional, national)?
 - o Involvement?
- Has it helped you identify or be in touch with other resources (e.g., funding sources) and/or best practices that you may not have known about? If so, which ones?

2. What, if any, challenges have you experienced as a result of your partnership with the ACA?

- Probe:* Limitations on ability to fundraise or collaborate with other organizations?

3. Is it important for your organization to continue working with the ACA? If so, why?

Probe: What factors contribute to your need for a continued relationship?

ACA COMMUNITY ROLE, IMPORTANCE, AND IMPACT

1. What kind of role does the ACA play with regard to leadership within the community (Convener? Organizer? Funder? Other?)
2. How has the ACA contributed to changes that have taken place in the region over the past 12 years? What evidence is there of these changes/impacts?
 - Description of changes - such as preservation of cultural and natural resources, helping to improve community awareness and appreciation of the canal and other resources, job creation, etc.
 - Have these impacts broadened beyond the Canal? If so, how?
3. How have activities sponsored by the ACA affected regional planning (city, county, state)?
4. How have activities sponsored by the ACA and NHA helped educate area residents and visitors about the Canal's history, culture and natural resources?
5. How have activities sponsored by the ACA and NHA contributed to regional economic development efforts (e.g., impacts of physical property improvements along Canal, supported grant acquisition for improvement projects)?
6. How have activities sponsored by the ACA and NHA enhanced tourism and recreational usage of public settings along the Canal?
7. Were any of these kinds of mechanisms in place before Augusta Canal received its designation as an NHA? If so, which ones?
8. What kinds of evidence of community support have you seen for the NHA and the ACA?

Probe: Examples (e.g., volunteerism, donations/funding, invitation for ACA to participate on the boards of other organizations, engagement of govt leadership, etc?)
9. In what other ways do you think the ACA could serve the needs of this region?
10. In what ways could they further serve the needs of your organization?
11. What additional activities/goals would you hope to see the ACA accomplish for Augusta Canal?
12. What, if any, changes would it be helpful for the ACA to make to achieve its goals?
13. How do you think the NHA would be affected if it no longer received federal funding from NPS?

Appendix D

Augusta Canal NHA Topic-centered Stakeholder Discussion Protocol Version 09.16.10

INTRODUCTION

Thank you for meeting with us today to talk about your organization's involvement with and knowledge of the Augusta Canal National Heritage Area (NHA) and the Augusta Canal Authority (ACA). We are from Westat, a private research firm based outside of Washington DC and we are conducting an evaluation of National Heritage Areas for the National Parks Service (NPS). We're interested in learning about your perspectives of the Augusta Canal Authority and the NHA and its role in the community.

Your participation in this discussion is voluntary and it should take about an hour to complete.

BACKGROUND

1. Please describe your organization.

- Probes:*
- What type of organization is this (i.e. historical society, agency, etc)?
 - Missions and goals

2. What is your position and role in the organization?

3. What is your organization's involvement with ACA? How are you personally involved?

- Probes:*
- To your knowledge, how long has your organization been involved with the heritage area and/or working with ACA?
 - Why did your organization choose to become active?

ACA COMMUNITY ROLE, IMPORTANCE, AND IMPACT

1. What kind of role does the ACA play with regard to leadership within the community (Convener? Organizer? Funder? Other?)

2. How has the ACA contributed to changes that have taken place in the region over the past 12 years? What evidence is there of these changes/impacts?

- Description of changes - such as preservation of cultural and natural resources, helping to improve community awareness and appreciation of the canal and other resources, job creation, etc.
 - Have these impacts broadened beyond the Canal? If so, how?
3. How have activities sponsored by the ACA affected regional planning (city, county, state)?
 4. How have activities sponsored by the ACA and NHA helped educate area residents and visitors about the Canal's history, culture and natural resources?
 5. How have activities sponsored by the ACA and NHA contributed to regional economic development efforts (e.g., impacts of physical property improvements along Canal, supported grant acquisition for improvement projects)?
 6. How have activities sponsored by the ACA and NHA enhanced tourism and recreational usage of public settings along the Canal?
 7. Were any of these kinds of mechanisms in place before Augusta Canal received its designation as an NHA? If so, which ones?
 8. What kinds of evidence of community support have you seen for the NHA and the ACA?
Probe: Examples (e.g., volunteerism, donations/funding, invitation for ACA to participate on the boards of other organizations, engagement of govt leadership, etc?)
 9. In what other ways do you think the ACA could serve the needs of this region?
 10. In what ways could they further serve the needs of your organization?
 11. What additional activities/goals would you hope to see the ACA accomplish for Augusta Canal?
 12. What, if any, changes would it be helpful for the ACA to make to achieve its goals?

13. How do you think the NHA would be affected if it no longer received federal funding from NPS?

Appendix E

Augusta Canal NHA Protocol for Review of NHA Financial Data Version 09.16.10

Targeted information sources:

- Annual financial statements and reports (audits, tax returns, budget activities and performance reports)

Purpose: The information targeted by this protocol is intended to determine the following:

- The extent to which the Augusta Canal Authority (ACA) has met its legislative mandate for receipt and investment of federal funding
- Sources and amounts of funds received by ACA (all sources, including in-kind and revenue generated)
- How the ACA uses its funding
- The level of funding that is required to sustain ACA operations and achievement of its goals
- Areas of legislative mandate that are not yet funded or areas that are less funded than desired
- How the ACA maintains financial accountability
- Distinctions between the ACA and its nonprofit (501c3).

I. ACA FINANCIAL & OTHER RESOURCES

A. NPS Funding

1. What were the amounts of funds that the ACA received each year from NPS Federal Assistance (federal funding for NHA) from 1998 - 2009?

Probe: What funding sources were in place prior to the NHA designation?

B. Funding Received from Other Sources

1. What were the amounts of funds received from other sources each year from 1998-2009?
 - What/Who were the sources of those funds (e.g., Other federal, state, SPLOST)
 - How much was received?
 - What (activities, programs, etc) were the funds received for?

2. Nature/amount in grants applied for (if data are available) and grants awarded over time

3. What were the amounts and sources of leveraged funds received from 1998-2009?

- Extent to which the funding is discretionary (unrestricted) or restricted

C. In-kind Contributions

1. What other types of investments have been made in the NHA from 1998-2009 and toward which activities (Education & Interpretation, etc.)?

- Partnership contributions (e.g., time, staff, resources)
- Community contributions (e.g., volunteerism)
- Donated services and supplies (e.g., city inmates, volunteer/board support)

D. Revenue

1. What amounts of revenue were generated from NHA program activities from 1998-2009?

- Fees from Interpretive Center, boat tours, other educational and recreational activities
- Gift shop
- Hydropower (electricity)
- Other revenue

II. ALLOCATION OF FINANCIAL & OTHER RESOURCES

1. How has financial funding been allocated?

[NOTE: Describe specific areas funded, such as Interpretive Center, restoration activities, etc, as appropriate for each of the bulleted sections below]

- Amount of dollars from NPS allocated to each NHA area of activity over time
 - Resource Preservation
 - Education & Interpretation
 - Economic Development
 - Recreational Usage
 - Marketing & Advertising
- Amount of dollars from other sources that have been allocated to each NHA activity over time
 - Resource Preservation

- Education & Interpretation
 - Economic Development
 - Recreational Usage
 - Marketing & Advertising
- Amount of dollars from 501c3 non-profit that have been allocated to each NHA activity over time
 - Resource Preservation
 - Education & Interpretation
 - Economic Development
 - Recreational Usage
 - Marketing & Advertising

III. RESOURCES NEEDED TO SUSTAIN THE NHA

A. NHA's Assets and Liabilities

1. What are the NHA's assets (current, fixed, other, net)?

Probe: Assets – Petersburg boats, Interpretive Center, mills – how much do they own in each?

2. What are the NHA's liabilities (loans, outstanding costs) and expenditures?

B. NHA's Unrestricted Funding

1. What are all the sources of unrestricted/general funding for the ACA?
2. What are the NHA's typical operating expenses and what proportion/amount of NPS funding supports this? What other sources are used?

C. NHA's Level of Restricted Funding

1. What are the sources of restricted/earmarked funds?
 - Name of funding source
 - Activity(s) supported and amount

D. Areas the ACA Contributes to Sustainability

1. What kinds of investments (financial and other) have been made toward developing staff and career advancement opportunities?

2. What kind of system does the ACA have for setting annual goals and establishing budgets?

3. What kind of fundraising plan is in place and what kinds of impacts has this had (immediate and long-term, sustainable impacts)?
 - Amounts received, sources and activities supported

IV. FINANCIAL ACCOUNTABILITY

1. What kind of system is in place for maintaining financial accountability (who does the ACA report to)?

Probes: - What role does the state play? City? The Board? Others?
- Are audits conducted? By whom and how often?

2. How does the ACA account for its activities and any requests for/uses of funds?

- What types of reports are prepared and why?

3. Who has financial oversight of financial planning for the NHA?

4. What type of accounting system is in place (staffing and systems)?

Appendix F

Augusta Canal NHA Protocol for Community Intercept Discussions

Hi, my name is XXXX and I am working as a consultant to the National Park Service to gather information from visitors to this site about the Augusta Canal National Heritage Area. Do you have about 5 minutes to chat with me? I'm interested in your opinions rather than your personal information. This will take about 5 minutes. We can stop our conversation whenever you wish and you are free to move on at any time. Also, feel free to skip any questions you would rather not discuss.

INTERVIEWER OBSERVATIONS/NOTES (Do not ask of respondent)

Gender: Male Female

Age range:

- | | |
|----------------------------------------|--------------------------------------|
| <input type="checkbox"/> 19 or younger | <input type="checkbox"/> 50 - 59 |
| <input type="checkbox"/> 20 – 29 | <input type="checkbox"/> 60 - 69 |
| <input type="checkbox"/> 30 - 39 | <input type="checkbox"/> 70 or older |
| <input type="checkbox"/> 40 – 49 | |

Interview location:

- | | |
|----------------------------------------------------------------|---------------------------------------------|
| <input type="checkbox"/> Arts in the Heart of Augusta Festival | <input type="checkbox"/> Trails |
| <input type="checkbox"/> Interpretive Center | <input type="checkbox"/> IC Canal boat tour |
| <input type="checkbox"/> Headgates | <input type="checkbox"/> Other |

CONVERSATION TOPICS FOR VISITORS TO AUGUSTA CANAL NHA RESOURCES (Interpretive Center, Headgates, trails, boat tours)

1. Place of residence (local or out of town visitor?)
2. How did they learn about the Augusta Canal NHA resource they're visiting today?
3. Reason for visiting this NHA resource?

4. First time or repeat visit?
5. Familiarity with history and culture of Augusta Canal
 - a. Knowledge before visiting today?
 - i. If so, what did they know and where/how did they learn about it? (e.g., Interpretive Center, info panels on trails, ads, brochures, other sources)
 - b. Today's visit enhance their knowledge of Canal heritage and culture (e.g., mills, history of Canal as source of hydropower and transportation)? If so, how?
6. Familiarity with Augusta Canal National Heritage Area
 - a. Ever see any posters or other marketing materials that advertised the NHA? If so, what/where?
 - b. Ever visited/used other NHA resources (Interpretive Center, boat tours, trails, kayaking, educational programs) besides this one? If so, which ones?
 - c. Views about national significance of Augusta Canal?
 - d. **If local**, probe on the impact that activities sponsored by the Augusta Canal Authority and NHA have had on the community – economic, cultural, historic, restorative (e.g., revitalization of Canal and mills)

CONVERSATION TOPICS FOR VISITORS TO ARTS IN THE HEART OF AUGUSTA FESTIVAL

(Use same intro and demographic observations as above.)

1. Place of residence (local or out of town visitor?)
 - a. If they are a visitor, what's their reason for visiting Augusta?
2. Ever heard about the Augusta Canal NHA or any of the resources they could visit (Interpretive Center, Headgates, trails, boat tours)?
 - a. If so, from where/what/whom?
 - b. Have they visited any of these areas? When/what/how often?
3. Familiarity with history and culture of Augusta Canal

- a. Knowledge about the Augusta Canal before visiting the Arts Festival today?
 - If so, what did they know and where/how did they learn about it? (e.g., Interpretive Center, info panels on trails, ads, brochures, other sources)
 - b. Today's visit to the Arts Festival enhance their knowledge of Canal heritage and culture (e.g., mills, history of Canal as source of hydropower and transportation)? If so, how?
4. Familiarity with Augusta Canal National Heritage Area
- a. Ever seen any posters or other marketing materials that advertised the NHA before today? If so, what/where?
 - b. Ever visited/used any NHA resources (Interpretive Center, boat tours, trails, kayaking, educational programs)? If so, which ones?
 - c. Views about national significance of Augusta Canal?

If local, probe on the impact that activities sponsored by the Augusta Canal Authority and NHA have had on the community – economic, cultural, historic, restorative (e.g., revitalization of Canal and mills)

Appendix G

Timeline of Events, Activities, and Acknowledgements for The Augusta Canal Authority and The Augusta Canal National Heritage Area

1989-2010

YEAR	EVENT	ACTIVITY	ACKNOWLEDGEMENT
1989	<ul style="list-style-type: none"> State of Georgia General Assembly creates the Augusta Canal Authority (ACA) 		
1993		<ul style="list-style-type: none"> Augusta Canal Master Plan completed and published. 	
1994	<ul style="list-style-type: none"> Master Plan adopted by City Council of Augusta and the Richmond County Board of Commissioners Canal designated as Regionally Important Resource by State of Georgia (first and only) 		<ul style="list-style-type: none"> Master Plan receives award from Georgia Planning Association for “Outstanding Planning Project: Planning for Economic Development” ACA receives “Excellence on the Waterfront Annual Award” from the Waterfront Center
1995		<ul style="list-style-type: none"> ACA hosts World Canal Conference in Augusta ACA initiates efforts with Congress for Augusta Canal to receive designation as a National Heritage Area. 	<ul style="list-style-type: none"> ACA receives “Presidential Design Award” from National Endowment for the Arts for 1993 Augusta Canal Master Plan ACA receives Liz Lyons Award for an Outstanding TEA (Transportation Engineering Agreement) Project “Building on Our Heritage with Visions of Our Future” from the Georgia Dept. of Transportation.

YEAR	EVENT	ACTIVITY	ACKNOWLEDGEMENT
1996	<ul style="list-style-type: none"> • Augusta Canal designated by Congress as a National Heritage Area (ACNHA) 		
1997		<ul style="list-style-type: none"> • ACA establishes permanent office and hires first full time director. 	
1998	<ul style="list-style-type: none"> • ACA executes Master Cooperative Agreement with National Park Service. 	<ul style="list-style-type: none"> • Enterprise Mill is renovated in accordance with 1993 Canal Master Plan; first commercial and residential tenants occupy this former textile mill 	
1999		<ul style="list-style-type: none"> • Temporary ACNHA visitors' center opens • ACNHA Management Plan is completed & submitted to Secretary of the Department of the Interior • Construction of Long Gate Spillway (Canal overflow catchment region) improvements are completed • ACA and ACNHA host meeting of the Alliance of 	

YEAR	EVENT	ACTIVITY	ACKNOWLEDGEMENT
		National Heritage Areas	
2000	<ul style="list-style-type: none"> • ACNHA Management Plan is approved by Secretary of the Department of the Interior. 	<ul style="list-style-type: none"> • Sections of first level of canal are dredged • Landscape improvements are completed at Bulkhead bridge entrance • Federal Energy Regulatory Commission (FERC) relicensing process is initiated for Enterprise Mill hydroelectric plant. • Operating Agreement is signed with Enterprise LLC to operate hydroelectric plant and lease space for staff offices and Interpretive Center within Enterprise Mill 	
2001		<ul style="list-style-type: none"> • Renovation of hydroelectric plant at Enterprise Mill is completed and put into service • Automatic trash rake is installed on Enterprise Mill intake rack (water intake for hydropower generation) to 	

YEAR	EVENT	ACTIVITY	ACKNOWLEDGEMENT
		<p>keep intake clear of vegetation</p> <ul style="list-style-type: none"> • Master Plan for design of Canal Interpretive Center is completed • ACA purchases King Mill and leases space to Standard Textile of Augusta • Improvements to Raw Water Pumping station parking lot and landscaping are completed • Loan is secured from consortium of local banks for \$1.8 million to complete construction of Interpretive Center with a five-year payoff. 	
2002		<ul style="list-style-type: none"> • Construction is completed and Canal Interpretive Center is opened • ACA publishes book, <i>The Brightest Arm of the Savannah: The Augusta Canal 1845-2000</i>(Ed Cashin commissioned as author) 	
2003	<ul style="list-style-type: none"> • Augusta Canal National Heritage Area, Inc. is created as a 501(c)(3), tax deductible charitable organization 	<ul style="list-style-type: none"> • Construction of Petersburg Boats docks. • Guided Boat Tours begin. • Construction of Canal Multiuse Trail is initiated 	<ul style="list-style-type: none"> • ACA receives Lila M. Hayes award from the GA Historical Society for “Best Book on Local History” for publication of <i>The Brightest Arm of the Savannah: The Augusta Canal 1845-2000</i>

YEAR	EVENT	ACTIVITY	ACKNOWLEDGEMENT
2004	<ul style="list-style-type: none"> • ACA is issued bonds on behalf of the City in the amount of \$8,000,000 for improvements on 3rd level of canal in conjunction with the Atlanta Gas Company’s Remediation Effort • ACA receives Transportation Enhancement Grant from the GA Dept. of Transportation (\$835,000) for Phase III of Canal multiuse trail (New Bartram region) 	<ul style="list-style-type: none"> • Construction of second Petersburg Tour Boat is completed • Construction of Canal Multiuse Trail is completed • Construction begins for renovation of Canal Headgates and Locks • Construction/renovation of four Headgates historic buildings is completed • Construction of improvements to Canal 3rd level begins including remediation by Atlanta Gas Light Company • ACA initiates FERC relicensing process for King Mill • Fender docks are constructed at Bulkhead gates and full-length tours of Canal on Petersburg Boats begin 	<ul style="list-style-type: none"> • Received “Roger K. Warlick Award for Best Exhibit” for Canal Interpretive Center from Georgia Historical Society. • Received “Outstanding Plan Implementation Award” from Georgia Planning Association for the 1993 Canal Master Plan.

YEAR	EVENT	ACTIVITY	ACKNOWLEDGEMENT
2005	<ul style="list-style-type: none"> • ACA receives new fifty-year license for operation of Hydroelectric plant in Enterprise Mill 	<ul style="list-style-type: none"> • Renovations of 1875 Gatehouse and 1875 & 1845 locks are completed • Cover over Petersburg Dock at Enterprise Mill is constructed with funding from Canal Keepers Society memberships 	<ul style="list-style-type: none"> • Received Award of Merit from American Association for State and Local History • Voted Best Tourist Attraction by the readers of <i>Augusta Magazine</i> • ACA receives First Place Photography Award (Southeast) from National Historic Landmarks • ACA receives Third Place Photography Award (US) from National Historic Landmarks
2006	<ul style="list-style-type: none"> • ACA receives Transportation Enhancement Grant from the GA Dept. of Transportation in the amount of \$550,000 for Phase IV of Canal Multiuse Trail construction • ACNHA receives a \$10,000 “Save Our History” grant from The History Channel 	<ul style="list-style-type: none"> • Dredging and widening of the 3rd level of the Canal is completed • Construction of new pedestrian bridge across the Canal is completed • Conducts “History is Fantastic” elementary school oral history project re Canal mill district 	<p>ACA receives “Affiliate Chapter of the Year Award” from the Georgia Historical Society.</p> <ul style="list-style-type: none"> • “History is Fantastic” named one of 10 national finalists by History Channel

YEAR	EVENT	ACTIVITY	ACKNOWLEDGEMENT
2007		<ul style="list-style-type: none"> • Construction of new bridges across the 3rd level of Canal at Walton Way and Eighth Street is completed • Final application for a new FERC license for King Mill is completed • Design process begins for Phase IV development of Canal Multiuse Trail • ACA makes final payment on loan for construction of Interpretive Center 	
2008		<ul style="list-style-type: none"> • Concept Report completed for Phase IV development of Canal Multiuse Trail • Preliminary design for Phase IV development of Canal Multiuse Trail is initiated • ACA receives bids for Phase III development of Canal Multi-use Trail - bids placed on hold to resolve right-of-way issue • ACA signs international partnership agreement with Parc Naturel Regionel de la Montagne de Reims (PNR) in France. • ACA hosts first delegation exchange of five officials from PNR in Augusta. 	<ul style="list-style-type: none"> • Received “SGA Environmental Excellence Partnership Award” for remediation work on 3rd level of canal.

YEAR	EVENT	ACTIVITY	ACKNOWLEDGEMENT
2009	<ul style="list-style-type: none"> • ACA receives one year extension of King Mill FERC license • ACA receives \$15,000 grant from CSRA Community Foundation for 2010 • ACA receives \$18,400 grant from the GA Department of Economic Development for 2010 	<ul style="list-style-type: none"> • ACA continues negotiations for right of way for Phase III development of Canal Multiuse Trail • Collapsed bank on 3rd level of Canal at is repaired at intersection with Enterprise Tailrace • Sediment is removed from 3rd level of Canal • Enterprise Hydro, penstocks & intake is repaired • ACA initiates preparation of environmental and Section 106 compliance procedures for Phase IV development of Canal Multiuse Trail • Repair work begins for Confederate States Powder Works Chimney 	
2010		<ul style="list-style-type: none"> • Restoration of Confederate States Powder Works Chimney is completed • ACA purchases Sibley Mill • Phases I & II of Environmental Assessment for Sibley Mill is completed • Proposed Purchaser 	

YEAR	EVENT	ACTIVITY	ACKNOWLEDGEMENT
		Correction Action Plan and Brownfield Application are completed and submitted to GA Environmental Protection Division (for planned development of Sibley Mill)	